

Chelan Downtown Master Plan



November, 2010

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October 8, 2010

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Executive Summary

Unlike many downtown plans in which planning teams start from scratch, Chelan's Downtown Master Plan builds on local efforts by the City and volunteers over the past several years. For example, when the current planning effort began in spring 2009, the community already had begun the planning of transportation and pedestrian improvements, started working on a parking strategy, established a main street program with a communication strategy, and studied measures to upgrade the historic bridge. So the emphasis of this plan is to augment those efforts and integrate them into an effective revitalization strategy. Additionally, the plan also proposes form-based regulations to shape new growth in accordance with the community's vision and support the other measures. The Concept Diagram and bulleted listing on the following pages specify key recommendations in the plan.

In simplest terms, the strategy consists of protecting and enhancing Chelan's existing strengths, connecting assets such as parks, trails and amenities for greater impact, addressing key issues such as parking and traffic movement that constrain economic opportunities and reinforcing Chelan's identity as a recreational destination and a great place to live.



Figure 1. This plan aims to protect and enhance downtown's existing strengths.

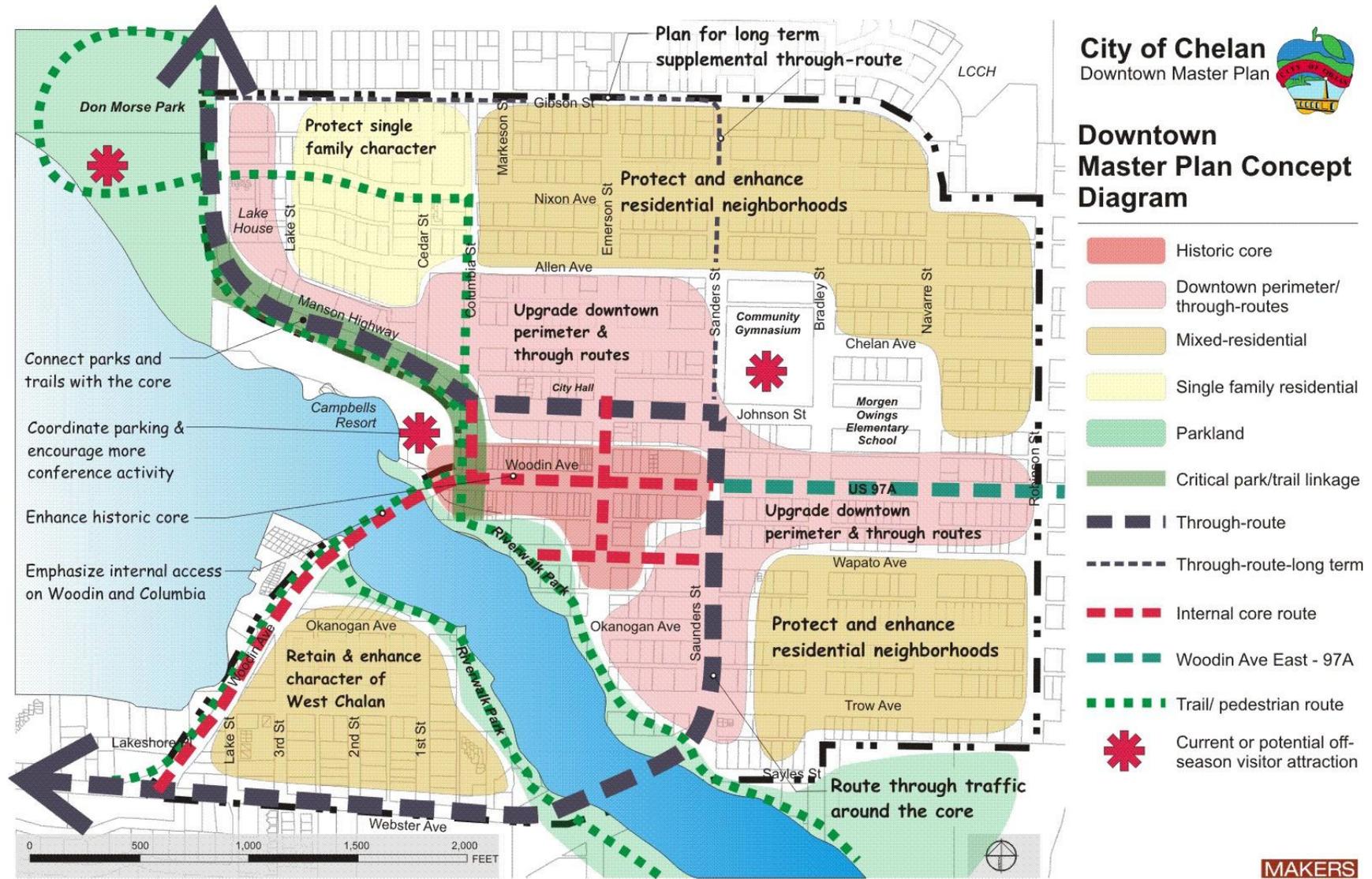


Figure 2. Downtown Master Plan concept diagram.

To accomplish this, the plan emphasizes the elements described in the concept diagram and bulleted list below.

Enhance the Woodin Avenue Core

- Build on the *authentic* small town character of the core business district by instituting form-based regulations to maintain historic character.
- Lower height limits to protect views.
- Upgrade streetscape elements (street furniture, additional curb bulbs, enhanced crosswalks).
- Add footpaths along the outer edge of historic bridge (*while retaining historic character*).
- Enhance connection between Woodin Avenue and Riverwalk Park.
- Initiate a parking study to determine parking needs and measures to provide adequate supply.

Route the through traffic around the core to ease congestion

- Implement planned Johnson Street improvements (*roundabouts and signal at Columbia*).
- Upgrade signage and signature elements to route through-traffic on Webster (97A), Saunders, and Johnson around the core – reducing congestion in the core and on the bridge.
- Install a gateway sign at the Webster/ Woodin Avenue intersection to direct visitors into or around the core.

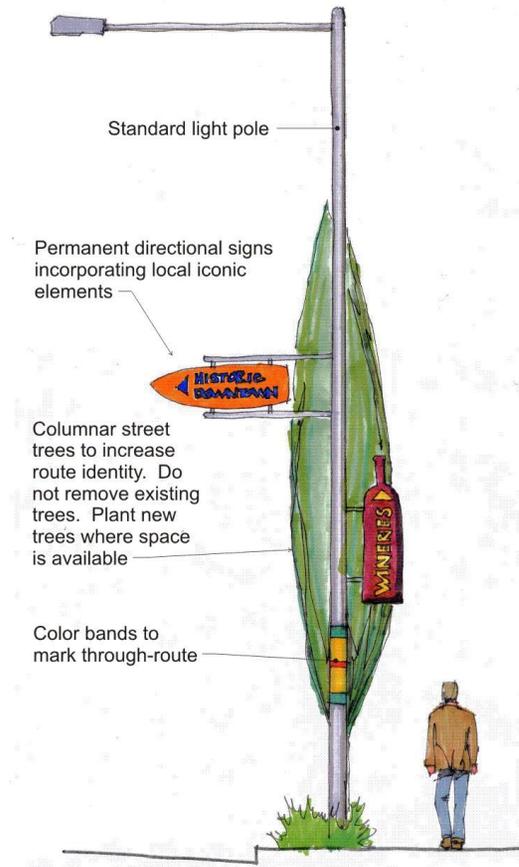


Figure 3. Utilize consistent streetscape design elements on through routes to improve circulation and enhance Chelan's identity.



Figure 4. Desirable infill development and streetscape improvements in existing residential neighborhoods.



Figure 5. Reconfigure Columbia Street to enhance pedestrian and bicycle access and safety.

Protect and enhance local neighborhoods

- Reduce height limits, remove density limits, and adopt form-based design regulations to promote compatible infill housing and prevent intrusive development.
- Downzone the Carroll-Ogden neighborhood to preserve its single family character.
- Establish a program under which residents can work with City to improve or install sidewalks and other street improvements.
- Initiate other programs that encourage the upgrading of existing housing stock.

Complete the network of parks, trails and walks

- Add pedestrian walkways along the outer edge of historic Woodin Avenue bridge (*while retaining historic character*).
- Connect downtown core to Don Morse Park with improvements along Columbia and Nixon Streets in the short term and via sidewalk and redevelopment improvements along Johnson Street and Manson Highway in the long term.
- Reconfigure Columbia Street between Johnson Street and Riverwalk Park to enhance pedestrian and bicycle access and safety.
- Upgrade alleys and through block connections.
- Extend pedestrian and bicycle paths on Woodin Avenue east of Saunders Street.

Undertake projects to attract visitors during spring – fall “shoulder season”

- Address conference center expansion impacts.
- Explore options for the utilization of community resources such as the community gymnasium and Don Morse Park

The recommendations in this plan follow from these key elements. The City of Chelan and its citizens have already taken assertive action to make their downtown vital and attractive. Continuing these efforts will assure that it remains that way and that new growth will complement the town’s existing assets.

Chelan Downtown Core Improvements

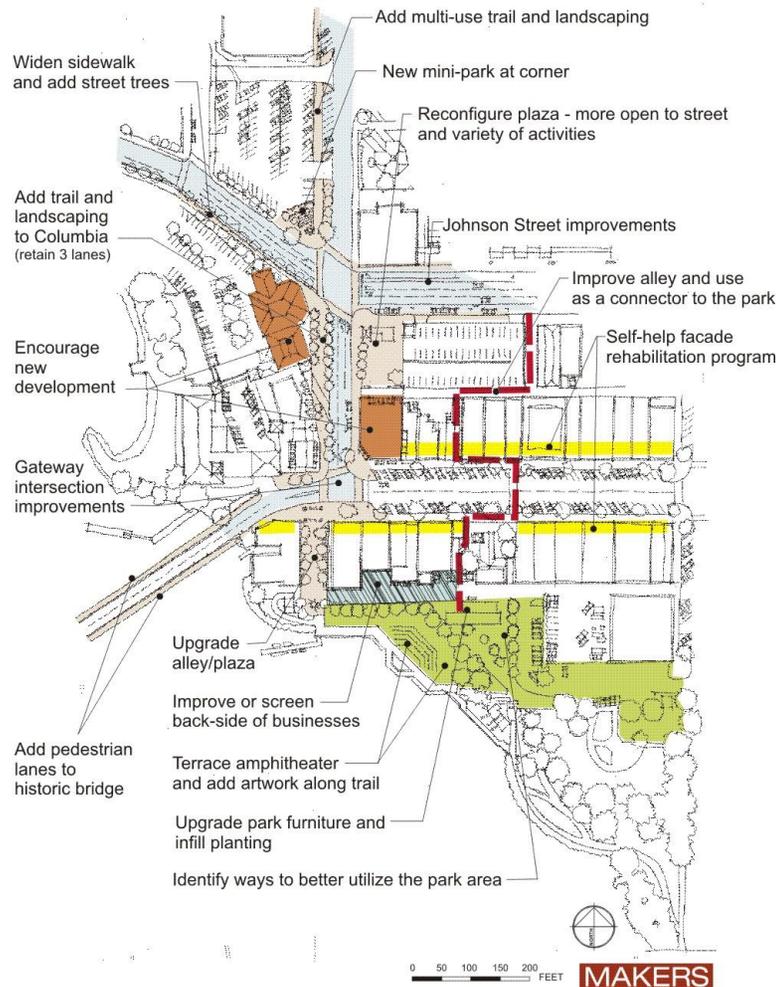
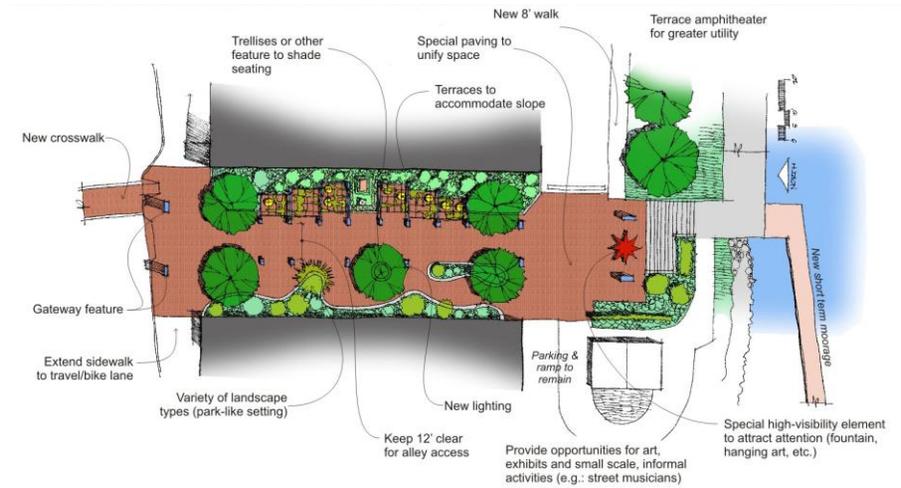


Figure 6. Proposed improvements/actions for the downtown core.



DIAGRAMMATIC CONCEPT FOR CHELAN RIVERWALK GATEWAY

MAKERS

Figure 7. Concept illustrations of proposed improvements to the alley from Woodin Avenue to Riverwalk Park.



Figure 8. Downtown planning area vicinity map.

1. Introduction

Purpose

The intention of this plan is to synthesize current community goals with previous downtown efforts and policies; provide a clear guide and predictable framework that is useful for both developers and citizens; and serve as a powerful graphic tool for visualizing preferred downtown development. This master plan ultimately provides a vision for the next 20 years - and course of action to implement that vision.

As a key implementation component to this plan, the City sought to establish a form based code that provides a flexible development process and achieves high quality development. The City wanted a streamlined regulatory document with a clear and concise graphic design.

Background

Significant growth is anticipated to occur in the City of Chelan and the surrounding areas over the next 20 years which will have considerable implications on the historic downtown area. Much of the growth is attributed to the increase of tourism, and the seasonal and recreational opportunities around Lake Chelan.

The Historic Downtown Chelan Association (HDCA) has received “Start Up” designation in the Washington State Downtown Revitalization/Main Street Program. The HDCA is partnering with the National Trust Historic Preservation to develop and promote the historic downtown core of the City by creating an economically vibrant community center while emphasizing enhancement and preservation of the city’s historic features.

Downtown Planning Area

Figure 9 below delineates the planning area boundaries, which include the historic core plus surrounding residential areas north and south of the core, and the E. Woodin Avenue corridor to Robinson Street.



Planning Area Boundary

MAKERS

Figure 9. Downtown planning area.

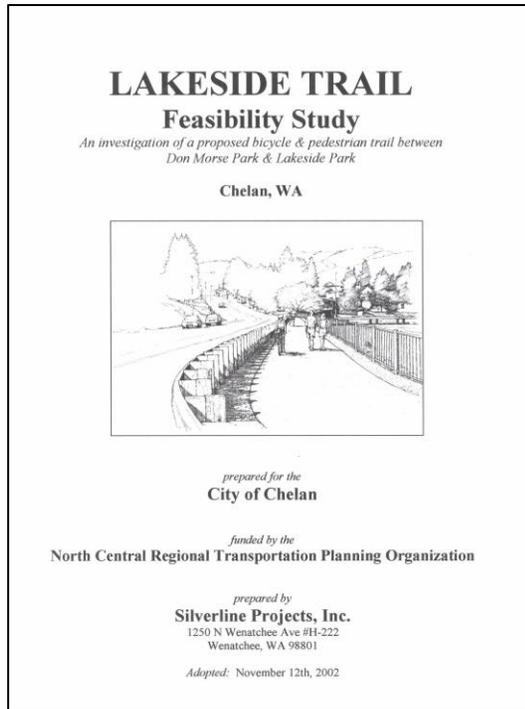


Figure 10. One of the many recently completed studies and plans within Chelan.

Related Studies & Programs

- City of Chelan Council Strategic Plan (2008-2009)
- Regional Strategic Action Plan, Preliminary Draft (on-going)
- City of Chelan Housing Manual (on-going, completion early 2009)
- Port of Chelan County/City of Chelan Parking Garage Feasibility Study (tentative)
- City of Chelan Comprehensive Plan (2008)
- City of Chelan Traffic Circulation Enhancement Study (2005)
- City of Chelan Lakeside Trail Feasibility Study (2002)
- Historic Downtown Chelan Association, Washington State Main Street Resource Team Report (2008)
- Chelan County Transportation Element (on-going, completion early 2009)

Master Planning Process

The City hired the consulting firm MAKERS architects planning urban design in March, 2009, to help navigate the community outreach process and craft the plan and its implementation measures. MAKERS' was supported by two sub-consultants: Property Counselors (economic analysis) and Shea Carr Jewell (transportation planning).

The City established a special Downtown Advisory Committee (DAC) composed of City staff, public officials, other applicable public agency representatives, and a broad range of downtown and community stakeholders. The consultant team met with the committee on April 18 to start the project, identifying downtown features and characteristics to keep, things to change, features to add to downtown, and what features/elements that would be needed to make this plan a success. The consultant team also conducted several on-site interviews with key stakeholders and refined the community outreach process for the project.

On June 3 and 4, the consultant team held workshops on consecutive evenings to review previous planning work and identify objectives (first work session) and develop a schematic plan for desired improvements and identifying priorities (second work session). Feedback from the first work session was used to craft preliminary downtown planning concepts to be presented at the follow up work session on June 4. Participants evaluated proposals on land use, community design, circulation, parking, historic preservation, parks, and amenities. The team also conducted a visual preference survey that examined how specific development types and architectural character would fit into the context of different parts of the study area.

Following the work sessions, the consultant team refined and illustrated the preliminary concepts presented at the June 4 work session. The consultant team coordinated the proposals with city staff and subsequently presented those draft “plan elements” at public workshop on August 20. Participants evaluated each proposal during a presentation and identified top implementation priorities from a list of proposed public improvements.

Through September and October of 2009, City staff coordinated with the DAC and the consultant team to refine the proposals, notably those involving:

- Maximum building height
- Parking
- Use of public lands
- Streetscape improvements and elements

Following the completion of the first draft of this plan, the City focused on crafting land use and development regulations to implement the plan. The first draft was completed in March, 2010, with a second draft in June, and now a third draft completed in conjunction with this updated draft Master Plan.



Figure 11. Images from the staff work session (top) and public workshops held on June 3 and 4, 2009 (middle and bottom).

2. Goals and Objectives

1. Preserve and enhance the downtown's historic resources and character.
 - 1-1. Protect the historic bridge and add pedestrian pathways.
 - 1-2. Protect and enhance the Woodin Avenue core's historic character, scale, and view of the mountains.
 - 1-3. Upgrade street furniture and fixtures in the historic Woodin Avenue core.
2. Enhance downtown's role as an activity center and a place for daily and special functions.
 - 2-1. Upgrade downtown's streets, parks, and other public spaces to accommodate and attract pedestrian activity and special events.
 - 2-2. Encourage the development of infill housing and new tourist accommodations within downtown to increase pedestrian activity and support downtown businesses.
 - 2-3. Maintain public facilities within downtown for public use.
3. Emphasize public art and cultural activities within downtown.
 - 3-1. Encourage local artists to participate in the design and implementation of streetscape design elements.
 - 3-2. Provide for the use of public spaces downtown for arts and cultural events/activities.
 - 3-3. Emphasize arts and cultural elements in marketing activities for downtown.
4. Ensure that new commercial and mixed-use development is of high quality and appropriate to downtown Chelan's character.
 - 4-1. Establish design standards and guidelines to maintain appropriate orientation, design character, quality of new development, and building scale/perceived size of the buildings relative to their surroundings.
 - 4-2. Upgrade streetscapes in the commercial/mixed-use areas to provide pleasant pedestrian conditions.
5. Retain the generally small-scale residential quality of residential areas.
 - 5-1. Upgrade streetscapes over time to provide for safe walking and an attractive residential setting.
 - 5-2. Establish development standards and design guidelines and to ensure that new development fits with the generally two-story single-family scale and vernacular 20th century architecture of existing neighborhoods.
6. Upgrade the visual appearance of the downtown's principal vehicular corridors.
 - 6-1. Improve streetscapes to establish greater continuity (consistency) and a more distinct, identifiable character.
 - 6-2. Upgrade entry points into the downtown and the core to make them welcoming.
 - 6-3. Design street improvements to downtown streets to make them safe and comfortable for non-motorized circulation and an attractive setting for business, development, and residential activities.

7. Promote increased pedestrian, bicycling, and transit use downtown.

- 7-1. Improve the pedestrian connections from the retail core and residential neighborhoods to the lake and parks.
- 7-2. Minimize conflicts between vehicular and pedestrian traffic.
- 7-3. Expand and enhance the network of sidewalks and bike routes throughout downtown.
- 7-4. Upgrade the character of streets in downtown.
- 7-5. Maintain and enhance transit service and access downtown.

8. Manage “through” traffic moving through the downtown core.

- 8-1. Improve gateway features and signage
- 8-2. Provide signature streetscape improvements on through routes that aid in route-finding and relate to the region’s identity.

9. Develop strategies to enhance downtown parking.

10. Protect and enhance downtown open spaces and shorelines.

- 10-1. Increase access and connectivity to open spaces and shorelines.
- 10-2. Enhance waterfront parks as one of the downtown’s chief assets, adding art and facilities for compatible activities.
- 10-3. Add parks and plazas to enhance special areas, take advantage of unique opportunities, and provide for a variety of activities.

11. Provide more destination uses and activities that bring more people downtown on a year-round basis.

- 11-1. Encourage new and/or expanded conference facilities within downtown.
- 11-2. Create off-season events that draw tourists into downtown.

3. Economic Development Strategy

An economic development strategy identifies economic opportunities and the actions necessary to realize them. Economic opportunities represent the uses and activities that support existing and new businesses, provide jobs, and create the tax base necessary to support public facilities and services. The economic opportunities were identified through a market analysis of existing economic conditions, future trends, and an assessment of the area's competitive position compared to other communities. The market analysis is documented in an appendix (C).

Chelan is already an attractive place to live, work and visit. The area is particularly well-known and popular as a place for recreation activity on the lake during the warm summer months. The area is marketed to visitors with the phrase “Come to the Lake”. The Lake will always be the primary attraction of the area. But there is clear opportunity to expand the message to “The Lake and more”. As visitors and potential new residents experience the full range of local amenities and features, the underlying economy will be strengthened and expand. Downtown Chelan offers the physical connection to the water, and the amenities to provide the “pull” to bring people out of the water and into the rest of the community.

The economic strategy is based on two broad categories of economic support.

- Stimulate visitor-related growth opportunities, and
- Stimulate local residential and local-serving business growth.

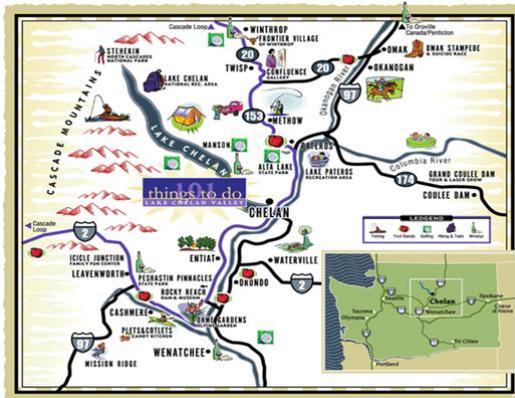


Figure 12. Tourism map identifying Chelan's strategic location within the region.



Figure 13. Woodin Avenue is a popular site for street festivals such as the “CruizIn” classic car show.

Stimulate Visitor-Related Growth Opportunities

General Approach

The market analysis identified the extreme seasonality of visitor spending and associated tax revenues. Seventy-six percent of hotel tax revenues are generated in the five month period of May through September. The challenge is to extend the visitor season beyond those months. There are several specific opportunities to attract visitors during the non-peak months of the year.

Opportunities

- Conferences and meetings. Expansion of Campbell's conference facilities would leverage existing conference capabilities and reputation, as well the expressed interest by the owners.
- Expanded outdoor recreation opportunities. Existing winter sports resources could be enhanced, packaged and promoted for additional draw.
- Indoor recreation (recreation center, waterpark etc.). New facilities could provide year-round draw.
- Cultural events and festivals. The existing schedule could be expanded with major or minor events throughout the year.
- Wellness spa and retreat activities. Activities can be coordinated with conference activity and recreation.
- Expanded fractional ownership. Fractional ownership typically provides higher year-round average occupancy than full share.

Tools

There are tools available for both promotion and financing of facilities.

- Tourism Promotion Assessment. The City already receives a 2% tax on lodging revenues in the form of a credit against the State sales tax, and a 2% special tax. These revenues are reserved for visitor-related facilities and services. In addition, communities are authorized to collect a Tourism Promotion Assessment. This charge of up to \$2 per occupied room per night, can be collected within a designated area that can be as large or smaller than city itself. Funds are reserved for tourism promotion. A \$2 per night assessment would raise approximately \$250,000 annually.
- Funding of Public Facilities. An indoor recreation facility could be funded by a bond issue with supplementary grant funding. The tax base could be spread over a larger geographic area (than the downtown planning area) through formation of a recreation district.



Figure 14. Chelan's Winterfest is a popular off-season event.



Figure 15. Encourage compatible infill housing development.

Stimulate Local Residential and Business Growth

General Approach

The community can invest in facilities and activities that are attractive to both visitors and residents-particularly recreational facilities and cultural events. The city can also encourage diversified housing stock for a range of demographic segments including local workforce, families, and retired.

- Encourage more apartment development as affordable housing option.
- Encourage mixed use development as compatible with historic downtown and supportive of downtown businesses.

An analysis of several forms of development downtown indicate that such development can be feasible if parking can be accommodated in a cost-effective configuration, and if underutilized parcels can be acquired at reasonable prices.

Tools

- Fund public improvement through additional revenue generation using Local Revitalization Funding (LRF) or other programs.
- Use Business Improvement Association or other structure to fund joint improvements (like parking) and promote local business.
- Work with other jurisdictions to expand eligibility for Multifamily Tax Exemption program to stimulate housing development. The current threshold is a population of 5,000 for communities planning under GMA and conducting buildable lands analyses.
- Seek grants for public improvements through existing economic development, transportation, and recreation programs.

4. Plan Concept

Integrating Ideas

The planning concept translates the economic development strategy and public objectives into an integrated series of actions. In essence, the concept is the unifying ideas that direct and coordinate the variety of activities that the City and its partners must take to achieve their vision. A unifying vision is particularly important because unlike many downtown plans in which planning teams start from scratch, **Chelan's Downtown Master Plan builds on local efforts by the City and volunteers over the past several years.** For example, when the current planning effort began in spring 2009, the community already had begun the planning of transportation and pedestrian improvements, started working on a parking strategy, established a main street program with a communication strategy, and studied measures to upgrade the historic bridge. So the emphasis of this plan is to augment those efforts and integrate them into an effective revitalization strategy.

The economic development strategy indicates that the most important opportunities to address include: 1) enhancing and unifying current attractions in order to strengthen Downtown's appeal to visitors, 2) supporting those attractions with sufficient infrastructure to make them accessible and convenient, 3) growing the downtown residential population to provide year-round support for businesses, sustainably accommodate growth and housing needs, and strengthen local neighborhoods, and 4) adding "shoulder season" (off-peak) visitor activities to strengthen the visitor based and retail business sectors.

To pursue this strategy, the concept emphasizes protecting and enhancing Chelan's existing strengths including its retail core and historic character, enhancing and connecting assets such as parks, trails and amenities for greater impact, addressing key issues such as parking and traffic movement that constrain economic opportunities and reinforcing Chelan's identity as a recreational destination and a great place to live.



Figure 16. Draft logo for downtown Chelan, emphasizing the historic downtown core, the old bridge, the lake, and the mountains.

To accomplish this, the plan integrates the following key elements described and illustrated in the diagram below. Bulleted listings on the following pages identify key recommendations in the plan.

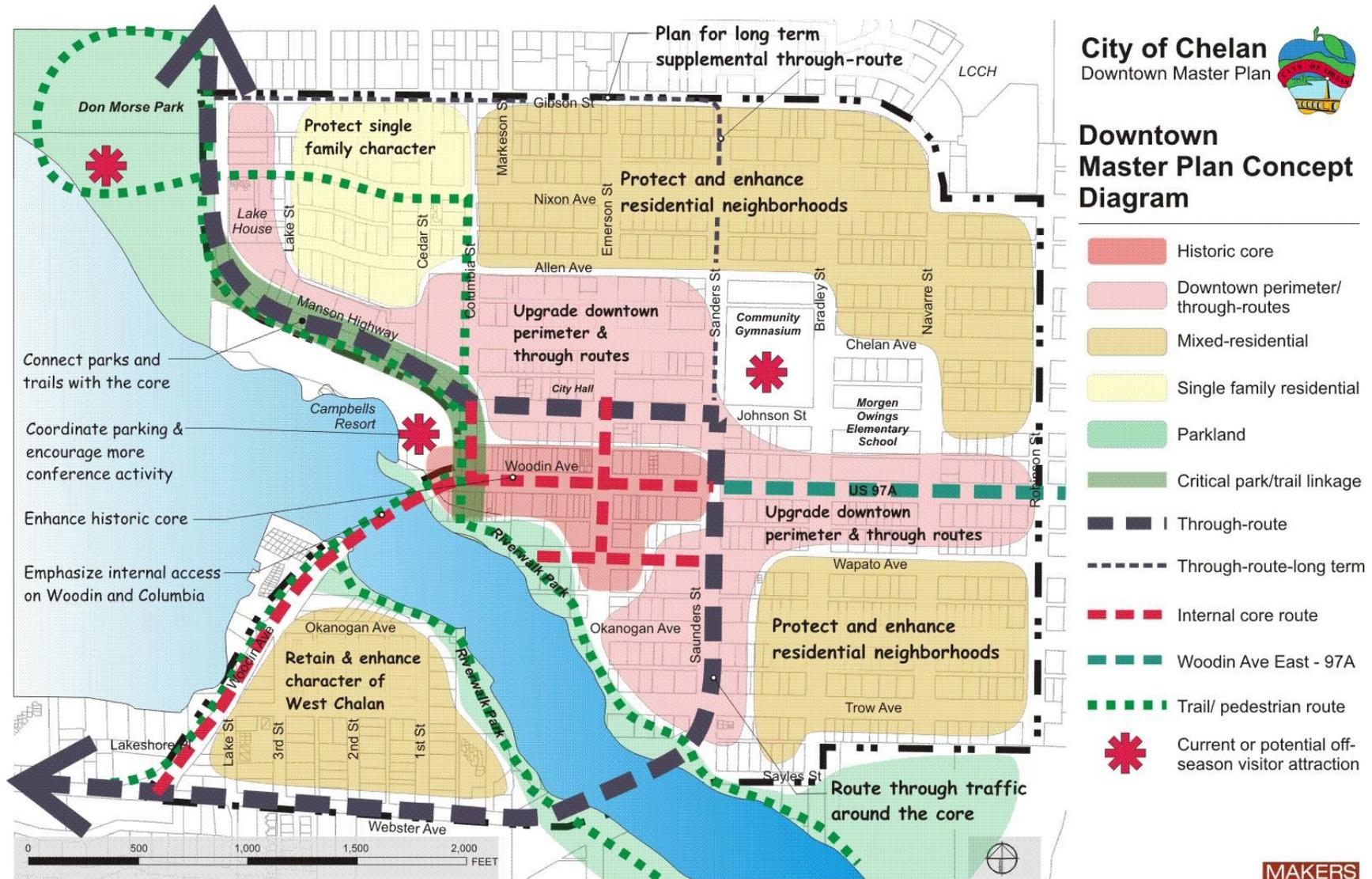


Figure 17. Downtown Master Plan concept diagram.

Enhance the Woodin Avenue core

- Build on the *authentic* small town character of the core business district by instituting form-based regulations to maintain historic character.
- Lower height limits to protect views.
- Upgrade streetscape elements (street furniture, additional curb bulbs, and enhanced crosswalks).
- Initiate a parking study to determine parking needs and measures to provide adequate supply.

Route the through traffic around the core (to reduce congestion) while enhancing entries into the core for those who wish to visit

- Implement planned Johnson Street improvements (*roundabouts and signal at Columbia*).
- Upgrade signage and signature elements to route through-traffic on Webster Avenue (97A), Saunders Street, and Johnson Street around the core – reducing congestion in the core and on the bridge.
- Install a system of gateways to direct visitors into the core.

Protect and enhance local neighborhoods

- Reduce height limits, remove density limits, and adopt form-based design regulations to promote compatible infill housing and prevent intrusive development.
- Downzone the Carroll-Ogden neighborhood to preserve its single family character.
- Establish a program under which residents can work with City to improve or install sidewalks and other street improvements.
- Initiate other programs that encourage the upgrading of existing housing stock.



Figure 18. Adopt form-based regulations and design guidelines that protect Woodin Avenue’s historic character.



Figure 19. Downzone the Carroll Ogden neighborhood to protect the area’s established single-family character.



Figure 20. Reconfigure Columbia Street to enhance pedestrian and bicycle access and safety.

Complete the network of parks, trails and walks

- Add pedestrian walkways along the outer edge of historic Woodin Avenue bridge (while retaining historic character).
- Connect downtown core to Don Morse Park with improvements along Columbia and Nixon Streets in the short term and via sidewalk and redevelopment improvements along Johnson Street and Manson Highway in the long term.
- Reconfigure Columbia Street between Johnson Street and Riverwalk Park to enhance pedestrian and bicycle access and safety.
- Enhance the Riverwalk gateway between Woodin Avenue and Riverwalk Park.
- Upgrade alleys and through block connections.
- Extend pedestrian and bicycle paths on Woodin Avenue east of Saunders Street.

Undertake projects to attract visitors during spring – fall “shoulder season”.

- Address conference center expansion impacts so that this or similar facility can be developed.
- Explore options for the utilization of community resources such as the community gymnasium and Don Morse Park

As a central part of this effort, the plan also proposes to replace the current zoning/land use regulations with new form-based regulations to shape new growth in accordance with the community’s vision and support the other measures.

Identity and Design Character

Because enhancing the Downtown’s identity is so important to its visitor based economy and the community’s sense of itself, this plan gives special attention to that element. The discussion below summarizes how many of the individual actions recommended in the Plan Elements Section are integrated toward a consistent community design image.

Community Design Challenges and Opportunities

Chelan is well endowed with outstanding physical assets on which to build a unique community character. The regional setting, especially the lake and hillsides, Riverwalk and Don Morse Parks, an intact historical core, and cohesive residential areas all contribute to Chelan’s identity and sense of place. Unlike numerous communities that struggle to find a design identity without much to build on, the challenge for Chelan is to unify and enhance the several great qualities into a distinctive whole. The concept outlined on the following page recommends a strategy to accomplish this by focusing on different design characteristics in different areas within the downtown.

Besides the issue of an identifiable image, participants in the design process set a high priority on maintaining and enhancing the level of the downtown’s design quality, not only as a critical element in attracting visitors, but also to upgrade the downtown’s living environment for local residents. This should be pursued through both 1) high-quality public improvements, such as improved sidewalks, street lighting, furniture, landscaping, and other streetscape elements; park improvements; and art enhancements, and 2) revising design guidelines to ensure that new development is of high quality and fits with the downtown’s architectural character.



Figure 21. The Woodin Avenue Historic Core features a consistent array of early 20th century storefronts that merit consideration of historic district status.



Figure 22. The surrounding hillsides, deep blue lake, vineyards and orchards, is one of the Northwest’s most attractive settings.



Figure 23. Although highly visible, the highway links running through the area are not the downtown's most attractive features.



Figure 25. The Riverwalk area is a beautiful amenity as well as a potentially excellent setting for a wide range of recreational activities. Greater visual prominence and connections to the rest of downtown will enhance its value.



Figure 24. Cohesive residential areas are important community and economic resources as well as visual assets.



Figure 26. Don Morse park is a bit isolated from the downtown core but is a tremendous attraction for both visitors and local residents.

Community Design Strategy

Because downtown Chelan consists of several distinct areas—each with its own unique characteristics—the general design strategy is to **establish form-based development standards and public improvement designs that are specially configured to enhance each individual area**. For example, the standards and recommended improvements for the Woodin Avenue core emphasize its historic character, while those for the multifamily residential areas on the perimeter are formulated to re-enforce their single-family residential qualities. The proposed standards will also help the different areas fit together by increasing the compatibility between buildings.

Beyond guiding development and gradually improving the public infrastructure in the various downtown districts, there are three areas that are especially important in defining downtown Chelan’s image: the Riverwalk Park loop, the historic core, and the regional corridors. Each of them has a different set of assets, character, and opportunity to enhance the downtown’s identity. As indicated in Figure 29 on the following page, the key concept for enhancing the town’s identity is to focus on these three areas and reinforce the most appropriate aspects (as noted above) of the community’s identity in each.

The **historic core** is a coherent “main street” with an attractive set of early 20th century buildings along a pleasant pedestrian street. Views of the characteristic mountainsides are prominent as one walks along Woodin Avenue. Therefore, the plan recommends limiting height to two stories to protect the views and requiring new buildings and any building remodels to feature pedestrian-oriented storefronts with historical building elements, details, materials, and colors. The two-story height limit will also discourage the redevelopment of Woodin Avenue’s historical buildings. Additionally, the City and the Historic Downtown Chelan Association (HDCA) are in the process of upgrading downtown street furniture.

The Chelan County Public Utility District (PUD) has made substantial improvements to **Riverwalk Park**. The loop walk is especially appealing, as it provides a diverse waterfront walking experience. This area could be further enhanced with artwork



Figure 27. A two-story height limit would help to preserve mountain views from Woodin Avenue sidewalks and encourage the preservation and enhancement of older storefront buildings.

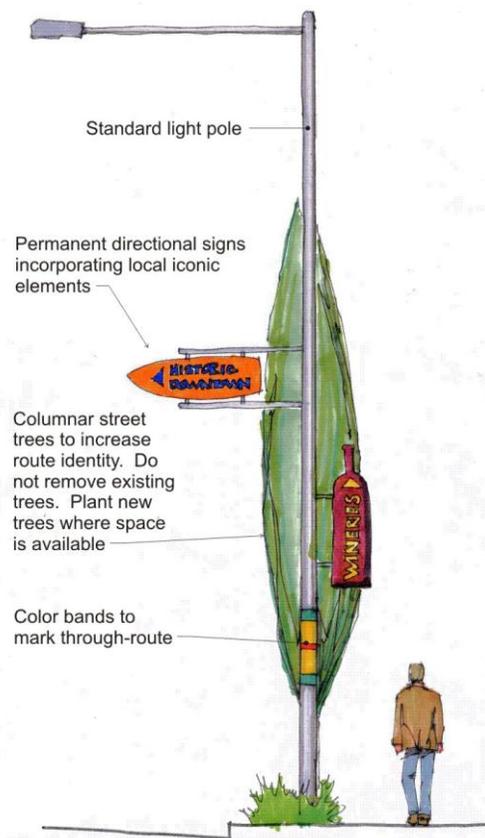


Figure 28. Signature streetscape elements proposed for the regional corridors will aid in route-finding and will reinforce Chelan's character. Note the columnar trees and decorative sign elements.

and additional activities (see the Parks and Amenities Element within Chapter 5, for more details). This plan recommends that the community establish the Loop as a linear sculpture garden, with permanent and temporary art installations. Most important, however, is to better connect the park to historic core and heighten its visibility as a premier attraction. Converting the alleyway between the Columbia Street/Woodin Avenue intersection and Riverwalk Park into an attractive and welcoming public space would be a transformative first step. Emerson Street, south of Woodin Avenue, is also an important connection and could be an appropriate setting for festivals, fairs, and markets that require a linear space.

The **regional corridors**, including Saunders Street, US 97A (East Woodin Avenue), Johnson Street, and the Manson Highway, are the downtown's connection to the region and the most visible part of the downtown for visiting motorists. Therefore, it is logical that these streetscapes relate to the region's identity as well as serve as a sequential gateway into the downtown. Improvements that reflect the lake and its recreational activities, the mountainous landscape, and agricultural activities (especially vineyards and orchards) would be appropriate. Landscaping and lighting should be consistent along these corridors to help visitors realize that they are on the regional routes. For example, consistent corridor landscaping would help signify the new (Dan Gordon) bridge connection for through-traffic via Webster Avenue and Saunders Street. Because right-of-way space is often limited, the use of columnar trees is recommended.

Gateways into these special areas are especially important. Signage—or better yet, design features that welcome visitors to the historic core and Riverwalk Park area—should be a high priority. On the following page are described some improvements recommended for each potential gateway. The numbers are keyed to the locations shown in Figure 29.

1. **Historic Bridge.** Retain and, as necessary, restore the historic bridge, which is Chelan's most identifiable structure. Construct pedestrian walkways on each side of the bridge.
2. **Riverwalk Park.** Enhance this trail connection, perhaps with more prominent signage, artwork, and/or lighting.



Figure 29. Downtown community design strategy.



Figure 30. Example improvements to the alley corridor connecting Woodin Avenue to Riverwalk Park, looking south.

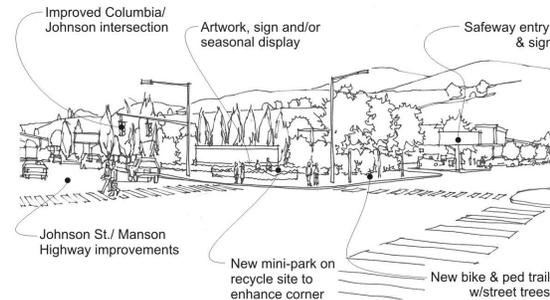


Figure 31. Example improvements at the Columbia Street/Johnson Street intersection.

3. Riverwalk Park gateway. As noted above, improve the alley corridor between Woodin Avenue and Riverwalk Park.
4. Emerson/Riverwalk connection. This street merits special treatment as a connector between the historic core and Riverwalk Park. Signature street trees and lights would accomplish this.
5. Eastern gateway to the historic core. This is an especially opportune point to attract visitors to the historic core. The large highway sign provides information, but the design of the Woodin Avenue/Saunders Street intersection itself should entice visitors to enter the core from the south and east. A new crosswalk, special paving, lighting, and art enhancements is recommended on the west side of this intersection.
- 6a Johnson Street /Columbia Street intersection enhancements. This highly visible intersection merits special improvements. A planned traffic signal will help pedestrian and vehicular safety. Also, the City is considering a landscaped mini-park at the current recycling site. While not an especially attractive setting for sitting or other activities, the corner should be enhanced with substantial landscaping and, perhaps, some distinctive larger-scale artwork. Directional signs to the core and Columbia Street improvements are also recommended.
- 6b Entry sign/feature into the historic core at Emerson and Johnson Streets. Whereas traffic conditions may make right turns from the Manson Highway onto Columbia problematic, an attractive sign to direct visitors into the core at Emerson Street is recommended.
7. Northern gateway to downtown. Gateway signage along Manson Highway adjacent to Don Morse Park provide a welcoming entrance into downtown from the north.
8. Southwest gateway to downtown. Gateway signage at the Woodin/Webster Avenue intersection welcomes visitors into downtown and directs through traffic to Webster Avenue and historic core traffic to Woodin Avenue.

Each of these design “strategies” is described in greater detail in the Plan Elements Chapter. While many of the recommended actions can be undertaken independently, the important thing is to view them in the context of the larger economic and urban design strategy and coordinate them so that their benefits are maximized.

5. Plan Elements

- A. Land Use and Development**
- B. Circulation, Parking & Street Design**
- C. Parks and Amenities**

A. Land Use and Development

Conditions, Challenges, and Opportunities



Figure 32. Historic retail core.



Figure 33. Johnson Street.

Figure 34 on the following page illustrates the generalized distribution of current land uses in the study area. The **historic retail core** along Woodin Avenue is well defined (between the bridge and Saunders Street). Many of the core's buildings date back to the early 1900's. Current uses include restaurants, gift boutiques, clothing shops, a hardware store, a movie theater, a museum, and a variety of other small scale retail uses. While all of the remaining older buildings have been remodeled at one time or another, there are very few storefront "gaps" in the core.

The primary challenges for the core area are to maintain and enhance the mix of pedestrian-oriented retail uses, retain and enhance the historic buildings/storefronts, and upgrade or redevelop the few non-storefront buildings that currently break up the historic storefront pattern.

The areas shown in pink in Figure 34 and defined as "**Commercial/Transitional**" are a blend of commercial, office, multifamily, and single family uses. These areas are around the perimeter of the retail core (along the E Woodin Avenue/US 97A, Saunders Street, Johnson Street, and Chelan Avenue) and along the Manson Highway frontage. The character of the buildings varies from traditional storefronts (along Johnson Street and Wapato Avenue, west of Saunders Street) to automobile-oriented commercial development (Safeway and Red Apple Market) to older single family homes (Chelan Avenue and Wapato Avenue east of Saunders Street), many of which have been converted to office or retail.

While there is a great diversity of uses in these areas, there is a lack of pedestrian amenities and visual cohesiveness. Sidewalks are often inconsistent or non-existent. There are very few street trees. Landscaping is minimal or often poorly maintained. These factors combined with inconsistent building forms tend to detract from the historic core. The setting can also discourage private investment in the area, as it can make it challenging to achieve the rents/sales prices needed to make redevelopment of sites viable.

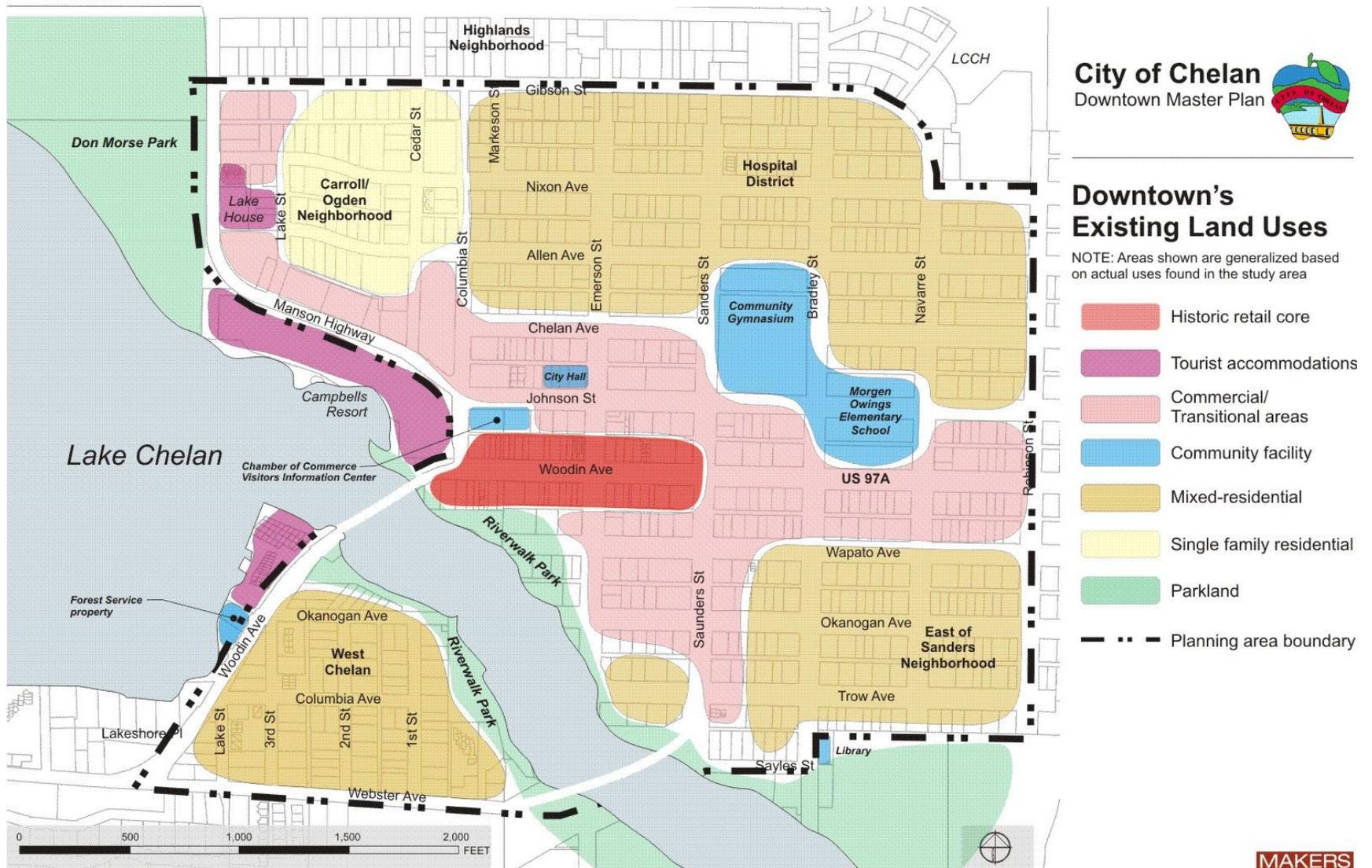


Figure 34. Generalized distribution of land uses in the study area.



Figure 35. Mixed-residential areas typically lack sidewalks and street trees.



Figure 36. Example of newer multifamily development in the mixed-residential areas.

These transitional areas, however, provide some of the best sites for redevelopment. The enhancement and redevelopment of these transitional areas will be critical to the long term health and vitality of downtown.

Mixed density residential areas occupy much of the northern, eastern, and southern perimeter areas of downtown. Developed originally as single family neighborhoods surrounding the historic core, multifamily zoning has encouraged incremental redevelopment of many home-sites over the past few decades. While apartment buildings and townhouses now dot these neighborhoods, older single family homes remain the dominant use in the area.

The lack of design standards for new multifamily development has had impacts to these neighborhoods as well. Many apartment buildings depart from the established development patterns by including garages, driveways, and parking in the front yards – rather than behind the buildings and off the alleys. The design character of these buildings often clashes with the surrounding homes. The City recently adopted a “habitable space” requirement which restricts the extent of garages facing the street on new multifamily buildings.

The lack of sidewalks and street trees, however, are the biggest challenge of these areas in terms of visual character and pedestrian access. As a result, the streets are often poorly defined and a scattering of parked cars at different angles often is the dominant visual feature. These conditions detract from the character of downtown and tend to discourage private investment.

The few residential areas that feature consistent sidewalks also tend to feature the most well kept homes. The area defined as the Carroll-Ogden Neighborhood, to the north and east of Manson Highway, is the most notable of these areas. Despite the current multifamily zoning designation, the area has remained predominately single family, and is thus shown as **Single family residential** on the map in Figure 34.

Housing affordability within the City and Lake Chelan region is a critical issue – and downtown is no exception. Like many other resort communities, the development and use of housing as vacation homes and tourism uses has helped to drive the price of housing out of reach of most local residents. The extreme seasonal fluctuation of Lake Chelan’s tourism activity further increases this challenge. Considering the downtown neighborhoods’ close proximity to the retail core, the study area provides perhaps the city’s most desirable location for affordable housing.

Other than the lake itself, downtown’s best asset is its great waterfront **parks**. Riverwalk and Don Morse Parks provide a tremendous recreational and visual amenity for locals and tourists alike. Plans are currently underway to make substantial upgrades to Don Morse Park. Riverwalk Park includes a network of walkways that form a popular loop along both sides of the river. The PUD has current plans to extend this loop south/eastward across the Lake Chelan Dam. The connection between the park and the historic core is relatively weak, however, and could use some improvement. Participants also noted that Riverwalk Park could accommodate more community events and activity throughout the year.

Tourist accommodations, naturally, are sited along the lakefront areas and near the parks. Campbells Resort has long anchored the western edge of downtown and links the historic core with the lake. The recent development of the Lake House along Manson Highway generated considerable discussion about building heights and design standards for new development. While most participants like the architectural style of the building, many feel it is too tall, too long, and too close to the roadway.

Downtown’s **Community facilities** are also valued by locals as a great asset. These facilities include City Hall, the community gymnasium, and Morgen Owings Elementary School. Chelan Middle School and Lake Chelan Community Hospital lie just outside the boundaries of the study area. At the corner of Johnson and Columbia Streets, the Chamber of Commerce’s Visitors Information Center and PUD owned parking lot are key assets. These uses provide critical services and amenities and contribute to downtown’s economic vitality and civic identity.



Figure 37. Riverwalk and Don Morse Parks are great recreational and visual assets to downtown Chelan.



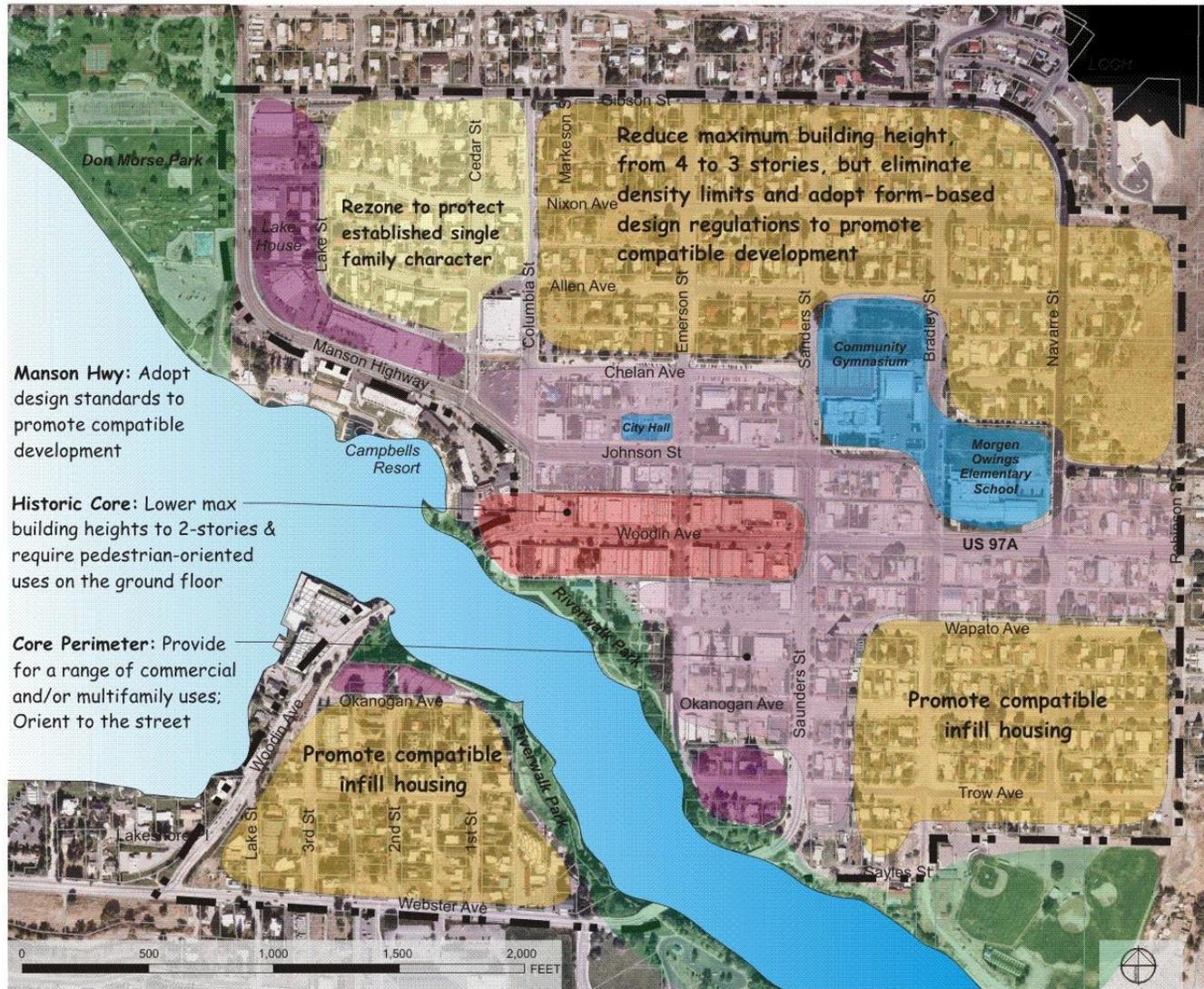
Figure 38. Chelan City Hall.

Land Use and Development Strategy: Form-Based Standards

The land use strategy for downtown emphasizes the need for form-based standards and guidelines to preserve and enhance the historic retail core and surrounding commercial and residential areas. The form-based strategy includes greater emphasis on the form and design of development along the street, reduced building heights in many areas, and the elimination of arbitrary density limits for most areas. Figure 39 on the following page highlights the key land use concepts for downtown.

Along with a form-based approach to development regulations, Figure 39 illustrates that the downtown is broken into different districts, each with a more specialized set of standards. This will support:

- Special historic preservation provisions for the Woodin Avenue core.
- Increased mixed-use opportunities in the “commercial mixed-use” frame around the core.
- Development regulations oriented toward protecting the low-rise residential character of the mixed-residential neighborhoods.
- Protection of the single family qualities in the established neighborhood between Lake and Columbia Streets.



Downtown Land Use Concept

- Historic retail core
- Commercial mixed-use (core perimeter)
- Tourism mixed-use (Manson Hwy and near Riverwalk Park)
- Community facility (Maintain as public assets even if current uses cease)
- Mixed-residential
- Single family residential
- Parkland
- Planning area boundary

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Figure 39. Downtown land use concept.



Figure 40. Illustrating how simple façade enhancements can upgrade the historic character of the downtown core. (See Figure 51 on page 42 for a similar example.)



Figure 41. An example of infill mixed-use development with ground floor retail and housing, time-share units, or hotel rooms above.

Envisioned Land Use Pattern

The Downtown Master Plan intends to build upon and reinforce the desirable land use characteristics of downtown, notably the historic downtown core and the residential areas. The commercial perimeter areas and corridors surrounding the historic core will likely undergo the most change in the next twenty years. Below is a vision of what the area could look like twenty years from now:

The historic retail core on Woodin Avenue between the river and Saunders Street has been preserved and continually enhanced over time. New storefront buildings that contribute to the core's character have been added incrementally (corner of Woodin Avenue and Columbia Street and at both corners of Woodin Avenue and Saunders Street). Reduced height limits have effectively discouraged redevelopment of the older buildings – many of which have been lovingly renovated and restored. Also, land use provisions now ensure that ground floor uses along Woodin Avenue are reserved for restaurants, retail, and other uses that generate pedestrian activity.

New development around the perimeter of the core has upgraded the character of downtown and generated greater pedestrian activity. Street improvements along Johnson Street have encouraged mixed-use infill development there. Expanded conference facilities fronting the Columbia/Johnson Street intersection have generated a significant amount of pedestrian and economic activity – particularly in the winter and spring months. Also, infill commercial, mixed-use, and multifamily development have occurred incrementally along Chelan Avenue and Woodin Avenue east of Saunders, improving the character of those streets.

Tourist-oriented condominiums and timeshares have been added along the Manson Highway frontage and along Okanogan (west of the river) and Trow Avenues (east of the river). Timeshare uses have helped to increase tourism activity during the non-summer months – increasing activity downtown in those typically slow months. The design standards ensured that these developments fit well with their surroundings and enhanced the visual character of the various areas.

Compatible infill housing has been developed incrementally in the residential neighborhoods. This includes townhouses, small scale multifamily buildings, duplexes, even some new single family homes. Form-based design standards have ensured that the multifamily buildings fit well into the neighborhood and contribute to its historical small town character. A significant number of accessory dwelling units have also been added, which provide an affordable housing and/or rental income option for locals. These new developments combined with incremental streetscape improvements (sidewalks, landscaping, and street trees) have upgraded the character and walkability of these neighborhoods.

Public facilities remain a key component and draw for downtown. Both City Hall and the Library have been expanded and enhanced. The schools, parks, and nearby hospitals have also been retained and upgraded over time. Their presence and activity continue to be major assets to downtown's residents, businesses, and even tourists.



Figure 42. An example of compatible multifamily infill housing.

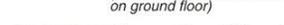
Downtown Regulating Plan

Figure 43 on the following page illustrates the proposed Regulating Plan, which would replace current zoning within the study area. The plan emphasizes five land use districts and three street type designations. The land use districts dictate the permitted uses, building setbacks, building height, and density whereas the street type designation dictates the development frontage standards along the street (including permitted ground floor uses). While current zoning includes three different commercial designations within the study area, the proposed regulating plan's greater emphasis on the built form of development provides an opportunity to consolidate the commercial zones into one Downtown Mixed-Use District.

The land use districts are described in greater detail within Table 1 on page 35. Details on the different street type designations are described within Table 2 on page 36. Also, more information on the building height limits is provided on page 37.

Regulating Map

Street Types

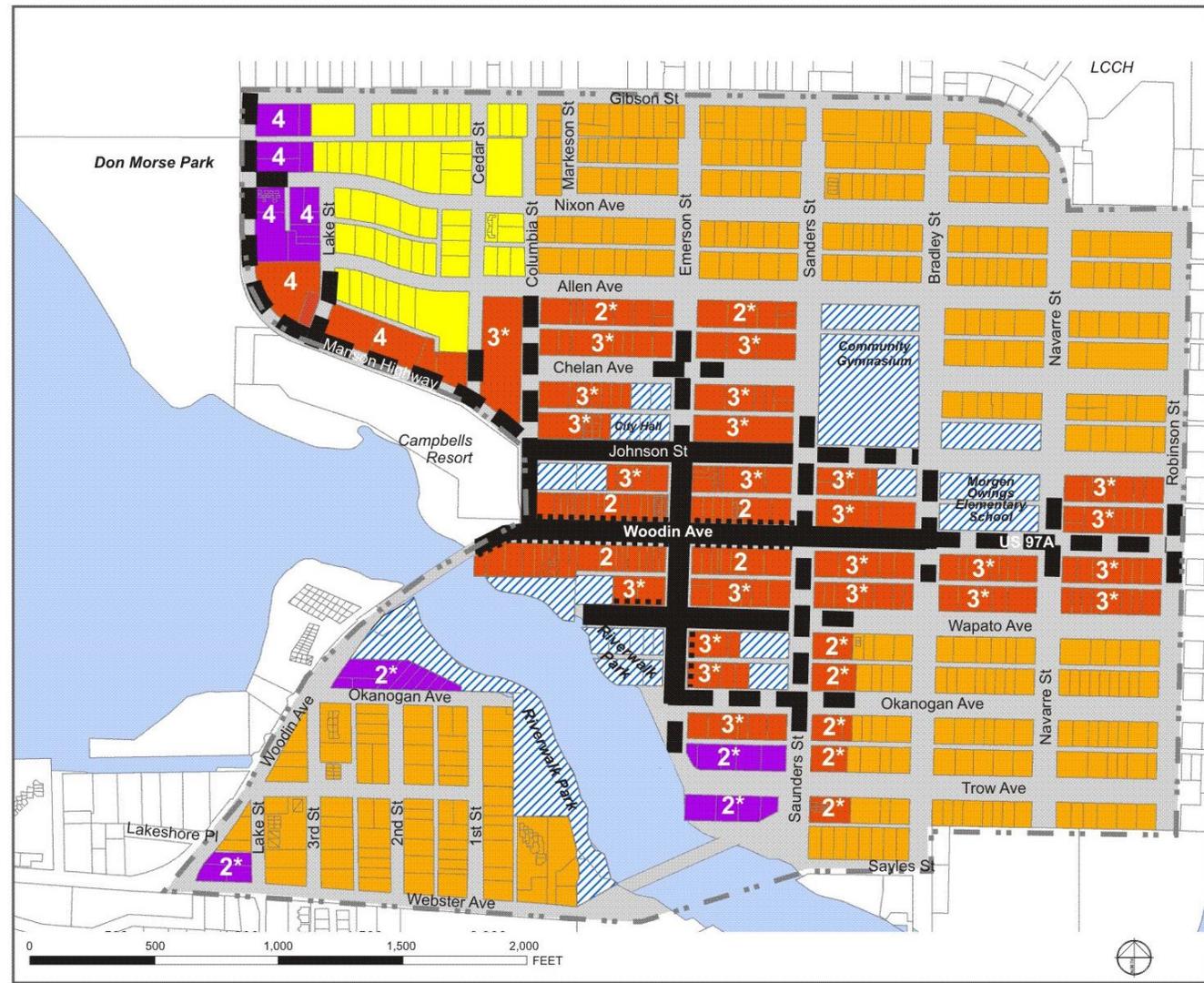
-  Storefront Street
-  Storefront Street: Pedestrian/Retail
(Pedestrian-oriented retail required on ground floor)
-  Secondary Street
-  Landscape Street

Land Use Districts (and height limits - #)

-  **#** Downtown Mixed-Use
(# listed on city blocks refer to the applicable height limit by the number of stories)
-  **#** Tourist Mixed-Use
(# listed on city blocks refer to the applicable height limit by the number of stories)
-  Downtown Mixed Residential
(2-3 story max building height)
-  Downtown Single Family
(2-story max building height)
-  Public
[see Development Conditions under the Dimensional Standards chart for applicable height limit provisions]

#* An asterisk listed after the number notes that one additional story is allowed provided the facade incorporates an upper level building setback along the street

See CMC 17.14.020(C)(3) for details on height limits



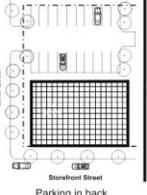
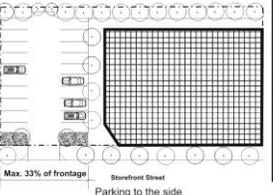
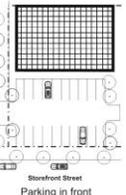
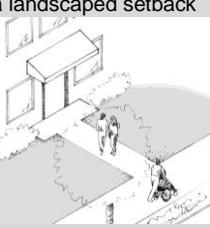
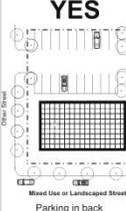
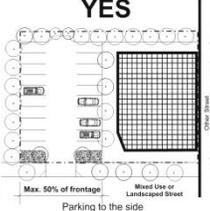
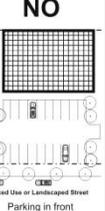
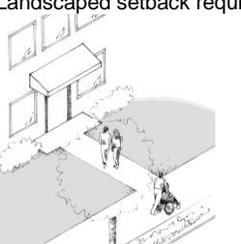
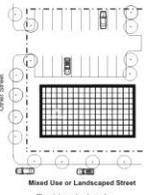
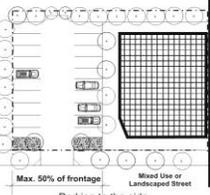
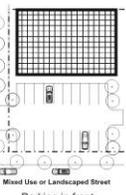
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Figure 43. Proposed Regulating Plan. Note that plan refers to detailed information found in the zoning code.

Table 1. Land Use District Descriptions

	Downtown Mixed-Use	Tourist Mixed-Use	Downtown Mixed-Residential	Downtown Single Family	Public
Description of permitted uses	Wide range of commercial/ retail uses that support local residents and tourists, including general retail, restaurants, banks, motels/ hotels, offices, and personal services; Also permitted: Public uses, fractional ownership condominiums, seasonal rentals, and multifamily residential (except on ground floor of designated Storefront Streets).	Motels/hotels, restaurants, tourist-oriented retail (gift shop, bookstore, travel agency, etc.), offices, fractional ownership condominiums, seasonal rentals and multifamily.	Multifamily residential (including apartments, townhouses, triplexes, and duplexes), cottage housing, single family, and accessory dwelling units.	Single family, cottage housing, and accessory dwelling units.	Public facilities, including schools, parks, and City buildings/ properties.
Special use provisions	Drive-through uses are permitted in limited areas under special conditions; outdoor sales and storage uses are prohibited	General retail, drive-through uses, and outdoor sales and storage uses are prohibited			
Height limits	2-4 stories – see Figure 43 for specific limits per block Some blocks require upper-level building setbacks along the façade.	3-4 stories – see Figure 43 for specific limits per block. Some blocks require upper-level building setbacks along the façade.	2-3 stories. 3-story buildings require upper-level setbacks on the façade.	2 stories	Same as adjacent land use district (where adjacent to more than one district, use lower height limit)
Density limits	None	None	None	5,000 SF minimum lot size	None

Table 2. Street Types and Permitted Frontages

<p>Storefront Streets: Emphasize/reinforce a “Main Street” setting with storefronts placed adjacent to sidewalks. Non-residential uses are required on the ground floor. For “Pedestrian/Retail” designated storefront streets, such as portions of Woodin Avenue, pedestrian-oriented uses are required on the ground floor (for example, no professional or real estate offices on the ground floor). Parking shall be located to the rear of buildings to the extent feasible.</p>	
<p>Permitted Frontages</p>  <p>Storefront adjacent to sidewalk required</p>	<p>Parking Lot Location</p> <div style="display: flex; justify-content: space-around;"> <div style="text-align: center;"> <p>YES</p>  <p>Parking in back</p> </div> <div style="text-align: center;"> <p>YES</p>  <p>Max. 33% of frontage Parking to the side</p> </div> <div style="text-align: center;"> <p>NO</p>  <p>Parking in front</p> </div> </div> <p><i>NOTE: No new surface level parking lots will be permitted on Woodin Avenue, where designated as a Storefront Street.</i></p>
<p>Secondary Streets: Provides for the option of storefronts OR landscaped frontages. All permitted uses are acceptable on the ground floor. Parking shall be located to the side or rear of buildings.</p>	
<p>Permitted Frontages</p>  <p>Storefront adjacent to sidewalk or a landscaped setback</p> <p style="text-align: center; font-weight: bold;">OR</p> 	<p>Parking Lot Location</p> <div style="display: flex; justify-content: space-around;"> <div style="text-align: center;"> <p>YES</p>  <p>Parking in back</p> </div> <div style="text-align: center;"> <p>YES</p>  <p>Max. 50% of frontage Parking to the side</p> </div> <div style="text-align: center;"> <p>NO</p>  <p>Parking in front</p> </div> </div>
<p>Landscaped Streets: Requires landscaped front yards. All permitted uses are acceptable on the ground floor. Parking shall be located to the side or rear of buildings.</p>	
<p>Permitted Frontages</p>  <p>Landscaped setback required</p>	<p>Parking Lot Location</p> <div style="display: flex; justify-content: space-around;"> <div style="text-align: center;"> <p>YES</p>  <p>Parking in back</p> </div> <div style="text-align: center;"> <p>YES</p>  <p>Max. 50% of frontage Parking to the side</p> </div> <div style="text-align: center;"> <p>NO</p>  <p>Parking in front</p> </div> </div>

Height Limit Approach

In the early visioning phase of this plan, the consensus of participants was that building heights should be reduced in most, if not all of downtown. Current height limits provided for 50-foot tall buildings (about four stories) throughout downtown. The “Main Street Report” had already recommended reduced heights for the historic core to both encourage preservation of the older storefronts and to maintain the valued mountain views from the sidewalks.

Proposed height reductions, however, conflict with the City’s goals to encourage the development of more housing in downtown. Changes in permitted building heights create impacts in the viability of new development and impacts housing affordability. Furthermore, the height limit changes impact the number of dwelling units that may be within walking distance of downtown businesses. Thus, in balancing conflicting objectives, the proposed regulatory concept emphasizes:

- Reducing height limits to 2 stories in the historic core (Woodin Avenue between the old bridge and Saunders Street).
- Reducing height limits to 2-3 stories in the proposed Downtown Mixed Residential district and 2-stories in the proposed Downtown Single Family district.
- Retaining current height limits (4 stories maximum) along the Manson Highway frontage.
- Retaining current height limits (4 stories maximum) in most of the proposed Downtown Mixed-Use district, but requiring the top floor to be setback from the façade on all sides.
- Eliminating dwelling unit/acre density limits (in all but the Downtown Single Family district), which may be discouraging desirable housing types.
- Adopting design standards that emphasize compatible façade articulation, pedestrian-friendly design, internal open space, building materials, façade details, privacy, and streetscape improvements.



Figure 44. Four-story buildings, as in the top photo, might be acceptable in some areas downtown, but not along Woodin Avenue in the historic core.



Figure 45. Upper-level setbacks (like the third floor in this photo) can be an effective way of allowing floor area but reducing the perceived height of the façade.

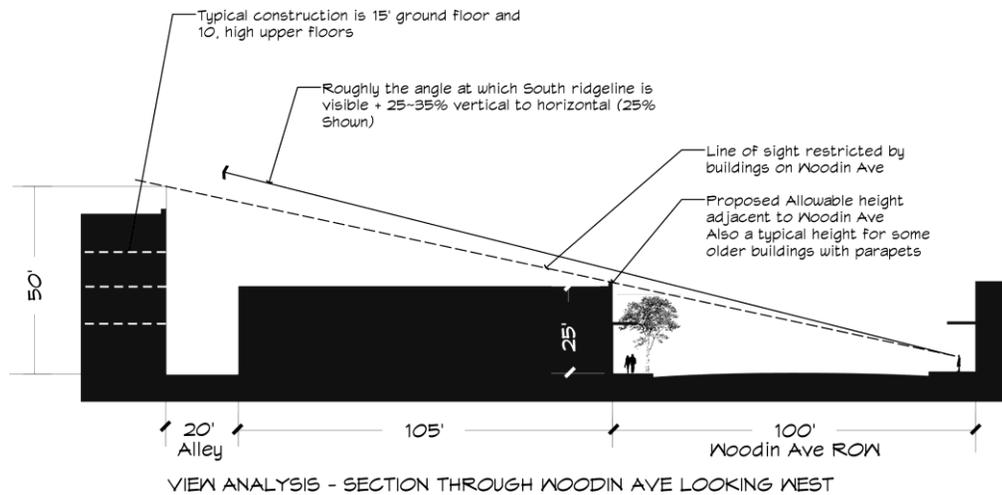


Figure 46. View analysis indicates that buildings taller than 25 feet along Woodin would block views of the ridgeline to the south.

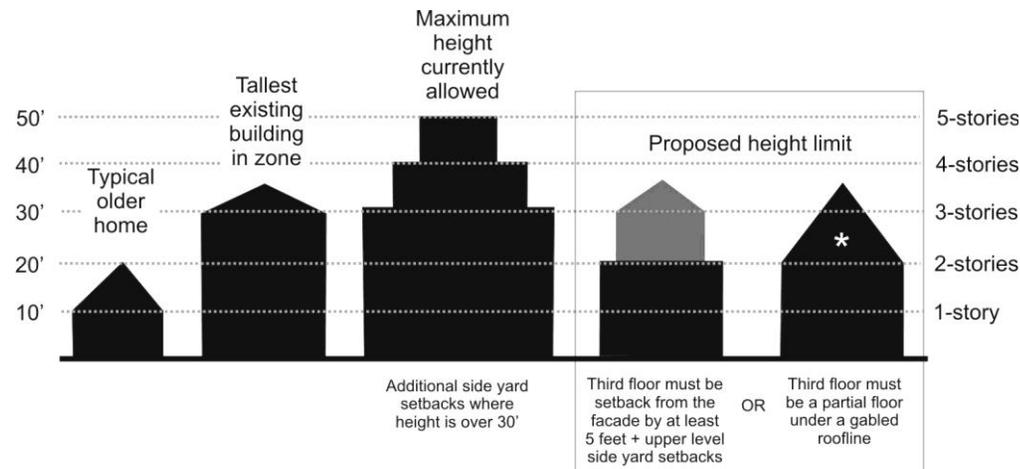


Figure 47. Comparing existing and proposed height limits in the proposed Downtown Mixed-Residential district.

NOTE ABOUT MEASURING BUILDING HEIGHT: While the proposed code will emphasize the number of stories over height, there will still need to be some parameters set forth in code. The recommendations herein assume 10 feet per floor, except 15 feet for non-residential ground floor.



Figure 48. The Whaley Mansion on Third Street provides a good example of taller buildings in the proposed Downtown Mixed-Residential district. Note the partial third floor.

Key provisions to reduce the architectural scale of larger buildings includes:

- Encouraging “partial” upper floors emphasizing gabled roofs with dormers in the Downtown Mixed Residential district. (See Figures 47 and 48.)
- Encouraging upper level building setbacks along the street in the Downtown Mixed Residential district and most of the Downtown Mixed-Use district. Buildings could meet this design option by setting back the top floor 5 or 10 feet from the front façade (for storefront buildings) or by including a covered front porch that projects in front of the façade, and thus breaking up the components of the facade.
- Requiring upper level building setbacks along the side yards in the Downtown Mixed Residential District. Under this proposal, the third floor would be setback at least 15 feet from the side property line.
- Providing for maximum façade widths for multi-story buildings (Downtown Mixed Residential and Mixed-Use districts). The specific standards will vary according to district and height limit, allowing larger buildings in commercial areas.
- Providing for façade articulation standards that effectively break up the façade into smaller components (commercial and multifamily buildings). The proposed standards will incorporate a “toolbox” method whereby there are a number of ways that buildings can meet the standards.



Figure 49. Accessory dwelling unit example (apartment over garage).

Permitted Housing Types and Density

While proposed maximum building heights have been reduced throughout downtown, proposed housing type and density provisions will encourage new housing infill in the mixed-use and multifamily areas. It is critical that these provisions are balanced with the proposed frontage (see Table 2) and design standards (see Appendix A).

Allowing both attached and detached **Accessory Dwelling Units** (ADU) by right in the residential districts (currently a conditional use – attached only) is the first step. This encourages the preservation of many older homes by providing an income opportunity for residents/property owners. The provision also provides a much needed opportunity for affordable housing. Design standards are proposed to ensure that the location and design of the ADU are compatible with the current home, minimize privacy loss issues, and ensure that lots retain usable open space in the rear yard.

Another key action is to **eliminate the minimum lot size/maximum residential density** for development in the proposed Multifamily district. Reduced height limits (from four-stories down to three) combined with frontage standards (see Table 2 above) and proposed design standards addressing architectural character, building scale and massing, and usable open space make the density limits arbitrary and counterproductive. The action will encourage townhouses and other low-rise multifamily buildings that will fit well into the current context.

Design Standards and Guidelines

Design standards and guidelines for new development are one of the most important implementation components of this plan. These standards will be tied in directly with the Regulatory Plan (land use districts and street type designations). The design standards and guidelines will include a combination of required design elements and voluntary elements which are encouraged. They will address building design, pedestrian and vehicular access, open space, service element location and design, and sign design. The standards and guidelines will vary according to district and/or use (for example, different building design standards for commercial and multifamily buildings).

Historic Core

Special storefront standards and guidelines will be applied to both new infill buildings and remodeled storefronts along Woodin Avenue between the old bridge and Saunders Street reinforce the historic architectural character. The standards and guidelines do not emphasize a single architectural style, as a quick look down Woodin Avenue indicates that even the older buildings convey a diversity of architectural styles and detailing. But there are some common elements that will be emphasized in the design standards and guidelines:

- Small scale storefront façade articulation (*typically at no more than 30-foot increments*)
- Generous storefront windows on the ground level
- Inclusion of façade details (*decorative use of materials, lighting, windows, and/or doors*).
- Quality building materials (*natural brick is encouraged*).
- Natural and muted base colors with contrasting trim.
- Decorative rooflines/cornice.
- Solar protection (for summer shade - south facing facades only).



Figure 50. Historic core design guidelines draw from desirable characteristics of existing buildings.

For remodels/rehabilitation of facades of early 20th century buildings, the standards and guidelines encourage rehabilitation consistent with the original façade design of the building (per historical photographs). Where this is not possible, new elements shall exhibit the same architectural style or period as the building. (For example, installing a traditional pedestrian canopy rather than a contemporary style covering.). The standards/guidelines also emphasize:

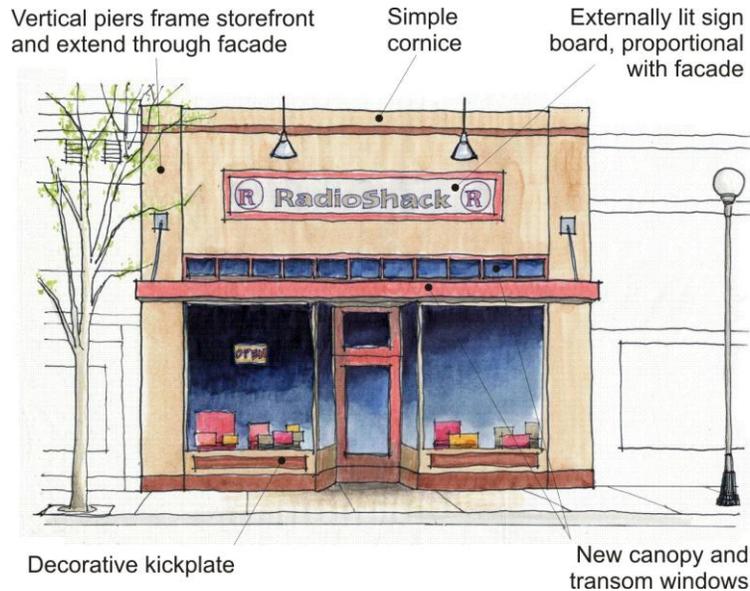
- Employing signs that were typical when the building was constructed.
- Using only traditional materials and colors that were available when the building was constructed.

The proposed standards and guidelines are consistent with the Secretary of Interior’s Standards for Historic Preservation and are illustrated with appropriate examples. Many of the downtown’ buildings have been lovingly restored, but there are a number of buildings that have encumbered “modernization” remodels that degrade the early 20th century historic character. The use of shingle awnings (popular in the 70’s and 80’s) are the most notable examples. Figure 51 to the left shows a good remodel example.

BEFORE



AFTER



For new infill buildings or remodels/additions to buildings constructed since 1950, the standards and guidelines encourage designs that draw from façade design elements and details common to traditional early 20th century main street character. (See bulleted list of common elements on the previous page.)

The design of **alleys** will be addressed in the standards and guidelines as well. Figure 76 on page 66 highlights some key features that will be recommended and/or required.

Figure 51. An example of how a facade can be restored or remodeled consistent with the early 20th century architectural character of the historic core.

Commercial Buildings Surrounding the Historic Core

While greater flexibility will be afforded to new and remodeled buildings in the mixed-use districts outside the historic core, the standards and guidelines will still emphasize a small town sense of scale, interesting detailing, and high quality materials. Specific elements:

- Façade articulation at no more than 60-foot intervals to reduce the perceived scale of the building and add visual interest. As for the historic core, there will be a toolbox of options (more options than in the historic core) for buildings to utilize in meeting the requirement.
- Guidelines on architectural character. The standards/guidelines will promote a human sense of scale, prominent rooflines, fine detailing, and an inviting appearance. A popular recent architectural trend within downtown that will be encouraged (Starbucks and Lakehouse) emphasizes the use of natural wood (including heavy timbers), prominent rooflines, accent stonework, and detailed window trimming. Generic corporate architecture will be prohibited – as such buildings would typically degrade the city’s small town character. Likewise, unusual architectural styles that have no history in Chelan will be discouraged.
- Façade details toolbox. The toolbox options will vary somewhat from the historic core to reflect a greater diversity of building frontages, but the standard emphasizes the importance of smaller scale façade details that create a distinctive and memorable pedestrian environment.
- Encourage the use of high quality and locally available materials, including wood, stone, and brick. Provide special standards for the use of concrete, concrete block, stucco, and metal siding – that allow for these commonly used materials, yet ensure that they are used in a manner that contributes to the desired character of downtown Chelan.
- Visible blank walls will be prohibited. Mitigation options will include landscaping, murals and/or architectural treatments that add visual interest.
- Locate and screen service elements to minimize impacts to the streetscape and adjacent uses.



Figure 52. Newer commercial buildings emphasize the use of wood and heavy timbers, prominent rooflines, and accent stonework.



Figure 53. Attractive example of infill multifamily housing with articulated facades, varied rooflines, and visible entries.

Mixed Residential Areas

- Reduce height from 50 feet to 3-floors and require that the 3rd floor be within a gabled roof that generally slopes towards the side property lines. Alternative: Allow third floor if it is stepped back from front façade by at least 5 feet. A front porch that projects from the façade will help meet this provision.
- Require façade articulation at no more than 30-foot intervals. The 30-foot dimension is typically the maximum width of an individual dwelling unit within a multifamily building. Articulation at this scale will help to retain the neighborhood’s residential scale of development.
- Limit the width of multi-story facades along the street. While articulation measures above will help to reduce the scale of buildings, large buildings (wider than 120 feet), require more substantial articulation features to break up the scale of the buildings consistent with existing patterns (otherwise, these large buildings can look like “barracks”). Thus – the standards should require design features for any building wider than 120 feet along the street to make the building appear as more than one building, as viewed along the street.
- Minimize impacts of parking areas and garages. The standards will require that parking lots and garages be placed to the side or rear of the buildings. Where alleys are available, access should be taken from the alley. While structured parking elements are encouraged, the standards should require garages to be screened from the street and minimize impacts on the streetscape and adjacent properties.
- Open space standards. All residential uses will be required to include a minimum amount of private and/or shared open space (for multifamily uses). This could include small semi-private fenced yards for townhomes, shared courtyards for an apartment building, and/or private balconies. The goal is to provide for a range of open spaces that provides outdoor recreational opportunities for residents and enhances the setting for residential development.

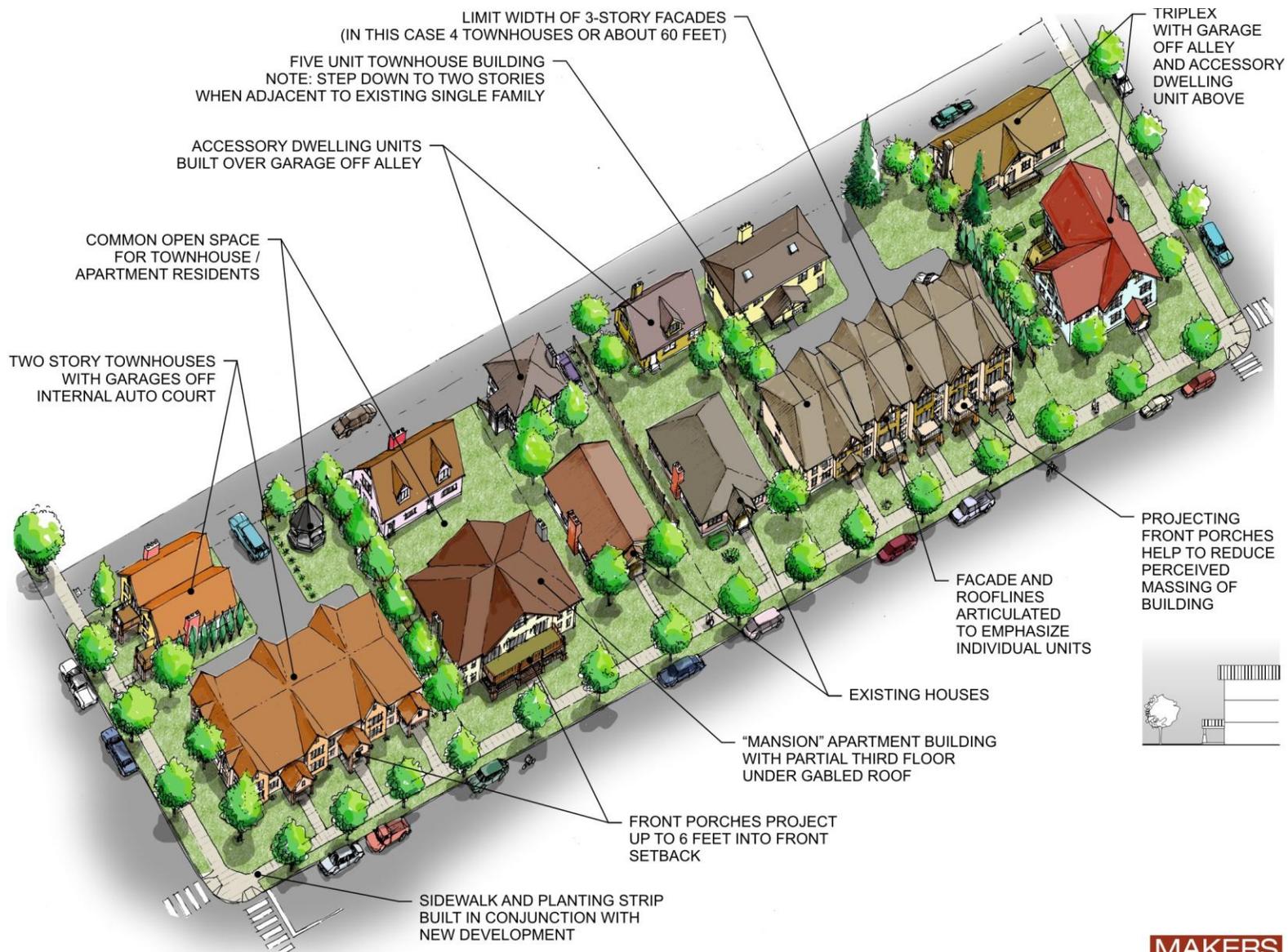


Figure 54. Illustrating acceptable infill residential development on a typical downtown Chelan block.

Other Land Use and Development Recommendations

Historic District Designation and Other Historic Preservation Initiatives

The 2008 Main Street Report prepared for the Historic Downtown Chelan Association (HDCA), completed by a “resource team” from the Washington Main Street Program, included a list of recommended downtown revitalization actions based on the program’s trademark Four-Point Approach. This approach emphasized **organization** (coordination between stakeholders, public and private sector), economic restructuring (strengthening existing assets and diversifying base), promotion (creating a positive image for the district and attracting customers and investors), and design (enhancing the visual qualities of downtown). The report identifies actions under each of these categories – all of which should be pursued. Notable land use and development actions:

- Historic district designation. Per the resource team’s opinion, the core area along Woodin Avenue between the old bridge and Saunders Avenue would easily qualify as a National Register Historic District. Such a designation provides recognition and can provide tax credits and funding opportunities at both the federal and state level. Such national designation, however, does not include restrictions on remodels or demolitions. While other options are available (state or local historic district designations), this plan recommends the National Register designation, as it offers the benefits and flexibility. In this case can be effectively combined with the proposed form-based regulations and design standards/guidelines, which will discourage demolition (2-story height limit) and provide guidance for new construction and remodels.
- Placeholder for designating old woodin bridge.
- Streetscape design improvements. The report identifies a number of improvements that could be made in the public right-of-way ranging from replacement of the aging trash containers to partnering with the emerging arts council on streetscape design elements. See the Circulation, Parking, and Street Design Element for related streetscape design recommendations.

- Building improvements. The design standards/guidelines, city staff, and the HDCA should help businesses and property owners recognize the unique qualities of downtown buildings and provide education on good principles to follow when making changes to older buildings.
- Adopting sign standards and guidelines. The sign standards and guidelines will encourage placement and shape of signs compatible with the design of the façade and provide plenty of good and bad examples of signage on new and existing buildings in the historic core.

Affordable Housing

The Community Housing Manual, was drafted earlier this year to help guide the implementation of the 2008 Comprehensive Plan. The housing manual was intended as a “living” document that will evolve as the City moves towards its housing goals. In addition to neighborhood planning and safety/crime prevention, affordable housing was among the top priorities of the document. This master plan and proposed regulations and design standards are among the key near term actions set forth in the manual. Other short and long term actions are recommended in the document and should be pursued accordingly.

Public Facilities and Assets

Another priority for planning participants was to maintain downtown’s current schools and facilities as public assets – even if the current facilities are vacated. The concept is that these facilities should not be sold for private development should the current uses vacate. For example, if the elementary school were to close or move, the City should find another public use or amenity to replace it.

The City is currently studying potential uses for the existing Chamber of Commerce Visitors Information Center (VIC) and PUD parking lot site on the corner of Johnson and Columbia Streets, as the PUD is considering selling the property. The City should promote uses on this site that contribute to the pedestrian qualities and economic vitality of downtown.

Plan Actions

A-1 Craft and adopt form-based regulations to replace current land use regulations for the downtown planning area. While the form-based regulations still include land use districts, greater emphasis is placed on the form of development – particularly the frontages along streets. Standards address minimum and maximum setbacks, building orientation, transparency, building height and bulk, and parking lot location. Key proposals:

- a) Consolidate the commercial zones into one mixed-use district. Refine the permitted use list to offer more flexibility on uses provided they meet frontage and design standards. Restrict drive-through uses and prohibit uses emphasizing outdoor storage and sales.
- b) Designate the Carroll-Ogden neighborhood as Single Family to preserve the area's established single family character.
- c) Provide for a hierarchy of designated street types that regulate the design of development frontages along streets. Specifically, provide for three different street type designations, including Storefront Streets, Mixed-Use Streets, and Landscaped Streets. Each street type includes its own frontage standards. See Table 2 for details.
- d) Reduce maximum height limits consistent with Figure 43.
- e) Eliminate maximum lot size and density limits in all but the proposed Single Family district.
- f) Allow ADU's as a permitted use for all lots containing or proposing residential development.

A-2 Adopt a design standards and guidelines. These will work in tandem with the form-based regulations and address more detailed elements of site and building design. Included will be special provisions for the historic core, commercial buildings outside the core, and multifamily buildings.

A-3 Implement actions proposed in the 2008 Main Street Report.

A-4 Implement actions proposed in the 2009 Community Housing Manual.

- A-5 Plan for the reuse or redevelopment of downtown public facilities, should the current use(s) cease.** These properties should remain in public use. Develop a community outreach process to best plan for the reuse/redevelopment of these properties consistent with community objectives.
- A-6 Promote long term use(s) of the Chamber’s Visitors Information Center/PUD parking lot site that contributes to the pedestrian qualities and economic vitality of downtown.**

B. Circulation, Parking & Street Design

Conditions, Challenges, and Opportunities

The Chelan Downtown Master Plan builds on the previous studies and planning efforts commissioned for the downtown core. Two key previous efforts are the *City of Chelan Strategic Plan (2008-2009)* and the *City of Chelan Traffic Circulation Enhancement Study (2005)*.

In addition, a number of key issues were brought up in the downtown master planning process:

- The Columbia Street corridor between Woodin and Nixon Avenues needs improvement for pedestrian and bicycle use.
- There is no clearly defined route through downtown for through traffic, nor are there adequate entry gateways to downtown.
- The streetscape design, particularly along arterials, detracts from downtown's character and identity.
- Crosswalks need to be added or upgraded.
- Pedestrian and bicycle access to the lake should be improved.
- Pedestrian and bicycle safety should be improved on the highways.
- The parking conundrum needs to be addressed—at times there can be a significant shortage of available parking near key destinations.
- Streetscape design elements in the historic core need updating.
- Pedestrian access on the old Woodin Avenue Bridge needs improvement.
- Alleys can be enhanced to provide additional connections.
- A public parking garage should be considered.

Circulation, Parking, and Street Design Strategy

Based on the public outreach process and specific input provided by City staff, strategies were developed to address pedestrian, bicycle and vehicle traffic and parking needs in the downtown core area. These strategies are described in Figure 55 opposite and on the following pages.

Downtown Circulation and Parking Concepts

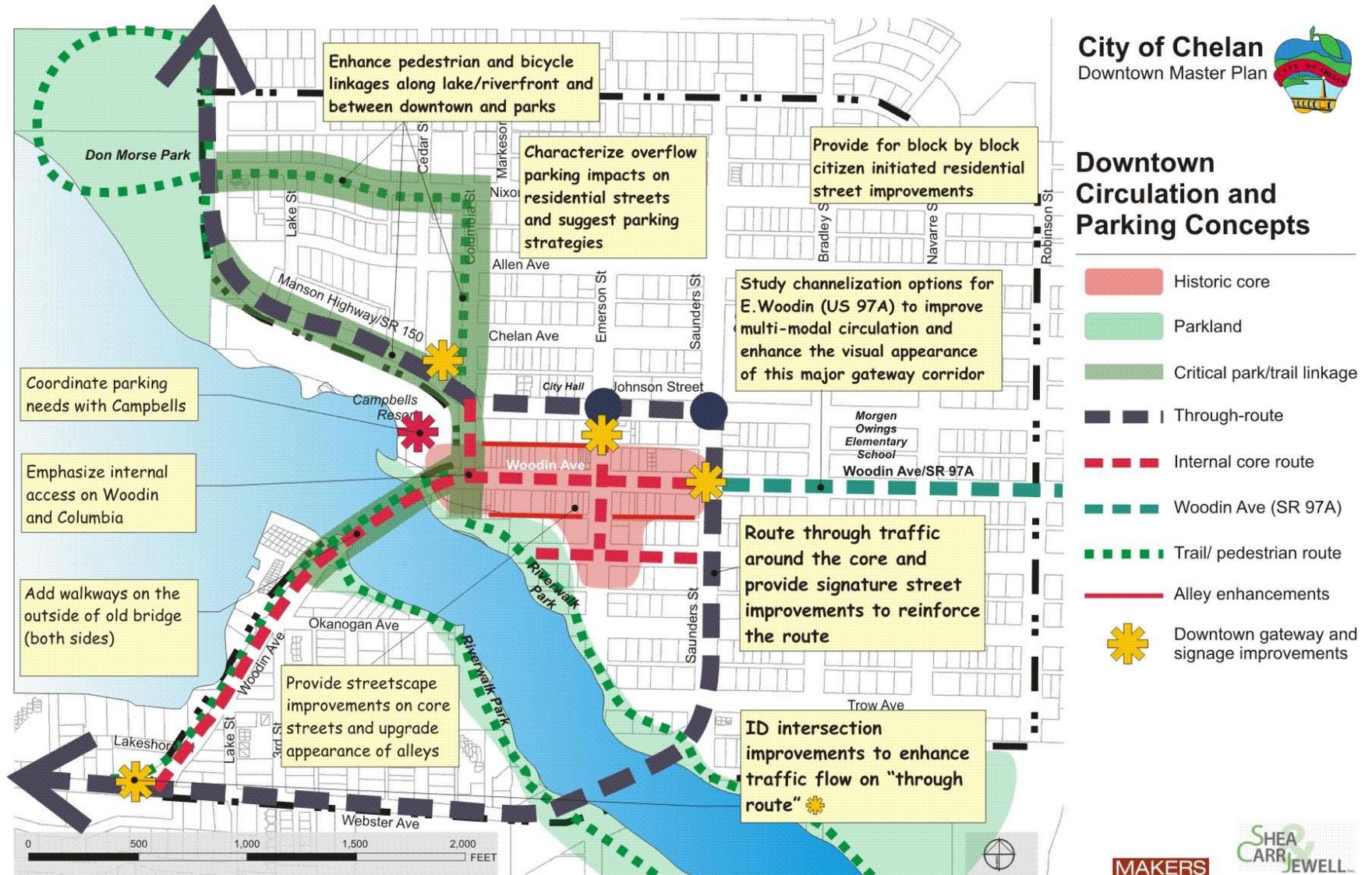


Figure 55. Downtown circulation, parking, and street design concepts.



Figure 56. Regional traffic now often clogs Woodin Avenue.



Figure 57. Provide pedestrian and gateway improvements on Woodin Avenue at Saunders Street to signify the entry to the historic core and to discourage higher-speed through traffic.

Separate Regional (Through) and Local (Circulating) Traffic

SR 97A (East Woodin Avenue) and SR 150 (Johnson Street - Manson Highway) provide regional connections for vehicle traffic, and also pass through the downtown core of Chelan. The needs of the regional commuting traffic (ease of passage, clearly defined routes, and minimal interference from side streets and parking maneuvers) are at odds with the needs of the local traffic (access to businesses and neighborhoods, circulation through the downtown core, and access to parking). In order to maximize the efficiency and safety of the road network downtown, these two types of traffic should be separated as much as possible with local circulating traffic directed to the downtown city streets while the regional traffic is directed to the state highways. The following strategies support this effort:

- Provide clear and attractive gateway signage at key points to direct regional traffic to SR 97A and SR 150.
- Because the state highways encounter a number of turns, provide consistent signature streetscape improvements along the state highways to improve route-finding and enhance the character and identity of downtown Chelan. See Figure 28 on page 22 for example signature design elements.
- Limit on-street parking on the state highways to parallel parking to maximize safety and function of the roadway. Angled parking will be provided on local streets.
- Through-routes should avoid heavy pedestrian areas where possible. When not possible, pedestrian crossings should be well marked and direct.
- Consider intersection improvements or modifications to better accommodate increasing traffic volumes.
- Provide prominent day parking signs at strategic locations to encourage the use of public parking lots.
- Consider redirecting Chelan-Manson through-traffic in the longer term via an alternative or bypass route. This action will require extensive coordination with impacted community members and design measures to mitigate impacts.

Pedestrian and Bicycle Access and Safety Improvements

Pedestrian and bicycle access between downtown businesses, the lakefront, parks, and neighborhoods should be improved to enhance safety, provide more attractive pathways and complete missing links in the lakefront trail system. Participants in the downtown planning process recommended:

- Completing the Lakeside Trail through the downtown core. This involves improvements to the Old Woodin Avenue Bridge, the development of a wider multi-purpose pathway on the west side of Columbia Avenue between Woodin Avenue and Johnson Street (see Figure 61 for a conceptual trail design and alignment), and improving bicycle and pedestrian facilities along Manson Highway between Columbia Street and Don Morse Park.
- Create an attractive pedestrian/bicycle route between the historic core area and Don Morse Park via Columbia Street and Nixon Avenue. Proposed improvements include a separated multi-purpose pathway on the west side of Columbia Street between Johnson Street and Nixon Avenue and a combination of improved sidewalks, bicycle lanes, and off-street multi-purpose pathways along Nixon Avenue. (See Figure 61 for a conceptual trail design and alignment.) This connection is particularly important in the near term due to rights-of-way constraints along a small section of Manson Highway just west of Columbia Street, which will likely delay the completion of that segment of the Lakeside Trail Plan.
- Enhancing crosswalks throughout downtown, particularly within the historic core and near the lake/river. Strategies to improve pedestrian crossings include:
 - Pedestrian crossings should be well designed to provide short/direct crossing points.
 - Refuge islands should be provided on streets with especially wide right-of-way.
 - Textured pavement or colored concrete should be used to make the crossings more visible to drivers.
 - Crossings should be located to provide connections attractions and trails.
- Providing additional connections by enhancing alley ways to make them suitable for multiple uses.

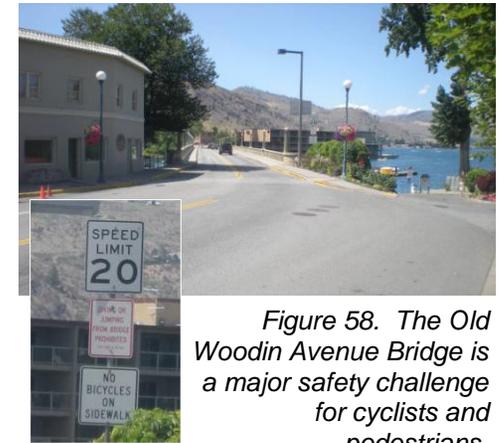


Figure 58. The Old Woodin Avenue Bridge is a major safety challenge for cyclists and pedestrians.



Figure 59. Upgrade crosswalks in high-pedestrian areas consistent with the established concrete and brick design (bottom, on Woodin Avenue).



Figure 60. Desirable Class I bikeway example.

A comprehensive plan for addressing the City of Chelan’s pedestrian and bicycle needs is underway with the *Non-Motorized Transportation Plan*, prepared by Highlands Associates. Adoption of this plan will be a crucial first step in providing a blueprint for future improvements. Other notable improvements under consideration in the draft plan include:

- Class I bikeways (separated multi-purpose pathways) on portions of Bradley and Navarre Streets, Nixon Avenue, and Wapato Avenue.
- Class II bikeways (bicycle lanes) on portions of Johnson Street (in conjunction with development of roundabouts), Manson Highway, Gibson Avenue, Saunders Street, Woodin Avenue, and Wapato Avenue.
- Class III bikeways (signed routes) on portions of Woodin and Wapato Avenues.

Figure 61 illustrates the specific bikeway segments noted above. These are only preliminary considerations and subject first to adoption of the Non-Motorized Transportation Plan and subsequent neighborhood involvement and more detailed design analysis.

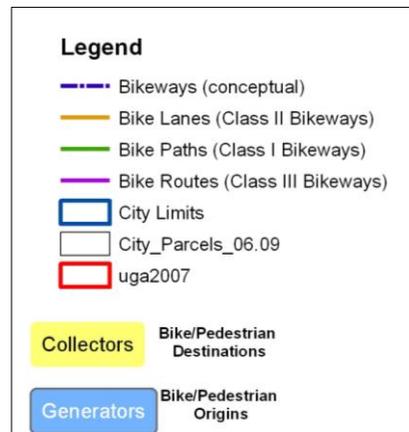
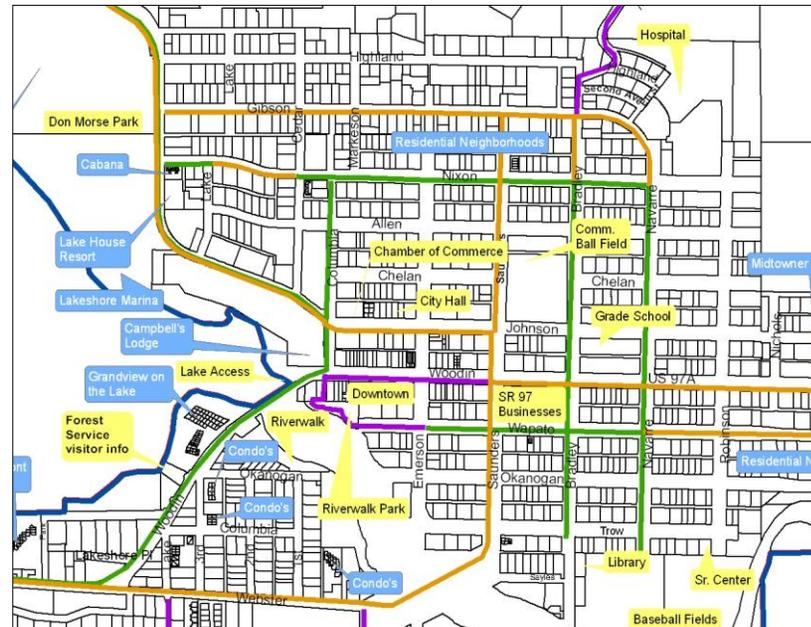


Figure 61. The downtown portion of the current draft non-motorized transportation routes under review and subject to change.



Improvements to East Woodin Avenue

Woodin Avenue east of the downtown core (SR 97A) is gradually being redeveloped with commercial uses stretching up through midtown. Pedestrian and bicycle facilities are limited or non-existent, and parking is limited. Because of the number of individual parcels accessing this corridor and because the nature of the traffic issues varies greatly by location, a more in-depth corridor study is recommended to develop an improvement plan. The study should address the following issues:

- Potential reduction in the number of side streets accessing the corridor.
- Private access management.
- Pedestrian and bicycle facility improvements and safety.
- On- and off-street parking.
- Opportunities for landscaping and street trees.
- Consistent streetscape with other portions of the state routes through Chelan.
- Best lane configuration to accommodate increasing traffic and the needs identified above.

The available ROW on E Woodin Avenue is 100 feet. Assuming 12-foot travel lanes, 6-foot bike lanes, and 8-foot for parallel parking, consistent with the City’s design standards for a Principal Arterial, the options shown in Table 3 would be available for landscaping and sidewalk improvements.

With either the 3-lane cross section (a single travel lane in each direction and a center Two-Way-Left-Turn-Lane (TWLTL)) or the 4-lane cross section (as exists now, with no center turn lane), there is enough excess ROW to provide sidewalks and planter strips without impacting bike lanes or on-street parking. With the 5-lane cross section (two travel lanes in each direction and a center TWLTL), parking could only be provided on one side of the street, and street trees would need to be planted within the 10-foot wide sidewalks.



Figure 62. Current conditions on East Woodin Avenue.



Figure 63. Street trees planted in a wide sidewalk.

Table 3. East Woodin Avenue Configuration Options

Street Section Elements	Vehicle Travel Lane Alternatives		
	3 Lanes (TWLTL or median)	4 Lanes (no TWLTL or median)	5 Lanes (TWLTL or median)
12' Travel Lanes	36'	48'	60'
6' Bike Lanes	12'	12'	12'
8' Parallel Parking	16'	16'	8'
Total	64'	76'	80'
Remaining for Sidewalks and Planters	36'	24'	20'

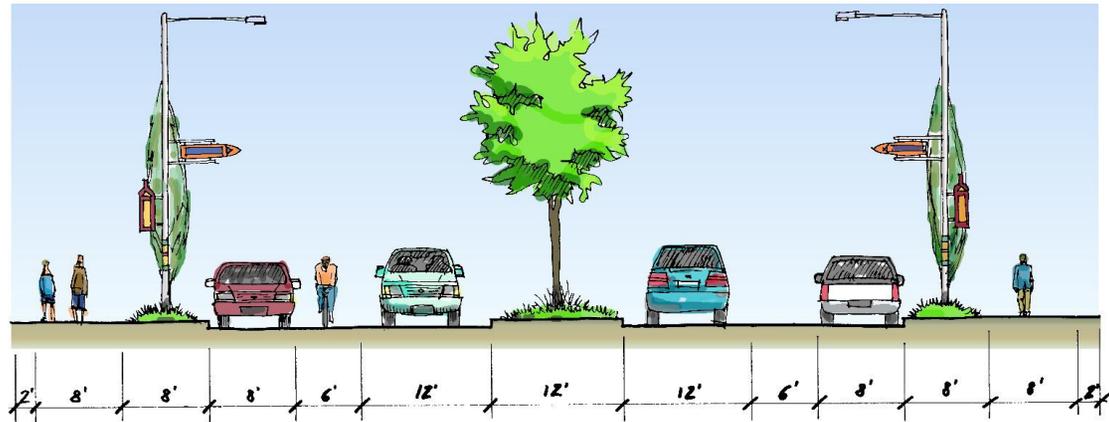


Figure 64. Cross-section option for East Woodin Avenue illustrating the three-lane configuration, as identified in Table 3.

Improvements to Johnson Street

Johnson Street (SR 150) has been identified through previous planning efforts as a critical corridor for local and regional traffic and in need of improved intersection traffic control and enhancements for pedestrian safety. Two major improvement efforts are currently underway:

- Signalization of the Johnson Street at Columbia Street intersection.
- Design of appropriate intersection controls at the Johnson Avenue at Emerson Street and Johnson Avenue at Saunders Street intersections. (Modern roundabout intersections are being considered.) The Johnson Street corridor between Saunders and Columbia Streets would be reconfigured, potentially as a three-lane cross section with a landscaped median, bicycle lanes, sidewalks and on-street parallel parking. Pedestrian crossings would be enhanced with well-marked crosswalks and refuge islands.



Figure 65. Preliminary design concept for Johnson Street with roundabouts at Emerson and Saunders Streets, landscaped medians, and a reduction of through-lanes from four to two, bicycle lanes, and on-street parking. A cross-section of this configuration would look the same as Figure 64 on the previous page.



Figure 66. Current conditions along Columbia Street, a critical connection along the Lakeside Trail route.

Improvements to Columbia Street Corridor

Columbia Street handles a significant level of vehicle traffic as it is a key link between the north and south shores of the lake and SR 97A and SR 150. Columbia Street also provides for downtown circulation as a connection between Woodin Avenue and Johnson Avenue and the numerous businesses along these east/west streets. Columbia Street's strategic location linking SR 97A and SR 150 and along the Lakeside Trail route make it the biggest chokepoint for vehicular, pedestrian, and bicycle traffic in downtown Chelan. These competing needs overtax the existing facility and create undesirable conditions along the Columbia Street corridor. The proposed strategy to improve this situation includes:

- Install the proposed signal at Johnson Street.
- Reroute regional traffic off Columbia Street and back to state routes.
- Reduce the street cross section between Woodin Street and Johnson Avenue to three lanes and use the vacated lane width to provide an enhanced bicycle and pedestrian facility on the west side of the street.
- Maintain on street parking along the corridor as much as possible, particularly between Johnson Street and Allen Avenue.
- Use Columbia Street corridor to provide pedestrian and bicycle connectivity with upgraded alleys and connections to the Riverwalk and Lakeside Trails.

Increased traffic over time may cause congestion at the critical intersection of Columbia Street and Woodin Avenue. If this congestion reaches the point where it becomes a detriment to local circulation and business activity, the City should consider turning movement restrictions at this intersection. Such restrictions may be limited to peak traffic hours when congestion is the most severe. And possible restrictions can be easily tested with temporary signs and pavement markings before being established on a more permanent basis.



Figure 67. Before (right) and after (sketch above) images showing pedestrian and landscaping improvements along Columbia Street.



**Columbia Street
2030 Conceptual
Channelization Plan**

NOTE: This illustrates the vision for the corridor for 2030; it is assumed that these features would be implemented in phases over the next twenty years

- New curbline
- Expanded sidewalk/ pathway
- Planting strip/ curb extension

SCALE: FEET

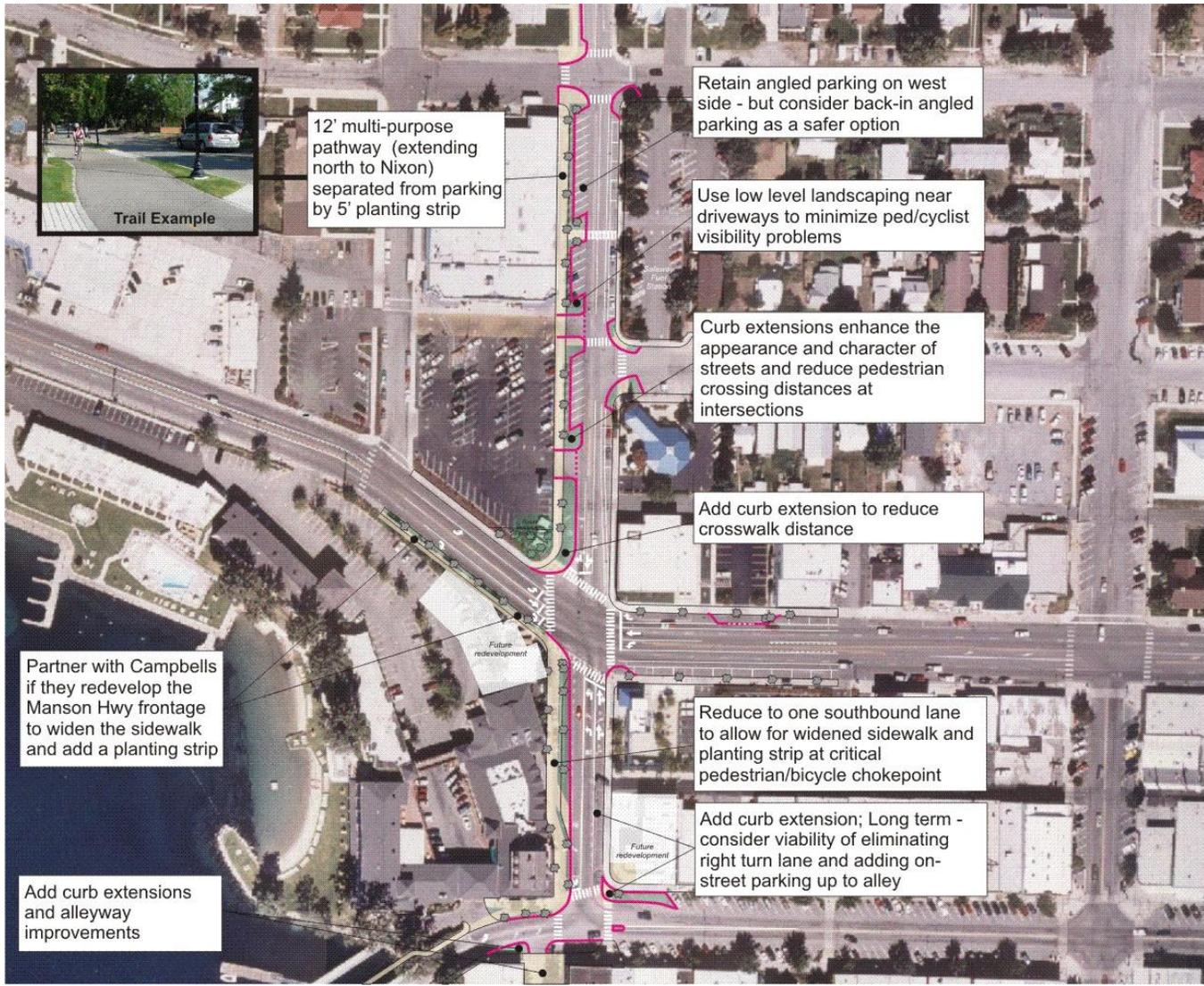


Figure 68. Proposed 2030 configuration for Columbia Street.



Figure 69. Existing (above) and proposed (right) configurations of Columbia Street south of Johnson Street.

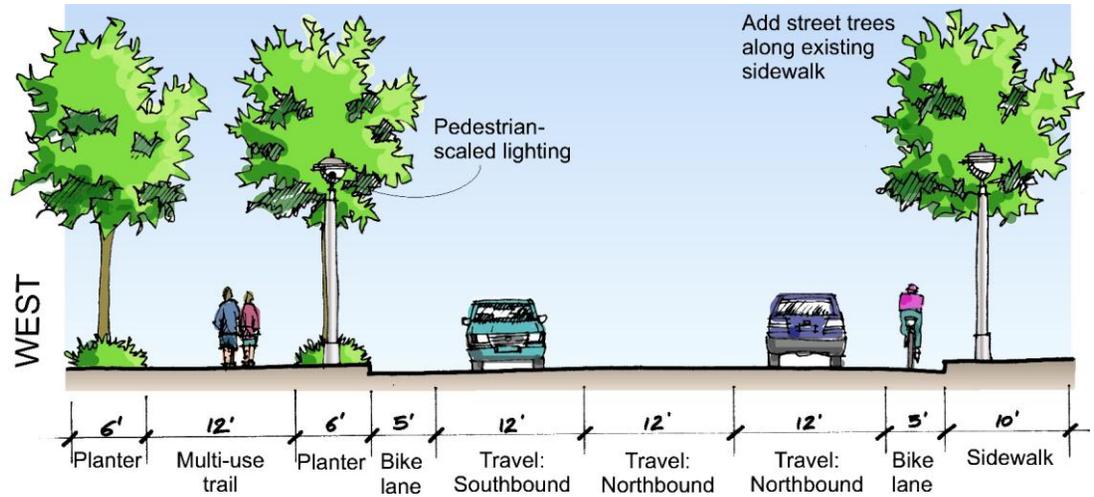
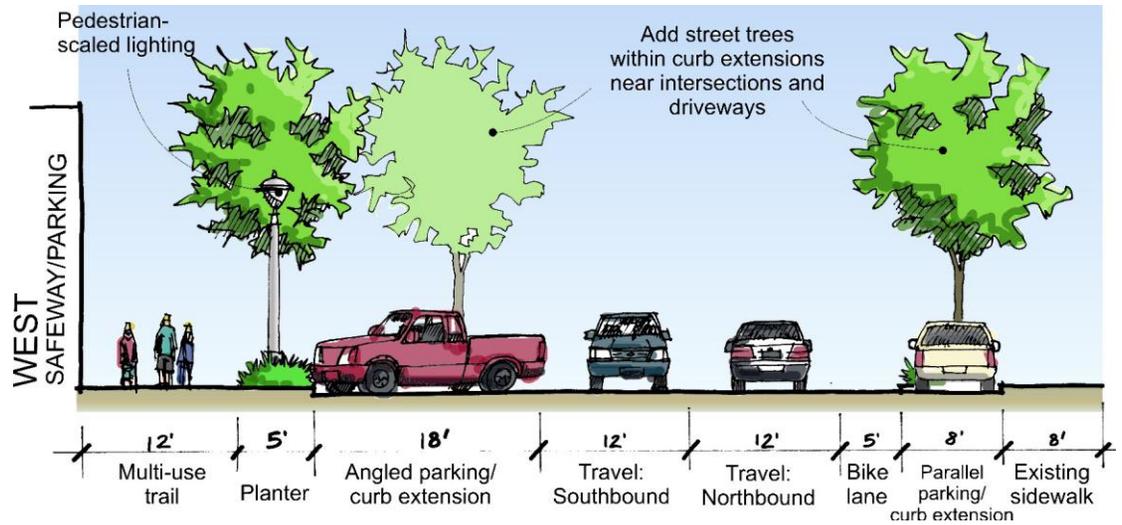
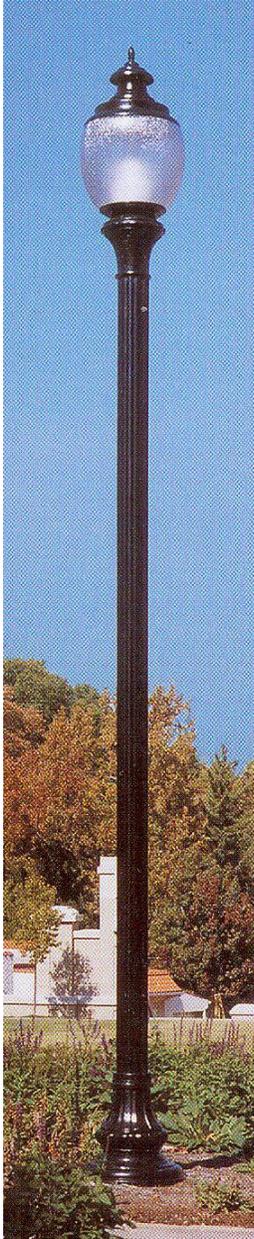


Figure 70. Existing (above) and proposed (right) configurations of Columbia Street north of Johnson Street.





Historic Core Streetscape Design Improvements

The HDCA has selected street furniture and signature colors for use in the Core which are presented in the Appendices. According to the color scheme, the lights, waste receptacles, metal parts of the benches and other metal elements will be painted very dark forest green. Other colors include selected shades of yellow ochre, lighter greens and brick red. The preferred furniture style is generally of a traditional or historic character. The City's Sustainability Committee recommends that recycle receptacles be provided in addition to the standard waste receptacles.

The current street lights are nearing the end of their life span and will eventually require replacement with historically styled pedestrian light fixtures. It is recommended that a durable, energy efficient light with refractors that direct light downward be chosen. The example shown in Figure 71 by Lumec Lighting has been show to be both durable and efficient, but the City should compare manufacturers before procurement.

*Figure 71.
Example lighting
fixture.*

Residential Streetscape Improvements

Several residential streets in Downtown Chelan currently do not have curbs, gutters or sidewalks. In many cases, the current streetscape configuration consists of a paved asphalt roadway with ambiguous edges that turn into gravel areas for parking. This leaves a wide, unimpeded area for vehicular traffic to travel at speeds inappropriate for residential streets. There is no delineation between the public right-of-way and where private property begins. On streets without curbs and sidewalks, parking areas are not clearly defined, which leads to a variety of parking configurations, including: perpendicular parking, angle parking, and parallel parking. Pedestrian space is not defined, leaving pedestrians to walk in the street or in the gravelly areas next to the street if there aren't cars parked there. In some cases, roadway drainage is directed to a ditch along the roadway edge. In short, the lack of suitable roadway infrastructure results in inefficient, unsightly, and potentially dangerous conditions not suitable for an urban neighborhood. Besides being a safety concern, especially for children in the neighborhood, it limits the use of the downtown by local residents. A lack of safe and continuous sidewalks is the most significant factor deterring people walking up to a quarter mile to use local retail facilities. Therefore pedestrian comfort and safety is an economic issue as well. Likewise, if the gravel "no man's land" between streets and front yards were more attractive, property values would rise noticeably.

Since it does not seem realistic to anticipate that the City will install traditional sidewalks on many of the streets in the neighborhood this plan recommends that neighbors, either individually or collectively and always in concert with the City, initiate improvements in the unimproved portions of the street right-of-way (ROW). To that end, the City should establish a "toolkit" providing citizens with a variety of design ideas that can be initiated and implemented by citizens either as improvements to individual residential street frontages or as a coordinated block-long effort.



Figure 72. Existing residential streetscape.



Figure 73. Existing residential streetscape.

The toolkit would provide community members with a number of different lower-cost techniques that could be used on these streets to accomplish community goals. A full curb gutter and sidewalk treatment is generally the best, but is not always affordable, especially if drainage conveyance must be installed. Each site and block will have unique circumstances, so the toolkit should be designed to guide participants with ideas and strategies such as those shown in Figure 74. Ideally, homeowners would collaborate on a block front improvement tailored to their individual preferences. For example one resident might want angle parking and another a wider lawn or garden area. These can both be accommodated provided a safe walkway is installed. Figure 75 illustrates what a street might look like after block front improvements. Note that the dimensions in the illustrations are typical and will vary from block to block

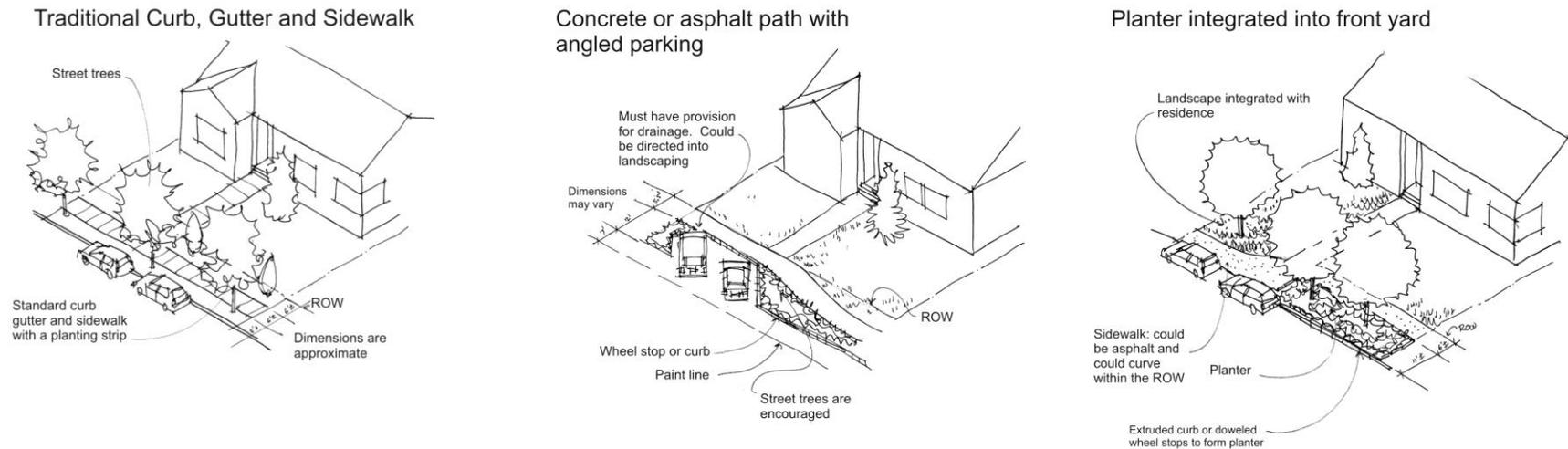


Figure 74. Possible toolkit suggestions.



Figure 75. Example of development according to the toolkit.

Alley Improvements

Improvements to the alleyways in the historic core were a high priority among participants – particularly where they are most visible to pedestrians. Notable locations include the PUD alley (see discussion in the Parks Element), the alley south of Woodin Avenue facing Riverwalk Park, and the alley adjacent to the PUD parking lot on Johnson Street. The other alleys north and south of Woodin Avenue provide additional opportunities. The suggestions in Figure 76 are integrated into the design standards and guidelines for downtown.

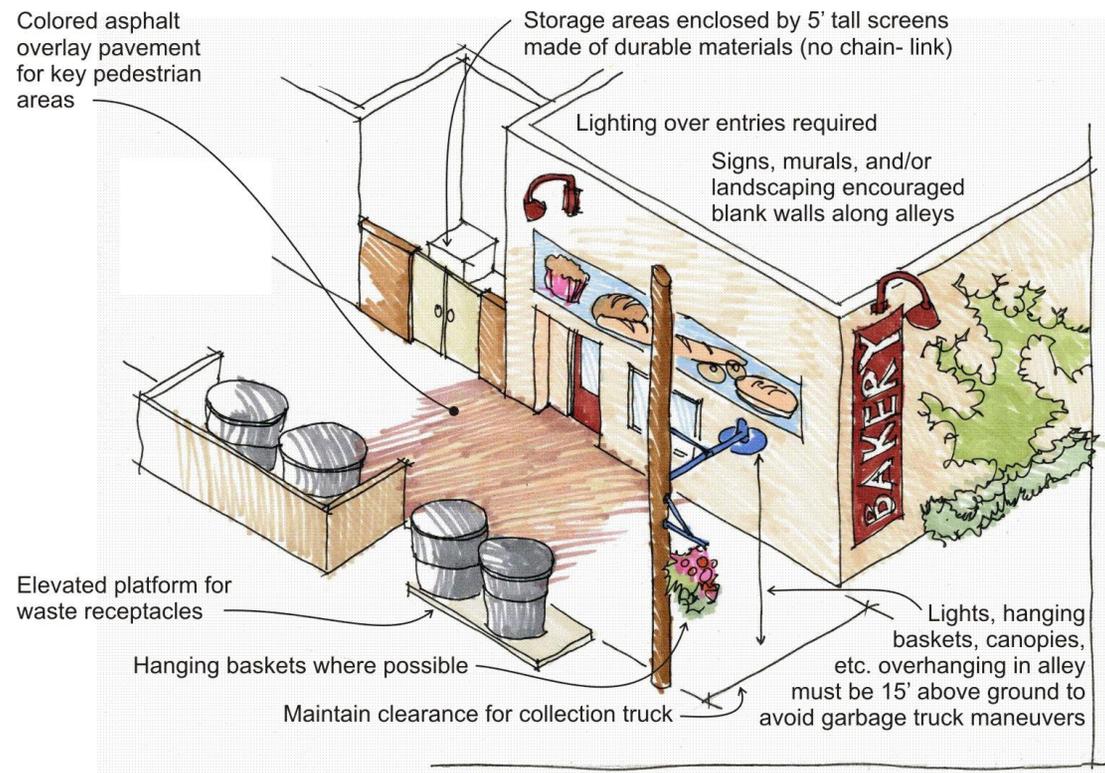


Figure 76. Design guidelines for alley improvements in the historic core.

Parking Improvements

Parking in the downtown area is a challenging issue: While there are considerable amounts of parking provided, the seasonal nature of tourism (which is focused to a large degree in the city core) impacts the available parking. During peak demand times, convenient parking can be difficult to find.

The City of Chelan conducted a parking inventory in September of 2009. Based on this study, there are currently 1,072 on-street parking spaces in the study area, 174 spaces in public lots, and 739 spaces in private lots.

While parking in downtown Chelan is not at capacity overall, there are times when seasonal demand exceeds the parking supply and parking occupancy may be at or above 90% at the peak time of the day. Future parking management in the City of Chelan should include a variety of parking strategies, and these strategies ought to seek a balance between providing adequate space for cars and incentives for people to use cars less frequently. Parking strategies to capitalize on the available parking and plan for future needs are outlined in Figure 77 and on the following pages. More detail is provided in the *Parking Demand Strategies and Goals* report included as an appendix (B)

- **Determine the True Nature of the Problem.** The first step to determine parking needs is to identify how much parking is currently available and how it is used. A detailed parking demand analysis should be conducted, including an evaluation of the parking supply by time of day and by block or parking lot. Local stakeholders (businesses, employers, employees and customers) should be involved and surveyed for input about their perceived parking needs, as well as residents in areas where downtown parking may spill over into adjacent neighborhoods. A parking demand analysis will indicate whether the existing parking supply is sufficient, under-utilized, at or over capacity, and propose tactics on how best to proceed.



Available Parking

- # Public Parking Lots (# Denotes number of parking spaces)
- Boat Trailer Parking
- School District Parking
- On-Street Parking (2-hour)
- On-Street Parking (no limit)
- Trolley Route



Figure 77. Available parking currently in downtown.

- **Satellite Parking Lots and Park-And-Ride Lots with Shuttle Service.** The City currently has an agreement with the Chelan School District that allows for public use of District lots when school is not in session. Link Transit operates the Lake Chelan Park & Ride lot at Lakeside, served by Route 21, which travels between Wenatchee, Entiat, Chelan and Manson. Enhancing these remote parking locations with a shuttle service to downtown during peak season or coordinating with the existing Link Transit trolley that circulates through the downtown every 30 minutes would make these parking options more attractive. Agreements, such as those with the School District, should be reviewed periodically to ensure the type of parking most needed is being supported by these agreements.
- **Wayfinding System.** Effective wayfinding signs help visitors find parking easily and quickly, reducing traffic congestion and minimizing air pollution from idling and circling. Signs and maps should indicate the location of peripheral parking lots and park-and-ride facilities. Visitors to downtown should be clearly directed to parking areas, including the use of overflow parking lots and shuttle service.
- **Maximize Efficiency of Existing Parking.** Specific strategies that make better use of the existing parking supply should be implemented in any downtown parking plan. Short-term parkers – customers and visitors - are more sensitive to walking distance than are employees and business owners. Parking lots or areas for long-term parkers on the outskirts of the downtown area should be established to complement short-term parking restrictions. Public and institutional buildings, such as churches and fraternal lodges, or other downtown businesses may also have excess off-street parking that could be leased to the City for long-term parking. This strategy makes convenient on-street parking available for shoppers and clients and will increase downtown parking capacity. Ideally, this program should be complemented by employee incentives to carpool, bike, walk or use transit. Since the area attracts visitors with RVs, boats and trailers, sufficient appropriately-sized parking should be available on the outskirts of downtown. Boat and large vehicle parking could be limited to the school parking lot near the boat launch with appropriate signage that clearly directs visitors to that lot.



Figure 78. Wayfinding signs are helpful.



Figure 79. Two- and three-hour parking zones should be implemented to ensure convenient short-term parking.



Figure 80. Secondary streets, such as Chelan Avenue, provide a lot of unused on-street parking spaces.



Figure 81. The PUD parking lot provides a valuable resource for downtown businesses.



Figure 82. An example of a parking garage incorporating ground-level retail that would fit well within downtown.

- **Establish Accurate and Flexible Standards for Parking.** The City's off-street parking requirements are based on standards developed by the Institute of Transportation Engineers (ITE). The ITE standards are intended to be used in conjunction with local conditions, and the generic standards may not necessarily be a good fit for all local needs. Parking requirements should be flexible and consider availability of transit, pedestrian and bicycle facilities, and other programs in place that reduce the need for parking spaces, such as shared parking, priority parking for carpools, etc. Parking studies for proposed uses may be used to support requests to reduce or increase parking.
- **Allow On-Street Parking to Count Toward Minimum Parking Requirements.** Requiring every business to provide its own off-street parking creates surface parking lots between destinations and makes walking distances longer and less pleasant. Allowing on-street parking to count toward minimum parking requirements could be considered in certain situations, such as when private lots are underutilized during periods of peak parking demand. This strategy could be employed in conjunction with a shift by the City to build more public and less private parking.
- **Fee-in-Lieu of Parking Spaces.** Requiring every use in the downtown to provide separate parking facilities can degrade the pedestrian environment and discourage drivers from parking once and walking between nearby destinations. A potential solution is to allow or require a developer to pay a fee in lieu of providing on-site parking. The fees can then be used to provide centralized public parking. This strategy may be limited in its effectiveness as the City does not anticipate significant *new* development in the downtown core, but rather improvements to existing uses.
- **Construction of Public Parking.** Providing additional off-street parking is expensive, but may be necessary to support anticipated future growth. The most common way to pay for public parking lots is by issuing municipal bonds. However, public parking may also be financed through a public/private partnership. The City should consider a public/private partnership as a means to financing a structured parking facility. Partnership with Link Transit to operate the lot as a park-and-ride facility should also be studied.

- **Encourage Alternative Transportation Modes.** Providing parking spaces for electric vehicles and racks for bicycles will encourage downtown visitors to use these alternative forms of transportation.

Transit Improvements

The City of Chelan has been actively working with downtown merchants and LINK Transit to retain the existing transit and trolley service in Chelan. These efforts should be capitalized on to provide expanded transit service and ridership. Specific actions could include the following:

- Provide Trolley stops near key locations (Lakeshore Park, Don Morse Park, post office, Woodin Avenue) that visitors and local residents are likely to visit but may not require a personal vehicle.
- Use the Trolley to service outlying parking areas (such as the School District lots) to make these parking options more attractive.
- Ensure the Trolley schedule has frequent stops to make it a convenient choice for potential riders.
- Educate the local residents about the availability of mass transit.
- Educate visitors about the advantages of using the Trolley.
- Provide schedules and route information in a graphical format on-line, in printed form and on signage at strategic locations.



Figure 83. Link Transit's trolley.

Plan Actions

- B-1 Install signage and entry features** at key gateway locations providing directions to attractions and routing regional traffic along state route corridors.
- B-2 Adopt standards and improve streetscape for SR 150 and SR 97A** to better identify the meandering through route in downtown. This includes standards for sidewalks, street trees, signage, and other streetscape elements on Webster Avenue, Saunders Street, E. Woodin Avenue, Johnson Street, and Manson Highway. Also, provide gateway/signage improvements at, and prior to, the Woodin Avenue/Webster Avenue intersection to direct motorists to the new (Dan Gordon) bridge.
- B-3 Implement planned improvements along SR 150 and SR 97A** and identify deficient locations. Planned improvements on SR 150 (Johnson Street) between Saunders and Columbia Streets should be completed, and the intersections of Saunders Street at Woodin Avenue and Farnham Street at Webster Avenue have already been identified as needing varying levels of future improvements.
- B-4 Add pedestrian/bicycle pathways to the outside of the old Woodin Avenue bridge** to provide a connection to the Lakeside Trail.
- B-5 Install upgraded crosswalks** that are signed and well marked. The use of colored and/or textured concrete should be considered to provide additional safety and aesthetic character. Specific locations needing upgraded crosswalks include:
- West approach of Woodin Avenue at Columbia Street
 - West approach of Woodin Avenue at Saunders Street
 - West approach of Johnson Street at Columbia Street
 - West approach of Johnson Street at Emerson Street
 - West approach of Johnson Street at Saunders Street
 - East approach of Johnson Street at Saunders Street
- B-6 Adopt and implement the provisions of the *Non-Motorized Transportation Plan*.** This will provide for a consistent and comprehensive pedestrian and bicycle system throughout the city.

- B-7 Conduct a corridor study on East Woodin Avenue** (from Saunders Street east). The study would identify the best use of the existing right-of-way in terms of lane configuration to meet future traffic needs including upgraded intersection control where needed, parking needs, non-motorized connections, and improved landscaping.
- B-8 Narrow Columbia Street between Woodin Avenue and Johnson Street** to provide for a multi-purpose pathway (serving as a critical link for the Lakeside Trail) and increased landscaping to upgrade pedestrian access and safety and the visual character of the historic core area.
- B-9 Upgrade Columbia Street between Johnson Street and Nixon Avenue** to accommodate a multipurpose pathway on the west side of the street, improved landscaping, and a bicycle lane on the east side of the street.
- B-10 Upgrade streetscape design in the historic core.** This includes updated benches, trash receptacles, banners, informational kiosks emphasizing a consistent design theme and set of colors. Streetscape improvements also include art/sculptural elements in key locations.
- B-11 Create design standards and an improvement program for the enhancement of residential streets.**
- B-12 Upgrade alleys** for shared use as pedestrian connections.
- B-13 Develop a “Parking Plan” for the downtown core.** This plan would identify needs and opportunities, provide strategies for making the best use of available parking, and identify future facility needs.
- B-14 Increase transit ridership and service.** Increased ridership makes better service available, while better service increases ridership. The efforts already in place should be continued to provide enhanced transit opportunities. Strategic growth of the system and education are keys to success.
- B-15 Encourage alternative modes of transportation.** Provide bike racks and electric vehicle stalls at key downtown locations to encourage eco-friendly modes of travel.

C. Parks and Amenities

Conditions, Challenges, and Opportunities

Downtown Chelan is well endowed with a spectrum of parks, trails, shorelines, open spaces, and amenities to both attract visitors that support the local economy and enhance the lives of local residents. With its beach, Skateboard Park, marina, RV parking, and other attractions, Don Morse Park on the downtown's northwest shoreline draws people from all over the state and beyond. And, the City's new beach and access improvements will further enhance the park. At the other side of the downtown, the Riverwalk trail and open space complex provides a more passive and refined set of amenities. Located near the center of the downtown, the small plaza at the Chamber of Commerce information center provides a quiet place to rest for a while, and the play fields to the southeast accommodate team sports. Finally, the grade school fields and nearby community gymnasium support the local residential community. While considering existing amenities, it is also important to note Woodin Avenue's streetscape improvements, which provide a pleasant walking experience as well as enhance local businesses.

With all these parks and recreational opportunities, it would seem that there is little the City needs to do to regarding this element. However, this enviable set of amenities could be significantly enhanced by better pedestrian and bicycle trail connections and some improvements to the individual facilities, as described below.



Figure 84. Don Morse Park.



Figure 85. Riverwalk Park.



Figure 86. Chamber of Commerce Plaza.

Strategy

Participants in the planning process stressed the need to link the parks in to a unified system to maximize the complementary benefits that they provide. Therefore, the key direction of this plan is to enhance the pedestrian and bicycle connections, especially in the core area between Riverwalk and Don Morse Parks. Improvements to the historic bridge, Columbia Street, the Manson Highway, and the Riverwalk gateway (the current PUD alley south of Columbia Street) are particularly important. At the same time, the City is completing a Non-Motorized Transportation Plan for pedestrian and bicycle routes that link the downtown to the surrounding region, and establishing these trails, lanes, and routes will enhance access from surrounding areas and increase the city's attractiveness as a recreational destination. Together, better connections in the core and improved access from the surrounding region reinforce each other and magnify each other's benefits.

Figure 88 summarizes the other recommended park and amenity improvements, and the list of Plan Actions starting on page 77 identifies specific implementation actions. Several of the on-street improvements and trails are described in the transportation section. Of special note is the recommendation to establish an arts program for the Riverwalk Park area. Adding a sculpture-garden quality to Riverwalk Park would enhance the downtown's identity and support economic development efforts to attract more visitors.

Chelan Downtown Core Improvements

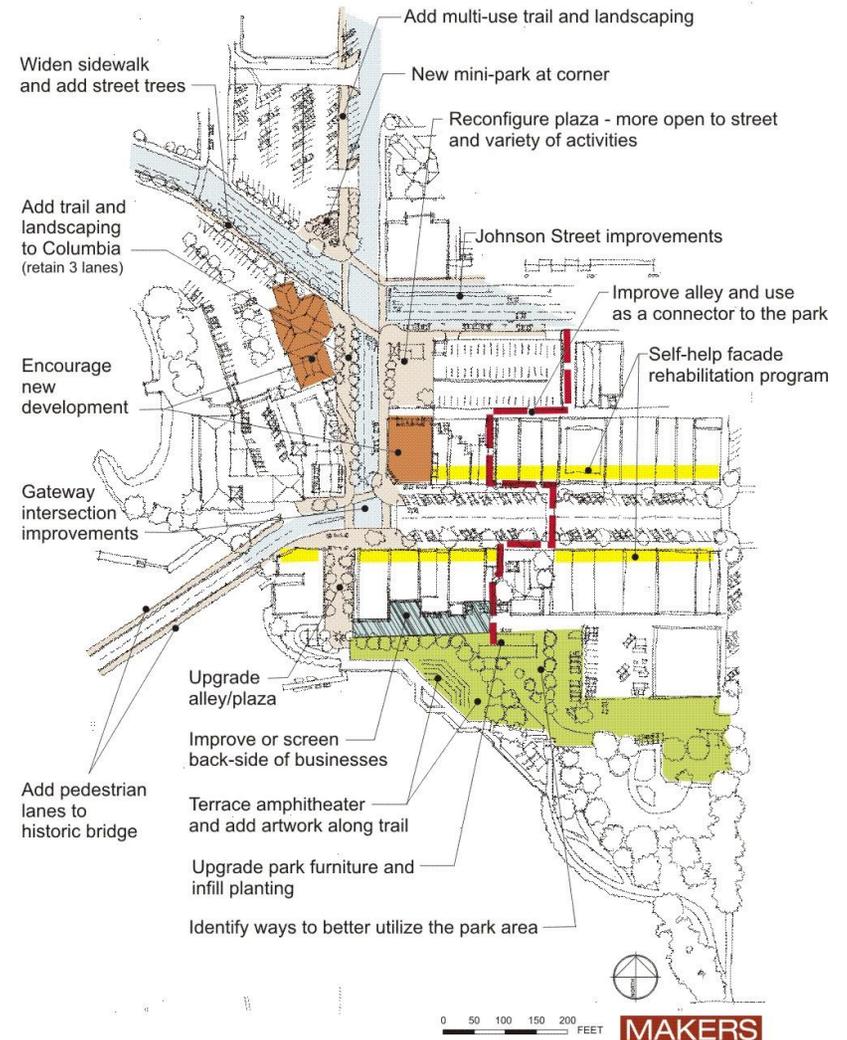


Figure 87. Summary of core area improvements illustrating how they are integrated.

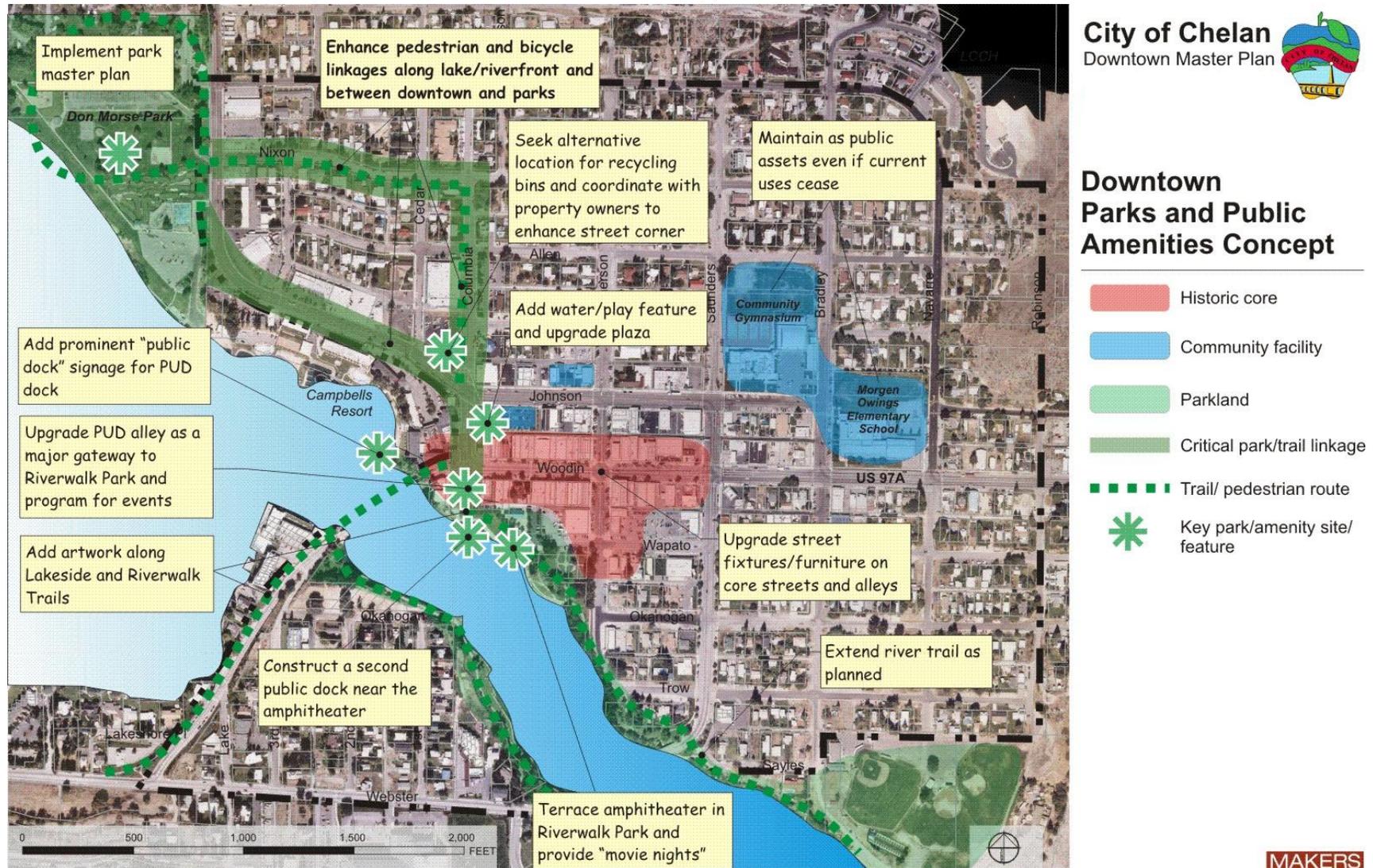


Figure 88. Summary of recommended park and amenity actions.

Plan Actions

Several key pedestrian and bicycle connections are discussed in the transportation section.

C-1 Develop a Riverwalk gateway. Converting the PUD lot/alley between Woodin Avenue and Riverwalk Park and south of Columbia Street would provide a much needed connection between the core and the Riverwalk and should receive high priority for funding. Additionally, adding landscaping, shade, lighting, artwork, and seating would provide an oasis-like space at a most central location and also serve as a gateway for those entering the town from the bridge. Figure 89 illustrates the recommended features and design parameters. It is not intended as a final design. The actual location of various elements should be refined in project design. Clear passageway for trucks and service vehicles should be maintained as should an accessible walkway defined by bollards or other elements. The diagrammatic plan shows large, appropriately placed trees and trellises for shade. There should be a dramatic visual element at the park's south end to attract visitors' attention to the river.

Other recommended nearby park improvements include widening the alley south of the buildings, adding an east-west sidewalk on the north side of the park, and constructing a transient moorage dock to increase access for boaters. This plan also recommends terracing the seating area around the amphitheatre for greater comfort. Participants in the planning process liked the idea of movie nights at the amphitheatre.

Improvements to the pedestrian route on Columbia and to the intersection at Columbia and Woodin are especially important transportation-related projects that will enhance the Riverwalk gateway. Besides adding sidewalk space and a safe crosswalk, channelization improvements to the intersection will help to calm traffic and provide a more auspicious entry into the downtown. Together, the three projects have the potential to transform this part of the city and help close a central gap in both local paths and regional trails.

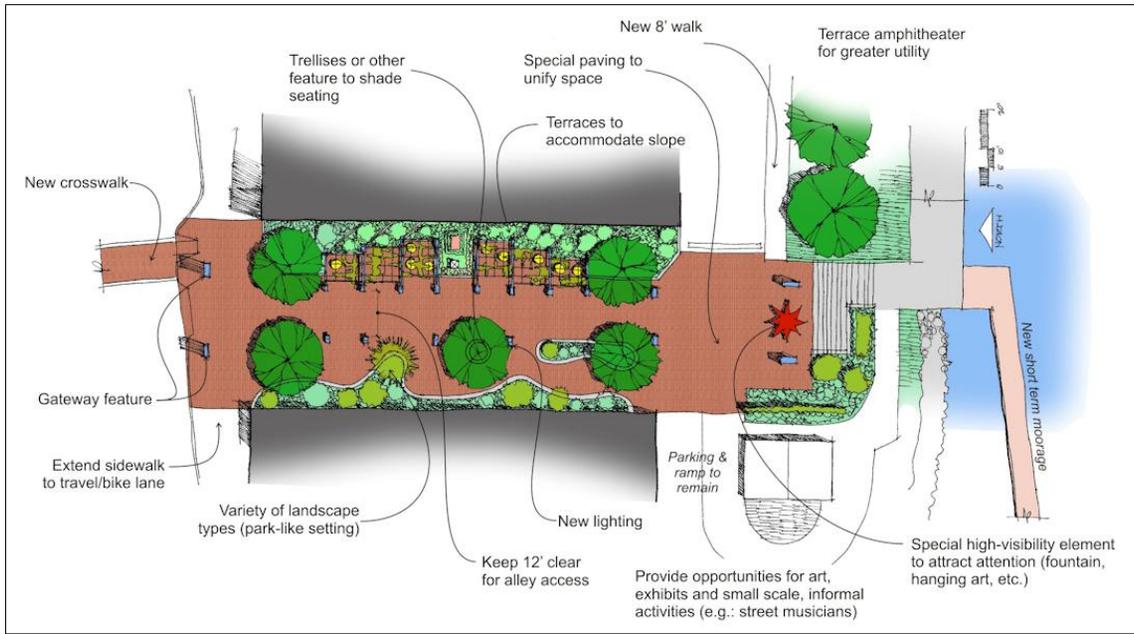
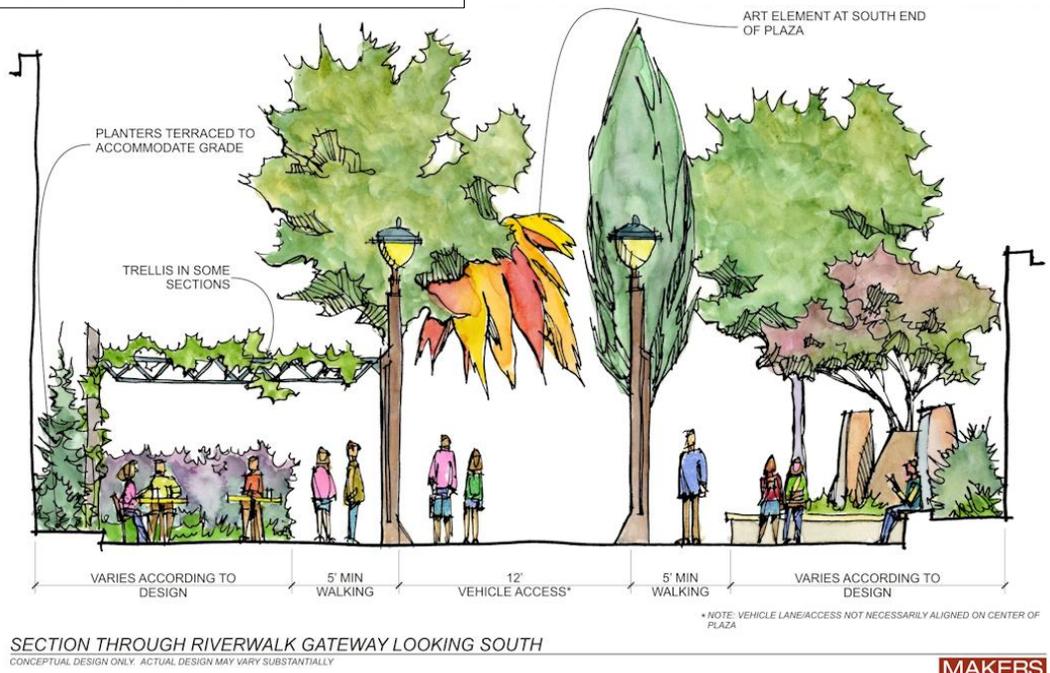


Figure 89. Diagrammatic concept for Riverwalk Park gateway.



C-2 Add artwork to Riverwalk Park and along the Lakeside Trail. While Riverwalk Park is already an exemplary complex of linked open spaces connected by a shoreline loop trail, enhancing the experience with permanent and temporary art would enhance it as an attraction and encourage people to spend more time in the downtown. Likewise, artwork along the Lakeside Trail would provide the same benefits. Additionally, the artwork could also be part of a visitors marketing campaign. Artist festivals and opportunities for both visual and performing arts (including street musicians) should be considered. A few arts ideas are illustrated in Figure 90.

C-3 Extend the river trail as planned. The current Riverwalk Loop is a fine amenity, but it could be significantly enhanced. Lengthening it, as the PUD has planned, would add to its appeal and utility as a recreation feature.

C-4 Add a water/play feature to the Chamber of Commerce plaza. An interactive fountain is always an attractive feature for families with children, and the plaza might provide a suitable location. However, future plans for the PUD/Chamber of Commerce site should be determined before any improvements to the plaza are initiated.

C-5 Construct a mini-park on the recycle site. Participants in the planning process favored moving the recycle bins from the corner of Manson Highway and Columbia Street and constructing a small park in its place (area within highway right-of-way). Because of its exposed location at a busy intersection, this park would not be an attractive place to linger, but that same exposed location would make it a highly visible amenity. Therefore, it is recommended that the park be heavily landscaped to provide an attractive view for those passing by. Even if an alternative site for the recycle bins is not found, the landscaping, as proposed, could still be added along the street corner.



Figure 90. A few art ideas: Wind-driver hung on a pole or wires and a sculpture pad for temporary pieces.



Figure 91. Water play features are very popular.

- C-6 Install a prominent sign to the public dock and construct another public dock near the Riverwalk gateway and amphitheatre.** Increased boating access to the downtown would certainly increase activity and retail business. A prominent sign indicating that the current dock is for public use would enhance its usage, and a new dock extending from the Riverwalk Trail near the proposed gateway would also provide convenient access.
- C-7 Retain public school land and facilities in public ownership.** The school and the gymnasium sites are valuable public assets and should be retained for future use. Growing downtowns typically need additional land for emerging needs, and, as a general rule, it makes long-term sense to retain in-town public lands for future needs.

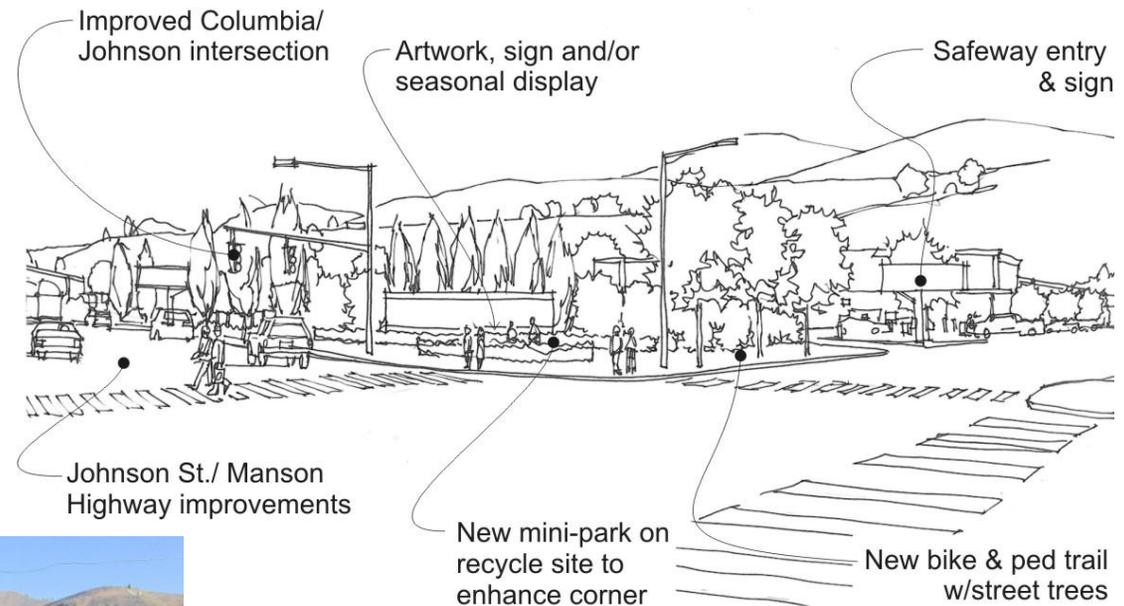


Figure 92. Before (left) and after (sketch above) images illustrating a heavily landscaped minipark at the Manson Highway/Columbia/Johnson intersection.

6. Implementation

Several factors play into the setting of priorities for City actions to implement this plan. Given the current economic climate, top priority should be given to those projects that will improve the viability of downtown businesses and provide the City a return on investment in terms of revenues. At the same time, there are some actions, such as updating downtown development regulations that are needed to provide a foundation for new growth as well as some actions that either do not cost much or can be accomplished incrementally. Some of the recommended actions should be accomplished through outside efforts or in conjunction with new development. Finally, some actions can be implemented quickly within a short time frame while others will involve a longer process of funding, design and construction.

This suggests a multi-pronged approach in which the City initiates or supports a number of actions simultaneously depending on resources available and the immediacy of the issue. That being stated, there are a few clusters of activities that suggest some priorities for action. These are noted below. On the following pages is a chart of recommended actions with relevant information regarding each.

High-Priority Actions to Provide a Sound Foundation for the Future

Several actions are already underway or require immediate attention with resources already allocated that will prepare the Downtown additional growth and put it on a stronger footing for the future. Revamping the zoning and development standards in the downtown (A1 and A2) is necessary for several objectives stated in the land use and historic preservation element and will be accomplished as part of phase 2 of this plan. Completing the Johnson Street improvements (B3) is also an important measure to accomplish a number of transportation and redevelopment goals.

Additionally, enhancing the “through-route” with better signage and modest street improvements (B1 and B2) will help motorists to select the most appropriate route through town (The Sanders/Johnson connection if they are just passing through and the Woodin/Columbia route if they wish to stop). Finally, the City must determine the most advantageous use and development scheme for the PUD owned parking lot on the south side of Johnson Avenue.

Short-Term Actions that Build on Current Assets

Upgrading current streetscape elements such as waste receptacles, benches and lights in the Woodin Avenue core (B10) would provide a fresh face for this area and local merchants are already working on this task. Additionally, adding art to the Riverwalk Park (C2) and advertising it as an additional Downtown attraction is something that can be done in the short term without outside funding.

Substantial Core Area Improvements that Should Be Initiated in the Short Term

The Core area roughly between Johnson, Saunders and the water, already has a strong identity and an impressive set of attractions. However, improving connections and access would substantially increase its attractiveness. Constructing the Riverwalk gateway (C1), Woodin Avenue Bridge pedestrian paths (B4), Columbia Street pedestrian improvements, terracing of the amphitheatre, and new transient moorage dock would greatly add to the Downtown’s functionality and identity. These projects do take substantial funding, however, so that it will take a few years to secure funds, and design and construct the improvements. The first step, which should be accomplished in the next year or so, will be to design the projects in sufficient detail so that grant applications and funding proposals can be prepared. All of these projects are mutually supportive of each other and each can proceed as soon as it is funded.

Longer-Term Public Works Projects

There are several projects that will be either necessary or highly desirable in the foreseeable future but that are currently not as high a priority as those already noted. Conducting a corridor study for East Woodin Avenue (B7), for example, should be accomplished in the short term so that property owners know how to plan for their parcels, but the actual physical improvements must wait for State funding. Columbia Street Trail and landscaping (B9) improvements north of Johnson Street are important but not as critical as the section of Columbia south of Johnson Street (B8). Alleys in the downtown, especially those facing Riverwalk Park, should be cleaned up, but major alley improvements (B12) should be timed with the renovation of the building facades facing the alleys. Extending the Riverwalk Trail (C3) and adding a water/play feature (C4) are both highly desirable actions but must wait for funding.

Ongoing Efforts

Several recommendations involve continuing existing and ongoing efforts, developing programs, or implementing a phased long-term plan. The City and the HDCA should continue to work together to implement the 2008 Main Street Report (A4) actions and the 2009 Non-Motorized Vehicle Transportation Plan (B6). Finally, it is always good to look for opportunities to enhance transit service (B14), and the City should ensure that School District properties remain available for public use.

With the anticipated future growth in Chelan, traffic volumes will increase in the downtown area and will drive the need for further improvements and/or emphasize existing deficiencies. The lane configuration and signal timing at Saunders and Woodin may need to be modified. Woodin Avenue east of Saunders Street needs pedestrian improvements and an upgraded streetscape. A number of secondary intersections (Columbia at Woodin, Emerson at Woodin, Farnham at Webster) could also benefit from improvements in the near future. A plan to implement the elements of the Non-Motorized Plan throughout the downtown area should also be developed. In addition, the recommendations in the *Parking Demand Strategies and Goals* report attached to this plan should be implemented or reviewed and refined as needed to ensure adequate amounts and types of parking are provided.

So there is plenty of work ahead. The good news is that a lot has already been accomplished and the downtown has ample assets to build on. Equally important is the demonstrated activism and energy of downtown businesses and residents, who have undertaken impressive efforts toward many of the actions recommended in this plan.

Table 4 on the following pages identifies the proposed implementation timing, planning level cost estimates (where available), the organization responsible for implementing the action (and any supporting group), and other helpful comments and suggestions related to the proposed actions. The timing column identifies the appropriate phase that the action will be implemented. Many actions require more detailed planning work, thus the planning work may occur in one phase while the construction may occur in a later phase after funding has been secured. The phases include:

Immediate: Complete within two years after plan adoption

Phase I: Complete within five years

Phase II: Complete between five and ten years after adoption

Phase III: Complete between ten and twenty years after adoption

Ongoing: Actions that require continuous implementation

As needed: Action may be needed only when conditions require

Table 4. Implementation Chart (NOTE: Chart to be updated/refined based on December workshop discussion/results)

Action	Timing	Estimated Cost	Lead Implementer/ Support	Comment
A. LAND USE AND DEVELOPMENT FRONTAGES ACTIONS				
A1 Craft and adopt form-based regulations	Immediate	NA	City	See Appendix A; adopt in conjunction with plan.
A2 Adopt a design standards and guidelines.	Immediate		City	See Appendix A; adopt in conjunction with plan.
A3 Implement actions proposed in the 2008 Main Street Report.	Ongoing		See Main Street Report for details	
A4 Implement actions proposed in the 2009 Community Housing Manual.	Ongoing		See Community Housing Manual for details	
A5 Plan for the reuse or redevelopment of downtown public facilities, should the current use(s) cease.	As needed		City in coordination with applicable agency	
A6 Promote long term use(s) of the Chamber’s Visitors Information Center/PUD parking lot site that contributes to the pedestrian qualities and economic vitality of downtown.	Ongoing		City in coordination with HDCA and Chamber of Commerce	
B. CIRCULATION, PARKING AND STREET DESIGN ACTIONS				
B1 Install signage and entry features	Immediate: Design plan Phase I: Construction		City	

Action	Timing	Estimated Cost	Lead Implementer/ Support	Comment
B2 Adopt and implement a standard streetscape for SR 150 and SR 97A to enhance the routes' identity and assist wayfinding. Include signage to direct traffic to the new (Dan Gordon) bridge with clear gateways to the historic core.	Immediate: Design plan Phase I: Construction		City	
B3 Implement planned improvements along SR 150 and SR 97A and identify deficient locations.	Immediate: Design plan for Johnson Street Phase I: Construction		City	
B4 Add pedestrian/bicycle pathways to the outside of the old Woodin Avenue bridge	Immediate: Design plan Phase I: Construction		City in coordination with the HDCA	
B5 Install upgraded crosswalks	Phase I/Ongoing		City	Upgrade crosswalks in conjunction with other projects listed herein (Johnson, Columbia, etc.)
B6 Adopt and implement the provisions of the <i>Non-Motorized Transportation Plan</i> .	Immediate: Adopt Plan Ongoing: Implementation		City	
B7 Conduct a corridor study on East Woodin Avenue	Phase I: Design Plan Phase II: Construction		City	

Action	Timing	Estimated Cost	Lead Implementer/ Support	Comment
B8 Narrow Columbia Street between Woodin Avenue and Johnson Street	Immediate: Design Plan Phase I: Construction		City	
B9 Upgrade Columbia Street between Johnson Street and Nixon Avenue	Phase I: Design Plan Phase II: Construction		City	
B10 Upgrade streetscape design in the historic core.	Immediate – Phase I		City in coordination with the HDCA	
B11 Create design standards and an improvement program for the enhancement of residential streets.	Immediate		City	
B12 Upgrade alleys.	Ongoing		City in coordination with the HDCA	
B13 Develop a “Parking Plan” for the downtown core.	Immediate		City in coordination with _____	
B14 Increase transit ridership and service.	Ongoing		Link Transit in coordination with City	
B15 Provide bike racks and plan for electric vehicle parking stalls.	Ongoing		City	
C. PARKS AND AMENITIES ACTIONS				
C1 Develop a Riverwalk gateway.	Immediate: Design Plan Phase I: Construction		City lead/PUD and property owners support	

Action	Timing	Estimated Cost	Lead Implementer/ Support	Comment
C2 Add Artwork to Riverwalk Park	Ongoing		City/arts group	
C3 Extend the Riverwalk trail as planned	Phase I		City	
C4 Add a water/play feature to the Chamber of Commerce Plaza	Immediate: Design Plan Phase I: Construction		City? Chamber? HDCA?	
C5 Construct a mini-park on the recycle site	Immediate: Design Plan Phase I: Construction		City? Chamber? HDCA?	
C6 Install a prominent sign to the public dock and construct another public dock near the Riverwalk gateway	Immediate		City	
C7 Implement the Don Morse Park Master Plan.	Immediate: Design Plan Phase I: Construction		City	
C8 Retain public school land and facilities in public ownership.	As needed		City in coordination with applicable agency	