PLAN WK

WEST KELSO SUBAREA PLAN

A Vision for West Kelso's Future

CITY OF FRIENDLY PEOPLE
KELSO
WASHINGTON U.S.A.

Prepared by:

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DKS

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PLAN OVERVIEW

Development of the West Kelso Subarea Plan included a resident and property owner survey, stakeholder interviews, an Existing Conditions Report, two public workshops, an Alternatives Summary, and this final product which includes a detailed preferred alternative.

The West Kelso Subarea Plan provides an introduction to the project, introduces the vision and guiding principles that direct the plan, lays out the plan concept and actions based on the preferred alternative, and provides a matrix for implementing the various actions. Appendices to the plan include background information on public involvement, plan alternatives (including a No Action alternative), and the existing conditions analysis

What is a Subarea Plan?

Subarea planning can:

- **Help a community understand who they are and identify their assets and challenges**
- **Provide an opportunity for a community to think about what it wants to become**
- **Create a long-term vision for the future of a place, guided by goals and policies**
- **Plan for implementation of identified actions**

1.0 INTRODUCTION

West Kelso is a mixed-use neighborhood located west of the Cowlitz River (see Exhibit 1). The neighborhood has many positive characteristics, including single and multi-family housing, access to major retail along Cowlitz Way, a neighborhood school, a walkable street grid, and a pedestrian-scale main street commercial district. However, there are significant challenges that must be addressed for positive change to occur. This plan is the first step in a long-term effort to revitalize the neighborhood consistent with the desires of the community. The vision statement, guiding principles, plan concepts, and actions are informed by community input, existing conditions, strategic opportunities, and best practices for community planning, design, and neighborhood revitalization to achieve success in West Kelso through collaborative community effort and City leadership.

New sidewalks and landscaping along Catlin Street

Northerly view along the Cowlitz River

The West Kelso neighborhood is home to around 750 residents. (U.S. Census, 2013)

The predominant land uses in West Kelso include a commercial core (19%) surrounded by low-density residential (40%), with a presence of government and educational uses (12%) (Cowlitz County, 2015)

Around 75 percent of residents are renters and 25 percent are owners. (U.S. Census, 2010)

Median annual household income in West Kelso is $26,165 compared to $35,381 in Kelso and $39,422 in Longview. Unemployment is around 11%. (U.S. Census, 2013)

In 2016, living wage was $8.97/hr for one adult and $21.26/hr for two adults with two children. (MIT, 2016)

In 2013, approximately 23 percent of all families and 40 percent of families with children under 18 years were living in poverty. (U.S. Census, 2013)

Most of the structures in West Kelso were built prior to 1950, with limited new development in the last few decades. (U.S. Census, 2010)

West Kelso is isolated from the rest of Kelso by the Cowlitz River and is surrounded by the City of Longview.

West Kelso is a well-situated community with access to downtown Kelso, Longview and the I-5 corridor leading to Portland and Seattle.

1.1 Key Findings from Existing Conditions

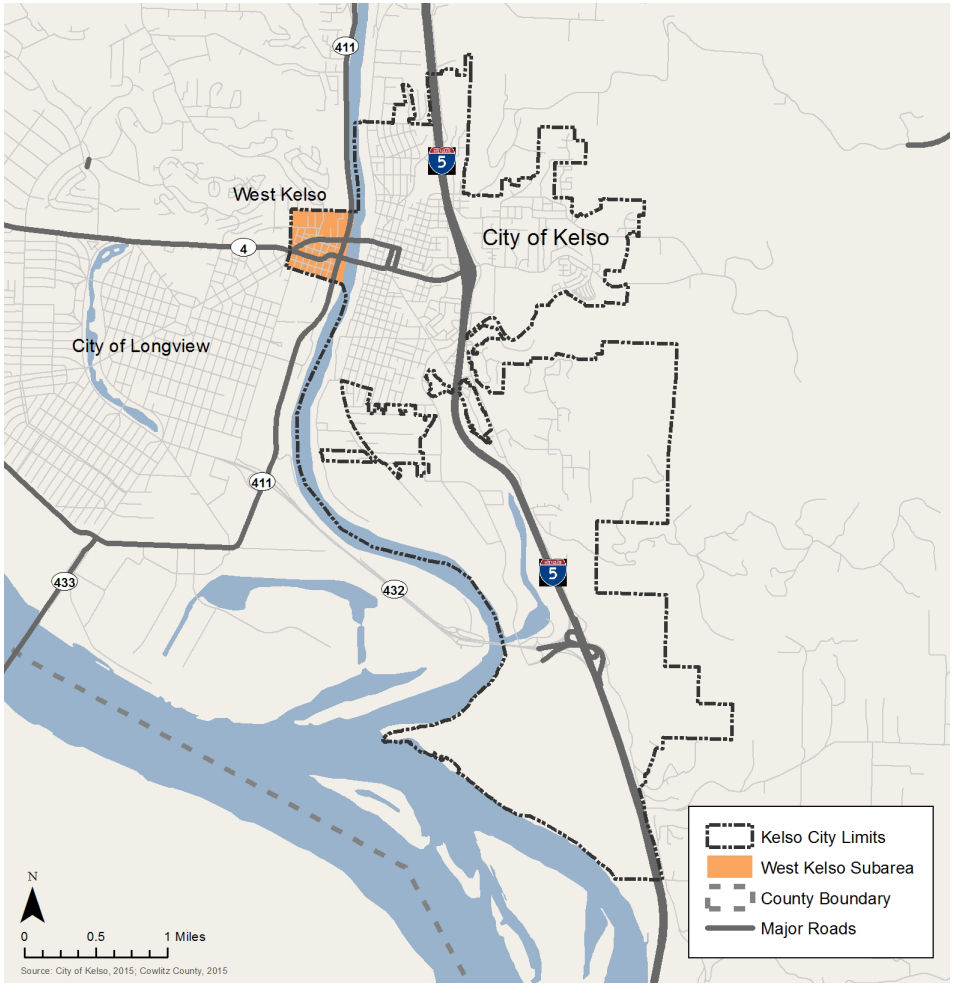
The plan recommendations are informed by the existing conditions analysis. The following are key findings from the existing conditions report:

West Kelso is faced with **challenges** such as crime and drug use, auto-oriented development, barriers to the river, lack of property maintenance, high traffic volumes, vacancies, a lack of urban design standards or guidelines, and high poverty rates

Opportunities in the neighborhood include a presence of developable parcels, historic buildings, high traffic volumes, a good traditional street grid, the presence of small local businesses, good location, and an engaged community

Despite the neighborhood's physical assets, West Kelso faces real and perceived challenges towards the revitalization of the neighborhood. These challenges consistently came up during the public engagement process and include a declining or stagnant regional economy, safety concerns, increasing poverty, a lack of property maintenance, vacant or underutilized properties, and impacts associated with drug addiction and related property crimes.

Exhibit 1. Regional Context Map



Source: BERK, 2015; Cowlitz County, 2015

Exhibit 2. Vacant Historic Buildings at the Entrance to the Neighborhood

Source: BERK, 2015

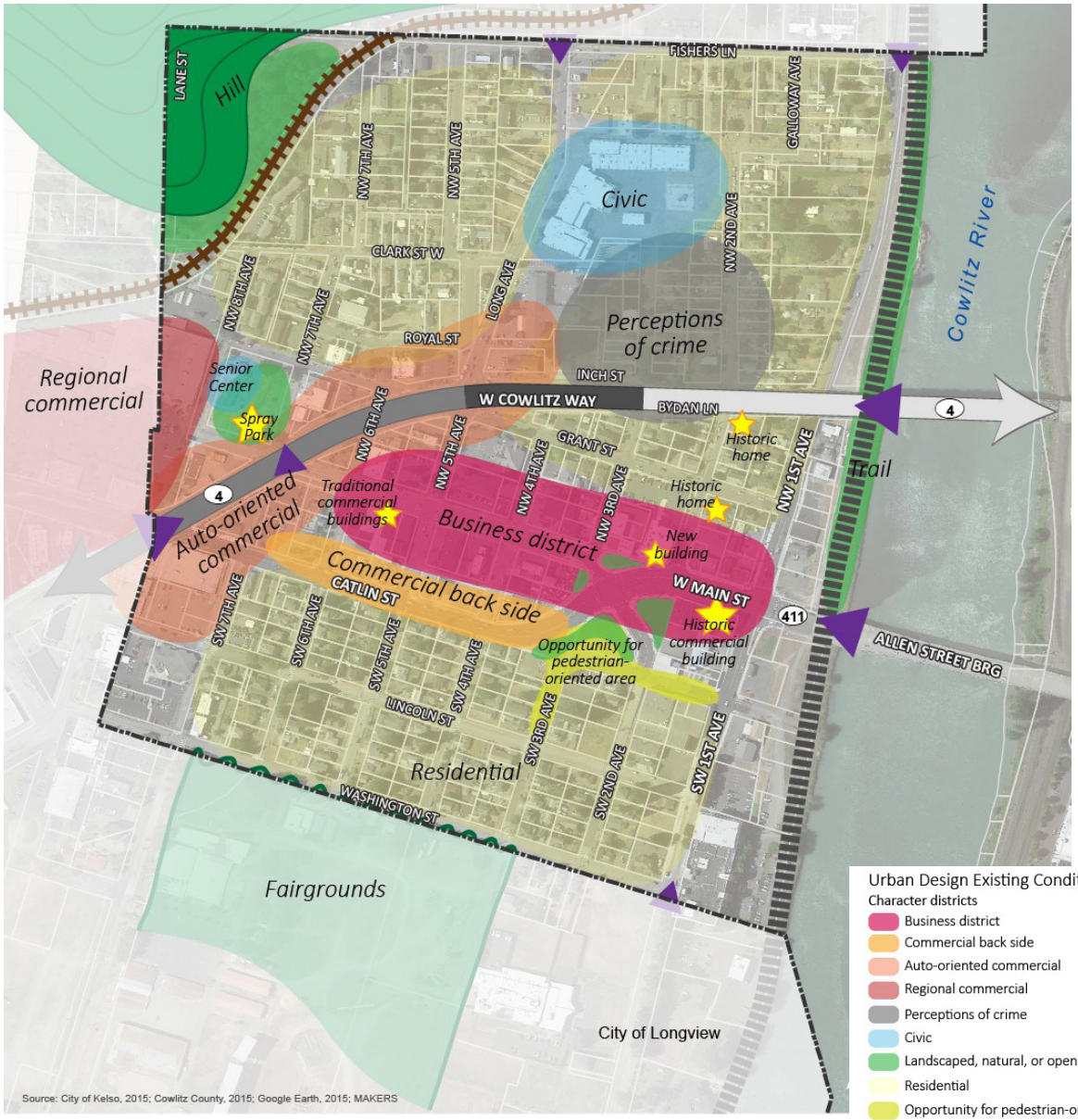
Exhibit 3. Single-Family Homes on NW 3rd Street

Source: BERK, 2015

Other challenges include auto-dominated corridors that impact connectivity and walkability, a lack of a neighborhood organization to participate in the revitalization effort, limited financial resources for implementation, limited activities for youth, and a lack of functioning parks and open spaces in the neighborhood. Exhibit 2 shows two vacant historic buildings in disrepair at the entrance to the neighborhood from Downtown Kelso and Exhibit 3 shows existing single-family homes along NW 3rd Avenue.

Although the identified challenges are obstacles to West Kelso's revitalization, there is also an opportunity to build on existing assets, such as redevelopable and publicly owned properties, riverfront location, central location, walkability, proximity to transit corridors, and the community's desire for change. Exhibit 4 highlights the neighborhood's existing physical conditions. Exhibit 5 shows recent pedestrian-oriented development and streetscape improvements at the intersection of Catlin and West Main.

Exhibit 4. Urban Design Existing Conditions



Existing single-family home in West Kelso

Existing development on West Main Street

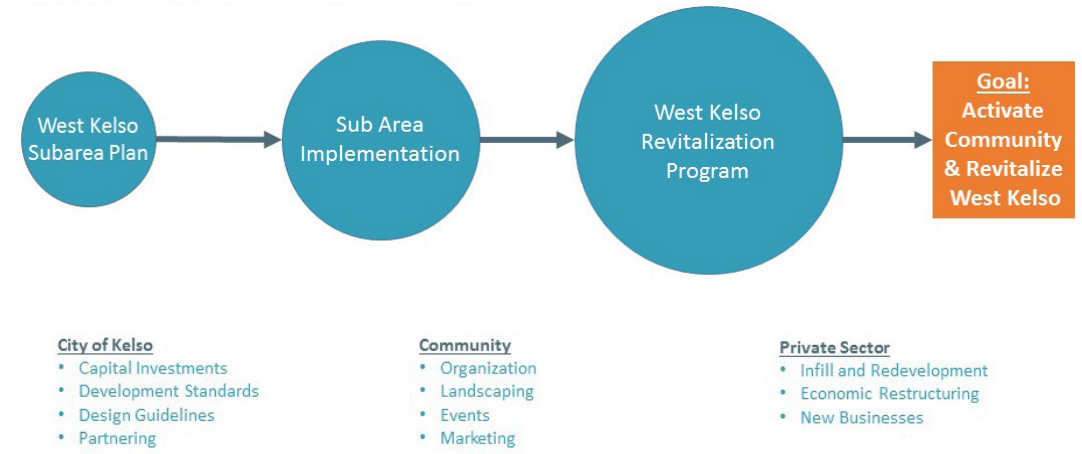
Source: MAKERS, 2015

Exhibit 5. Recent Pedestrian-Oriented Development on West Main Street

Source: BERK, 2015

With the neighborhood's challenges, assets, and opportunities in mind, the West Kelso Subarea Plan is intended to be the catalyst for a larger neighborhood revitalization effort. As shown in Exhibit 6, an effective revitalization effort requires participation and partnerships between the City, the community, and the private sector. Only through a long-term sustainable effort will the community be successful in revitalizing West Kelso.

Exhibit 6. Neighborhood Revitalization Process and Roles



Source: BERK, 2015

2.0 VISION AND GUIDING PRINCIPLES

The vision statement and guiding principles reflect the ideal future for the West Kelso neighborhood and provide a framework for plan concepts and actions.

2.1 Vision Statement

The following statement reflects the community's vision for the future in the West Kelso neighborhood:

West Kelso is a safe, clean, and healthy neighborhood with a strong sense of community engagement and economic opportunities. The neighborhood is known for being a great place to live, raise a family, run a local business, or visit because of the attractive streets and buildings, and a thriving local business district. West Kelso is also a great place to walk with interconnected sidewalks, trails, parks, activities on Main Street, and a strong visual connection to the waterfront. Significant reinvestment by both the public and private sector continues to strengthen the neighborhood.

2.2 Guiding Principles

The plan's guiding principles reflect community values and input during the plan process. The plan concepts and actions are intended to support the revitalization of West Kelso and improved quality of life by implementing the guiding principles. Plan actions are directly connected to the guiding principles in the implementation section of the plan. Below is a summary of the guiding principles and additional context.

Public input at a community workshop on plan priorities

Small group exercises at a community workshop

	Principle	Context
1.	**Safe Community.** In order to thrive, the West Kelso Neighborhood must be perceived as safe and inviting with low incidents of crime.	West Kelso currently struggles with both real and perceived challenges as a result of crime and drug use.
2.	**Clean Environment.** West Kelso must be clean and inviting for residents, employees, and visitors in order to attract renewed investment in the community.	West Kelso is challenged by a lack of investment and vacancies. A clean environment will help the community be more inviting.
3.	**Healthy Community.** The West Kelso Neighborhood must support healthy lifestyles by providing high-quality parks, open spaces, trails, access to healthy foods, and reducing drug addiction.	Currently, many of the lifestyle choices associated with a healthy life are unavailable or difficult to access in West Kelso.
4.	**Economic Opportunity for All.** West Kelso must support economic opportunity for West Kelso residents and the region by providing living wage jobs.	Many of West Kelso's residents are living in poverty. The presence of more living wage jobs would allow residents living and working in West Kelso to afford expenses for themselves and/or their family at the current cost of living.
5.	**Engaged Community for the Future of West Kelso.** The citizens of Kelso and West Kelso must be actively engaged in shaping the future of the neighborhood for the benefit of the community.	Many residents feel that there is little opportunity or assets in their neighborhood; however engagement by the community will need to play a role in revitalization efforts and implementation.
6.	**Support Youth.** West Kelso must provide opportunities for kids to thrive by supporting an active and healthy lifestyle and by providing educational opportunities.	Residents worry about their children and the opportunities available to them in West Kelso.
7.	**Community Investment.** The community, including the City of Kelso, community organizations and the citizens, must commit to creating a better future for West Kelso.	There has been limited social or economic investment in recent years; but where it has happened (such as the Red Leaf building), positive change has occurred.
8.	**Support Local Businesses.** The local businesses in West Kelso should be supported by the local community to provide a range of goods, services, and employment opportunities.	Many residents greatly value the small local businesses that exist and have specified that more local businesses are desired.
9.	**Walkable.** One of West Kelso strongest assets is the interconnected street grid and sidewalk network that should be maintained and strengthened over time.	High traffic volumes, a lack of street lighting, and other factors contribute to a perception that West Kelso is not walkable. However the neighborhood has a good network that could use some improvement.
10.	**Attractive.** West Kelso should be attractive and a place people want to live, work, and visit.	Residents expressed that the neighborhood lacks attractiveness for a variety of reasons, including unmaintained buildings and yards, issues with homelessness and crime, and heavy traffic.

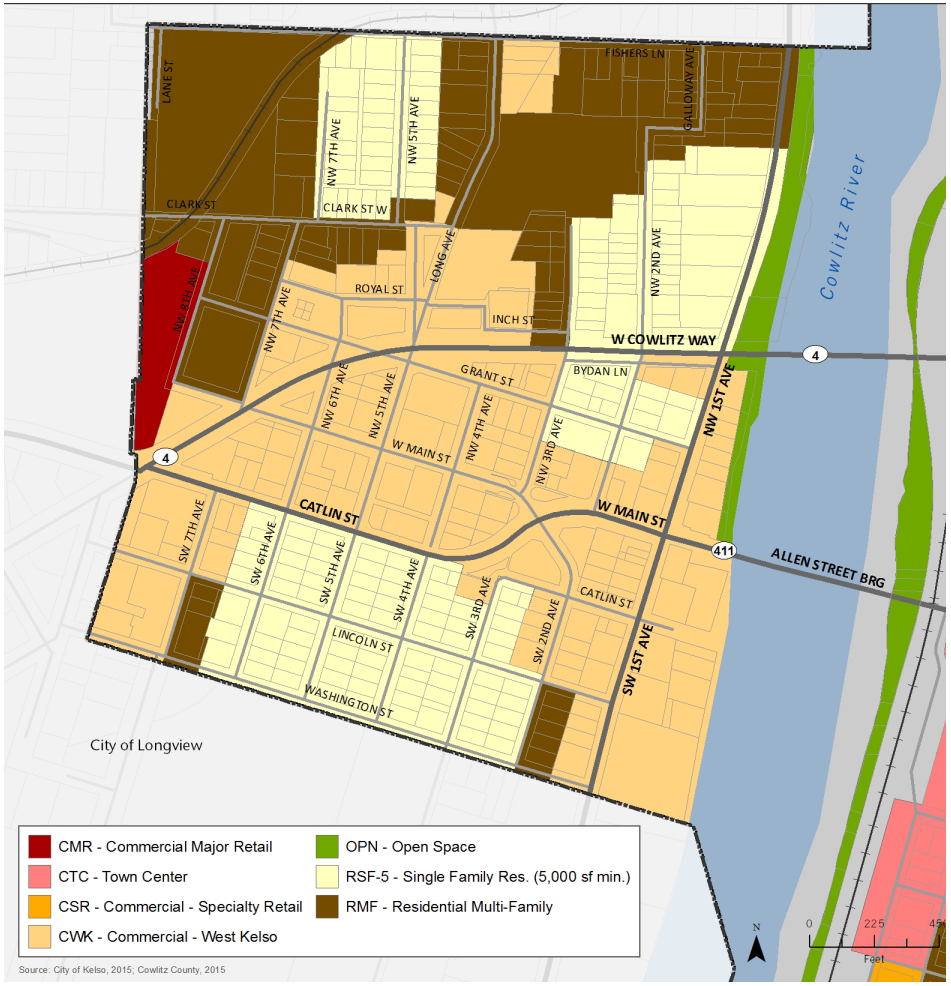
3.0 PLAN CONCEPTS AND ACTIONS

The plan concepts and actions reflect the vision statement and guiding principles and are the specific steps the community should take to revitalize West Kelso. The plan concepts and actions address the following:

- Land Use and Zoning
- Streets and Circulation
- Parks, Trails, and Public Spaces
- Development Opportunities
- Organizational Development
- Public Health and Safety

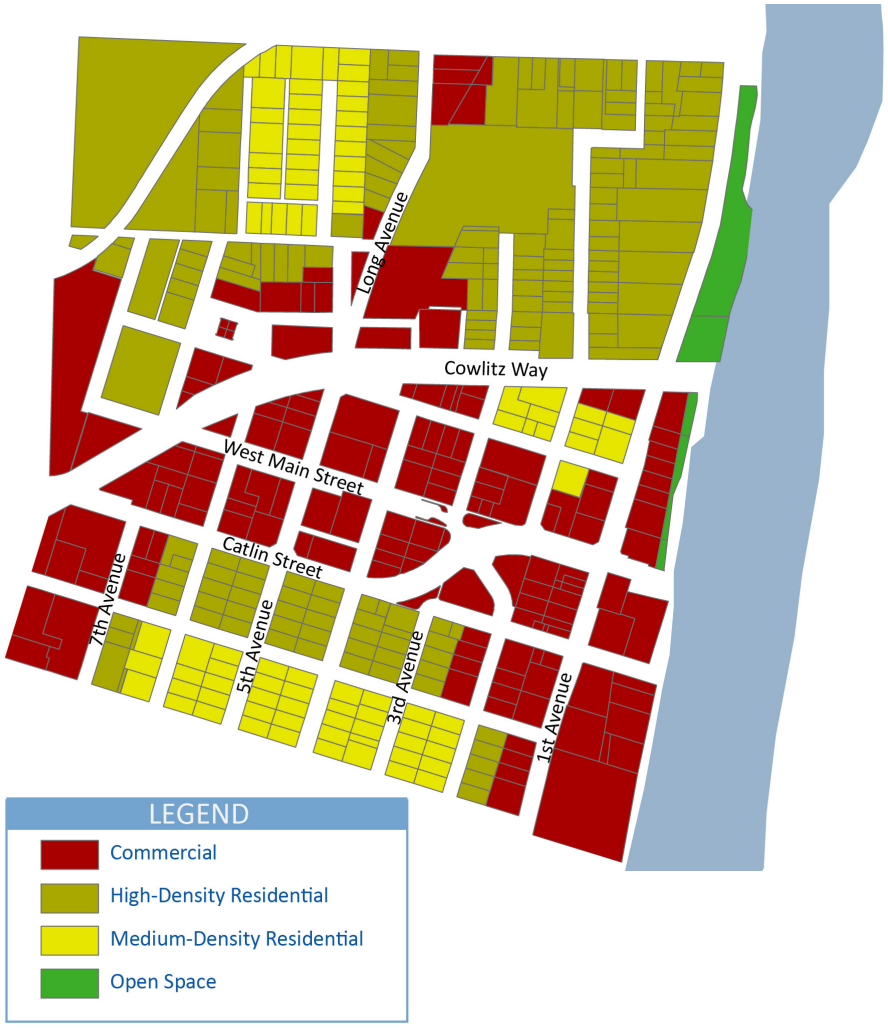
Plan actions are also addressed in more detail in Chapter 4 including a time frame for action, the responsible party, cost estimates, and the guiding principles associated with the action.

Exhibit 7. Existing Zoning



Source: BERK, 2015; Cowlitz County, 2015

Exhibit 8. Proposed Future Land Use Map



Source: BERK, 2015

3.1 Land Use and Zoning

The existing Zoning Map is shown in Exhibit 7. The proposed Future Land Use and Zoning Maps for the preferred alternative are identified in Exhibits 8 and 9 and reflect the existing conditions analysis and public input. The recommended land use and zoning changes are intended to:

- Provide an economic incentive for redevelopment and property investment by increasing densities in certain residential areas
- Support West Main Street as the primary neighborhood pedestrian-oriented retail street by requiring high-quality design and encouraging infill development
- Allow for more diverse housing options including single and multi-family development

The major amendments are:

- Convert the area around NW 3rd Ave from single-family to multi-family
- Convert the area south of Catlin Street from single-family to multi-family
- Add the West Main Street Pedestrian Overlay along West Main Street
- Convert the remaining single-family zones to a new Mixed-Residential Zone

Land Use and Zoning Actions

LU-1. Implement the Future Land Use and Zoning Map amendments identified in Exhibits 8 and 9.

- **a.** Establish the Main Street Pedestrian Overlay.
- **b.** Rezone the area near NW 3rd Avenue from RSF-5 to RMF.
- **c.** Rezone the area south of Catlin Street from RSF-5 to RMF in association with Phase II of the Main Street Realignment Project.

LU-2. Adopt the development regulations for the Main Street Pedestrian Overlay as contained in Appendix A.

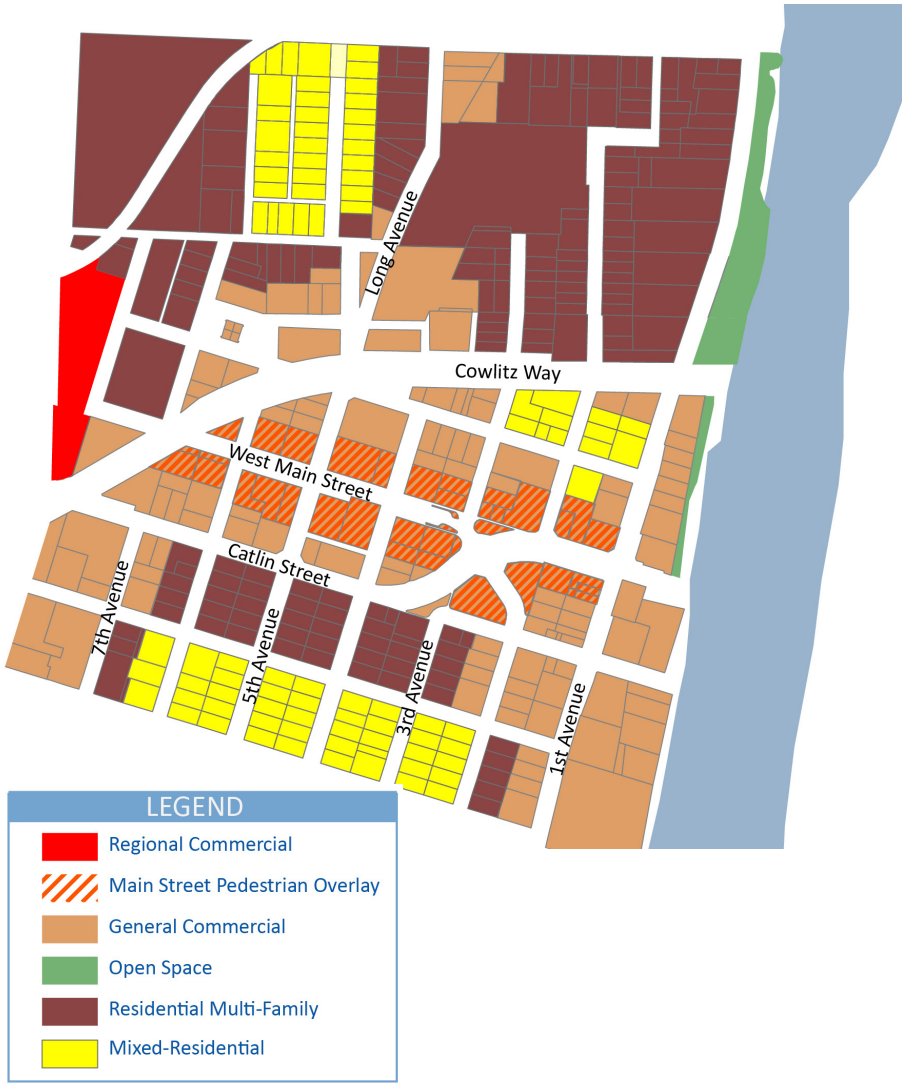
LU-3. Develop and adopt design guidelines for the commercial/mixed-use development and multi-family development consistent with the recommendations of this plan.

LU-4. Eliminate the mixed-use requirement for multi-family development in the commercial zone outside of the Main Street Pedestrian Overlay.

LU-5. Maintain and monitor the success of the City's property and building maintenance enforcement program.

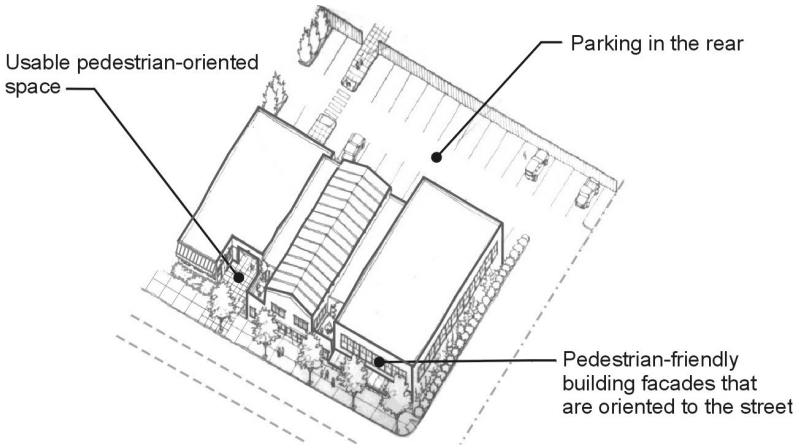
- **d.** Establish an ombudsman program within the existing code enforcement program where enforcement officers are assigned to focus on specific neighborhoods.
- **e.** Consider the establishment of an annual inspection program for residential rental properties.

Exhibit 9. Proposed Zoning Map



Source: BERK, 2015

Exhibit 10. Commercial and Mixed-Use Site Design Standards

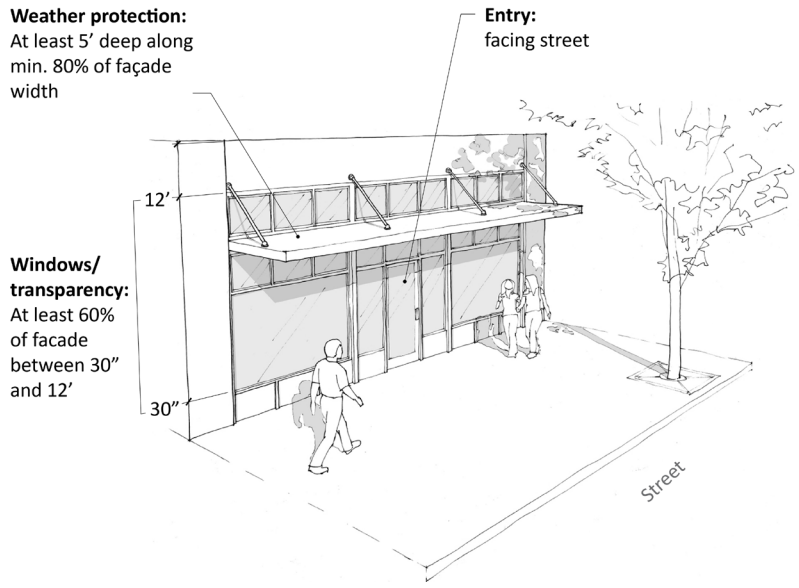


Source: MAKERS, 2015

West Main Pedestrian Overlay

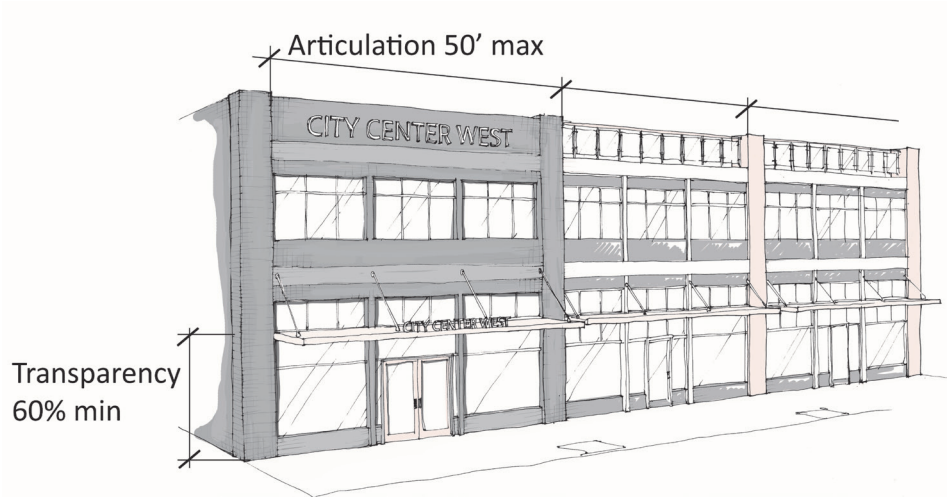
The purpose of the West Main Pedestrian Overlay (WMPO) Zone is to support high-quality pedestrian-oriented design elements along West Main Street. Active first floor non-residential uses are required along the street while allowing for a mix of uses on the upper floors. Pedestrian-oriented design elements include transparent first floor storefronts, overhead weather protection, building width and articulation requirements, pedestrian amenities, reduced off-street parking requirements, and zero or minimal building setbacks. The intent of this zone is to require pedestrian-oriented design while allowing for creativity in the design of sites, buildings, and pedestrian space. Appendix A includes the draft regulations for the WMPO. Exhibits 10-12 illustrate the standards in the WMPO.

Exhibit 11. First Floor Design Standards



Source: MAKERS, 2015

Exhibit 12. Commercial Building Articulation Standards



Source: MAKERS, 2015

Mixed-Residential Zone and Infill

The Mixed-Residential (MR) Zoning District is a new zone that allows a mix of residential development types including lower-density multi-family and single-family. Several areas in West Kelso are proposed to be rezoned from single-family to the MR zone. The increased density allowance of approximately 17 units per acre will provide an incentive for redevelopment and investment in residential properties within the zone and allow for more diverse housing options. Opportunities exist for infill development throughout the residential neighborhoods. Exhibit 13 gives an example of potential site concepts and design features of multi-family townhouse infill in a historically single-family neighborhood.

Design Guideline Recommendations

The City should develop more detailed design guidelines for commercial, multi-family, and mixed-use development to further implement this plan. The WMPO includes some standards to address design. The new guidelines should integrate the standards in the proposed WMPO to address all types of development in a set of comprehensive design guidelines for the neighborhood or city-wide. Exhibit 14 illustrates the recommended building articulation standards. Further recommendations for multi-family design guidelines include (see Appendix D for the complete multi-family design guidelines recommendations):

- Orient buildings to a common courtyard or to the street
- Provide weather protection along the street and at building entrances
- Require parking to be the side or rear of the building
- Provide 150 square feet of private open space per residence for ground-related multi-family development
- Establish minimum building articulation standards to achieve consistent mass and scale of development

Exhibit 13. Mixed-Residential Development

Source: MAKERS, 2015

Example of multi-family development to be permitted in the Mixed-Residential Zone

Exhibit 14. Multi-Family Building Articulation Standards

Source: MAKERS, 2015

Property Maintenance and Enforcement

The City recently updated the nuisance ordinance, adopted property maintenance standards, and improved the code enforcement program with updated regulations and additional staff resources. In addition, the City has funding through the Department of Housing and Urban Development (HUD) to purchase abandoned and unhabitable structures. The City should continue to monitor the success of this program and consider establishing an annual inspection program for residential rental properties funded through inspection fees. Another option for consideration is assigning code enforcement officers to specific areas of the City so they can become more familiar with the particular issues in each neighborhood and build relationships with residents and property owners.

3.2 Streets and Circulation

Street and circulation improvements are identified in Exhibit 15 and focus on improving neighborhood pedestrian connections, supporting the revitalization of West Main as the primary retail street, and increasing the quality of residential streets.

Streets and Circulation Actions

C-1. Improve the streetscapes of Long Avenue and West Main Street with upgraded sidewalks, curbing, light, and landscaping as the principal pedestrian streets in West Kelso.

- **a.** Complete construction of the West Main Streetscape Project.
- **b.** Develop a conceptual design for pedestrian improvements to Long Avenue and major intersections.

C-2. Improve the pedestrian crossings at major intersections as identified in Exhibit 15. Improvements may include textured crosswalks, improved pedestrian signal timing, reduced crossing distances, eliminating unnecessary crossings, and landscaping.

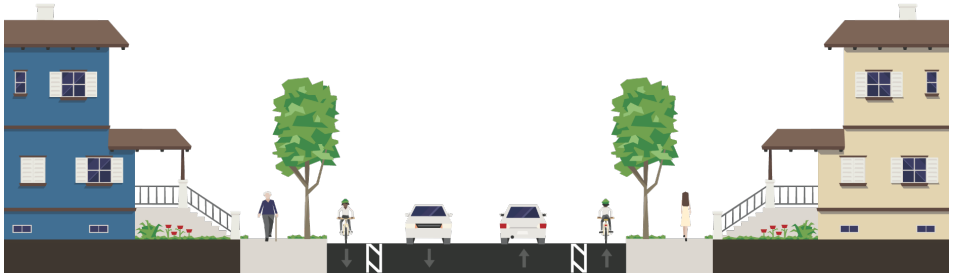
C-3. As reconstruction or maintenance occurs, add curbing and lighting with sidewalk improvements on local access/residential streets.

C-4. Vacate the Grant Street connection to 5th Avenue while maintaining pedestrian and bicycle access along Grant Street east of 5th Avenue, and vacate the street between 4th and 5th Avenues (see Exhibit 19).

Exhibit 15. Street and Circulation Plan

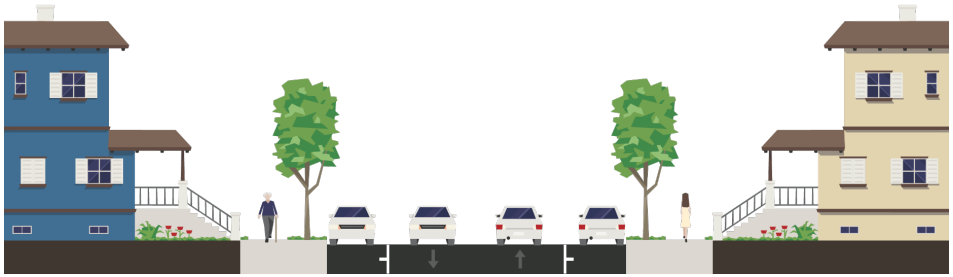
Source: BERK, 2015

Exhibit 16. Long Avenue Reconfigured with Buffered Bike Lanes



Source: DKS, 2015

Exhibit 17. Long Avenue Reconfigured with On-Street Parking



Source: DKS, 2015

Long Avenue and West Main Street Improvements

Reconfigure the paved cross-section of Long Avenue. The street is currently around 38 feet wide, with one travel lane in each direction. This leaves approximately 14 to 16 feet of underutilized paved street space (assuming 11 to 12 foot travel lanes). Long Avenue includes a five-foot sidewalk, and a five-foot landscape strip on each side along most of the roadway. The underutilized paved street surface between the curbs could be reconfigured to include buffered bike lanes (see Exhibit 16) or on-street parking (see Exhibit 17). These cost-effective changes would visually narrow the street width and reduce vehicle speeds. Bike facilities or increased on-street parking supply would be an added benefit.

Add street trees and pedestrian amenities along Main Street and 5th Avenue. Main Street, between Cowlitz Way and Catlin Street, and 5th Avenue, between Catlin Street and Cowlitz Way, are planned to be primary pedestrian corridors. To enhance the pedestrian experience, add street trees and pedestrian amenities (e.g. benches, trash bins, bike racks). This would extend the streetscape improvements recently constructed west of the Main Street/Catlin Street intersection.

Pedestrian Crossing Improvements

Crossing improvements at the Cowlitz Way/5th Avenue intersection. Currently, only the crosswalk on the east leg of the intersection is open across Cowlitz Way. This crossing is nearly 115 feet in length, and pedestrians have to navigate across a narrow pedestrian island separating right-turning vehicles from the through travel lanes. This crossing distance could be reduced to approximately 72 feet by removing the island at the northeast corner of the intersection and extending the curb to the edge of the traveled way. The channelized westbound right-turn could be replaced with a traditional right-turn lane with consideration for truck turning requirements.

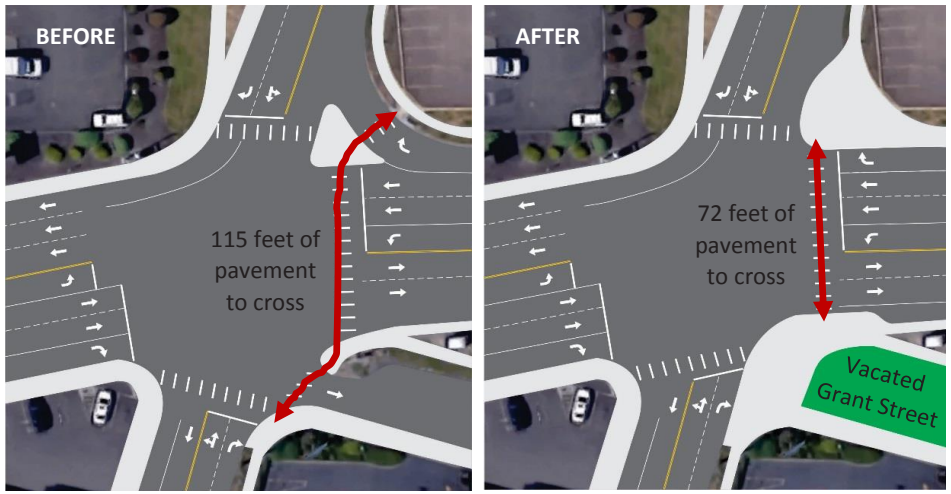
The curb at the southeast corner of the intersection could also be extended to the edge of the traveled way, and the recommended closure of the Grant Street approach to 5th Avenue could be replaced with a wide sidewalk. See Exhibit 18 and Exhibit 19 for more detail on the recommended improvements.

Providing a crosswalk on the west leg of the intersection should also be considered. The potential impacts to intersection traffic operations would need to be evaluated in cooperation with WSDOT.

Exhibit 18. Examples of Sidewalk Landscaping and Pedestrian Amenities

Source: NACTO

Exhibit 19. Concept for the Cowlitz Way/5th Avenue Intersection

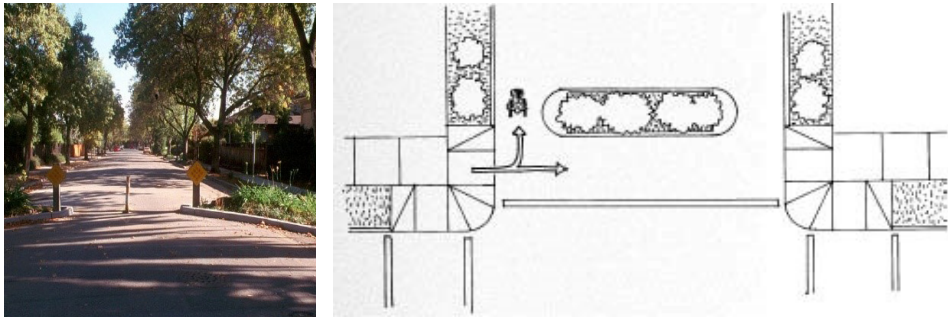


Source: DKS, 2015

Exhibit 20. Example of a Pedestrian Scramble and Textured Crosswalk at a Signalized Intersection

Source: Chicago Tribune; NACTO

Exhibit 21. Examples of Roadway Closure



Source: FHWA

Crossing improvements at the West Main Street/5th Avenue intersection. Extend the curb at each corner of the intersection to the edge of the traveled way (into the on-street parking lanes), and add textured crosswalks (see Exhibit 20). This will narrow the street and associated pedestrian crossing distance, increase pedestrian visibility, and slow travel speeds along the corridor. Consider implementing a pedestrian scramble crossing improvement at the intersection (see Exhibit 18) where all traffic stops for pedestrians crossing in all directions. This treatment would require modification of the signal timing.

Street Vacations

Vacate 6th Avenue between West Main Street and Grant Street. This could allow for expansion of the landscaped area near the Cowlitz Way/West Main Street intersection (see Exhibit 21). It would also eliminate the skewed approaches to Cowlitz Way that can obscure a driver's vision while entering traffic. The 6th Avenue connections are not needed; other streets provide access to the adjacent properties.

Close the Grant Street connection to 5th Avenue, and vacate the street between 4th and 5th Avenues. Grant Street intersects 5th Avenue, just south of Cowlitz Way. Although Grant Street operates with eastbound-only traffic flow between 4th and 5th Avenue, the 5th Avenue/Cowlitz Way intersection configuration remains awkward for drivers, and increases the crossing length for pedestrians crossing Cowlitz Way. Closing the street would allow the space to be repurposed for pedestrian and bicycle use only.

Sidewalk and Lighting Improvements

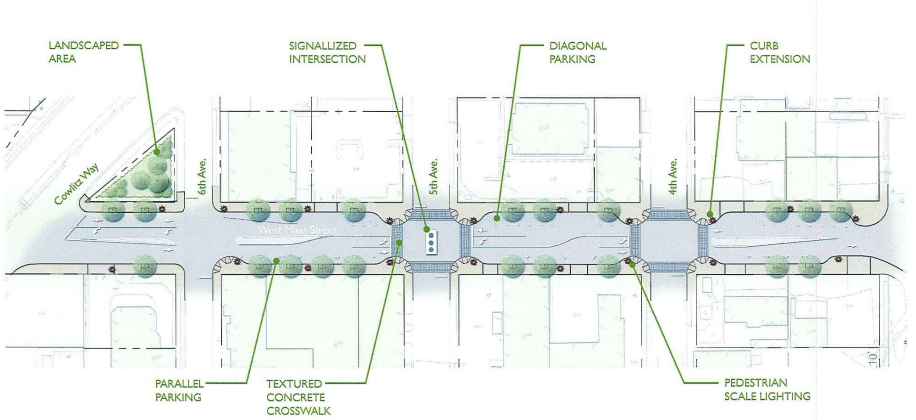
Improve lighting along residential streets, 2nd and 3rd Avenue, at the Cowlitz Way undercrossing. These local streets provide a means for pedestrians and bicyclists to cross under Cowlitz Way. While both of the streets have existing sidewalks and traffic volumes low enough to be appropriate for shared-bicycle travel, the undercrossing of Cowlitz Way is uninviting. These routes could be improved with pedestrian-scaled lighting.

Sidewalk infill. Complete sidewalk gaps along local streets, prioritize near Catlin Elementary School and connections to Cowlitz Way/Long Avenue intersection pedestrian crossing. A five-foot curb tight sidewalk strategy could be implemented in the study area to help reduce costs and right-of-way needs associated with the infill improvements.

West Main Streetscape Project

The West Main Streetscape Project is currently in the design phase and scheduled for construction in the near future. The project will include additional on-street parking, a road diet to two-travel lanes, improved pedestrian crossings, street trees, and lighting. See Exhibit 22 for the concept plan.

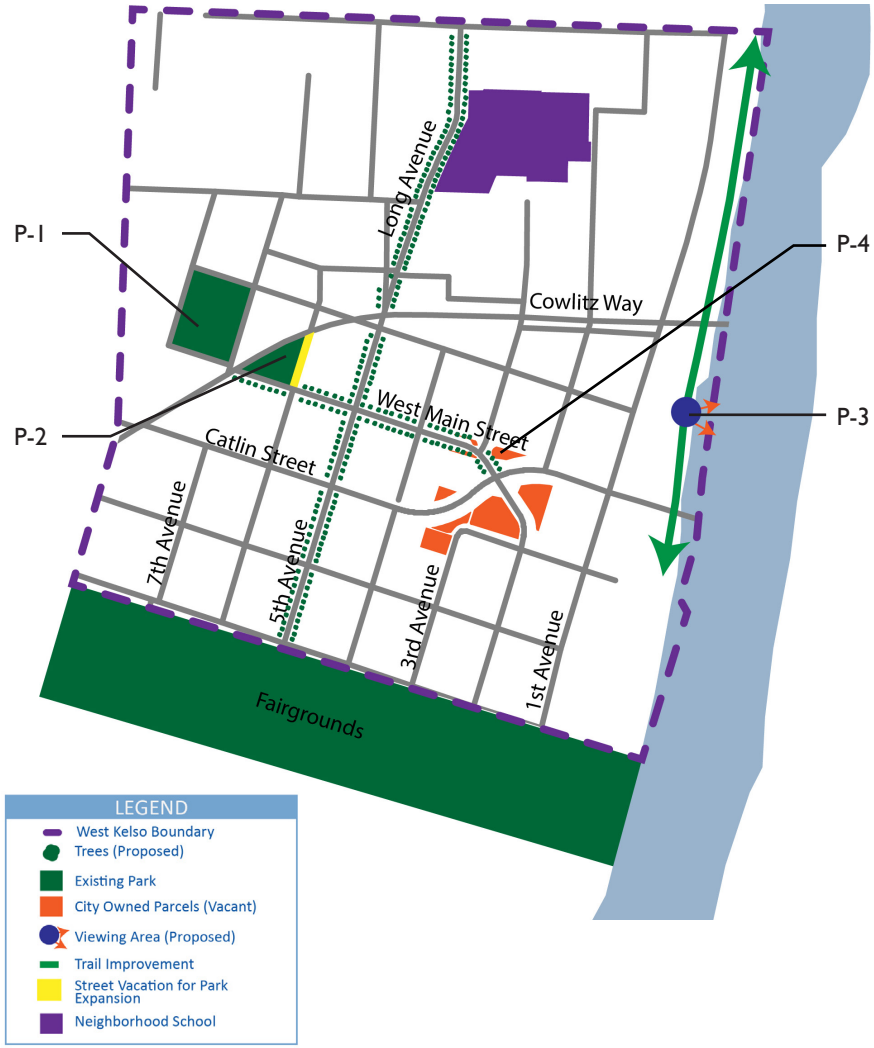
Exhibit 22. West Main Street Concept Plan



Source: Otak, 2015

The existing streetscape on West Main Street towards Cowlitz Way

Exhibit 23. Parks, Trails, and Public Spaces



Source: BERK, 2015

3.3 Parks, Trails, and Public Spaces

A healthy neighborhood requires access to parks, trails, and public spaces. The West Kelso neighborhood has existing parks and public spaces that could be improved to support the neighborhood vision and implementation of the guiding principles. Exhibit 23 identifies proposed park, trail, and public space improvements.

Parks, Trails, and Public Improvement Actions

P-1. Improve the park at Catlin Hall for year-round use.

- **a.** Establish a community garden.
- **b.** Improve the pedestrian entrances to the property.
- **c.** Install playground equipment.
- **d.** Install landscaping, lighting, and flexible event space.

P-2. Vacate 7th Avenue SW to expand Triangle Park as part of the West Main Streetscape Project.

- **a.** Create a public plaza with hardscape, landscaping, lighting, and seating improvements.

P-3. Improve the trail along the Cowlitz River with a riverfront viewing area to include seating, landscaping, public art, and interpretive signage.

- **a.** Develop trailhead with parking on the south side of the Allen Street Bridge.

P-4. Convert the landscaped area on the north side of the Catlin Street and West Main Intersection to a pedestrian-oriented plaza to include seating areas, public art, landscaping, and gateway elements.

Catlin Hall and Triangle Park Improvements

Improvements to open space at the Kelso Senior Center (Catlin Hall) and the expansion of Triangle Park are shown in Exhibit 24.

The existing open space at Catlin Hall can be improved with facilities to support year-round use as a park. Improvements include community gardens, playground equipment, flexible event space, better pedestrian connections to the street, seating and picnic areas, and the existing spray park. These improvements, along with programs and events, would attract more diverse users on a regular basis.

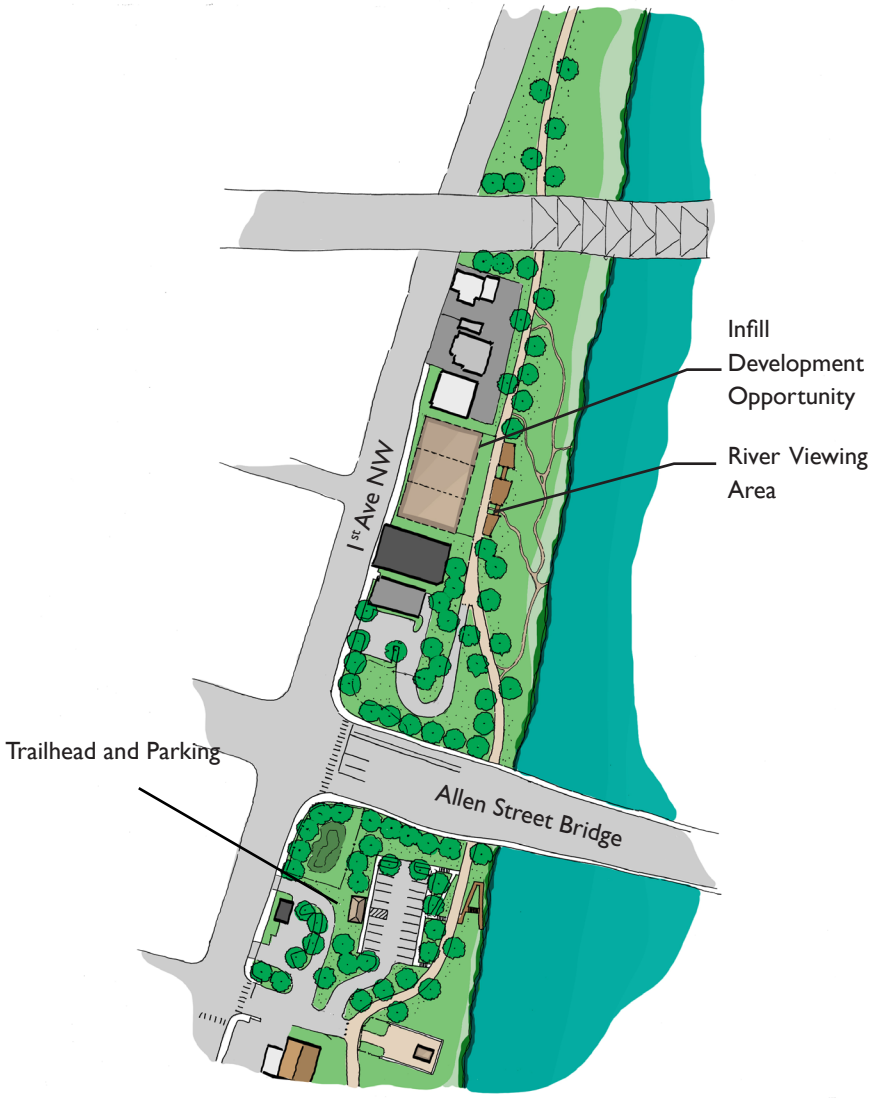
Triangle Park, located on the east side Cowlitz Way from Catlin Hall, is proposed for expansion by vacating the portion of SW 6th Avenue to the east. Improvements include landscaping, street trees, new hardscape, and seating areas that will better connect the retail area along West Main Street to Catlin Hall across Cowlitz Way. Another public plaza is shown in Exhibit 22 on the north side of Cowlitz Way to connect Triangle Park with Catlin Hall. However, the property is currently privately owned.

Exhibit 24. Catlin Hall and Triangle Park Improvements

Source: Mackay Sposito, 2015; MAKERS, 2015

The spray park at Catlin Hall

Exhibit 25. Cowlitz River Trail Improvements



Source: Mackay Sposito, 2015; MAKERS, 2015

Cowlitz River Trail Improvements

The existing trail and levee along the Cowlitz River are an opportunity to create a stronger connection to the waterfront in West Kelso. Exhibit 25 highlights the recommended improvements including a trailhead with parking south of the Allen Street Bridge, a waterfront viewing area with seating and interpretive signage, and additional landscaping and trees. Opportunities for multi-family development along the river also exist to take advantage of river views.

View from the existing riverfront trail southeast towards the Allen Street Bridge

3.4 Development Opportunities

West Kelso has significant development opportunities as shown in Exhibit 26. Parcels identified as redevelopment opportunities include:

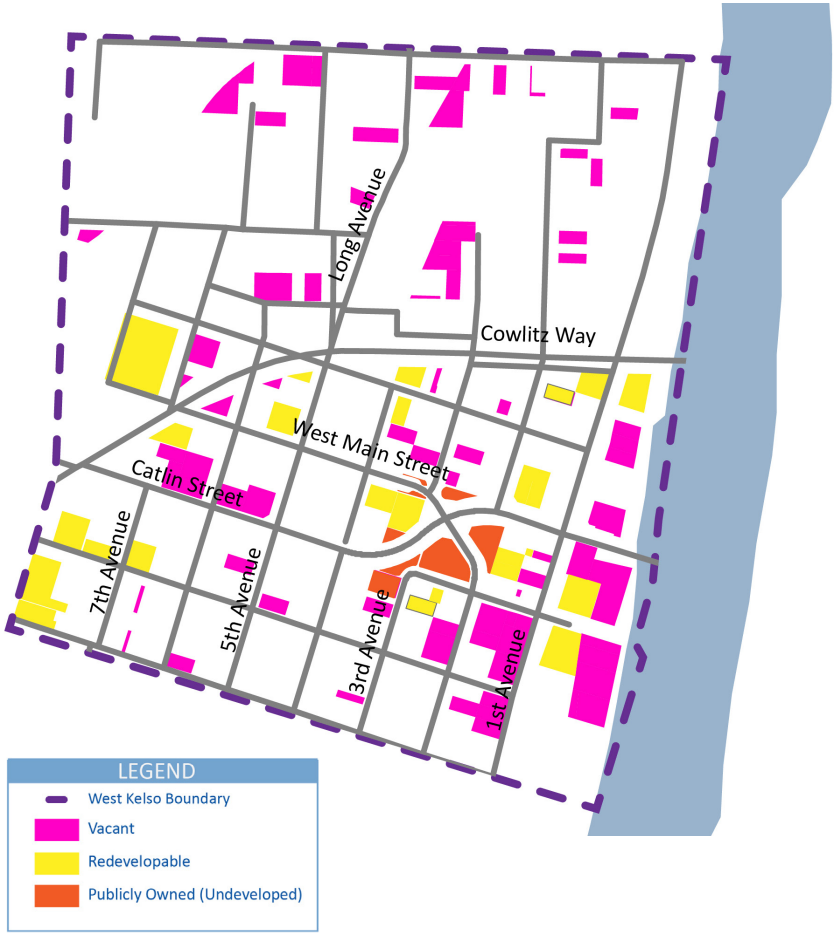
- Vacant: Parcels classified as vacant by the Cowlitz County Assessor
- Redevelopable: Parcels where the improvement value is 50% or less than the value of the land
- Publicly Owned (undeveloped): Parcels owned by the City of Kelso and currently vacant or undeveloped. The properties were acquired during Phase I of the West Main Realignment Project.

Development Opportunity Actions

D-1. Issue a request for proposals (RFP) to develop the publicly owned properties that are suitable for private development.

D-2. Contact property owners of vacant or redevelopable properties to discuss development opportunities, partnerships, and collaborative marketing opportunities.

Exhibit 26. Development Opportunities



Source: Cowlitz County Assessor, 2015; BERK, 2015

Exhibit 27. West Main and Catlin Public Property Development Concept

Source: Mackay Sposito, 2015; MAKERS, 2015

Northerly view across the West Main and Catlin Street intersection

West Main Street and Catlin Street Infill Development

The City acquired several properties for additional right-of-way as part of Phase I of the West Main Realignment Project. However, not all of the property was needed to accommodate the project and may be used for new public or private development. Exhibit 24 shows the publicly owned properties near the intersection of West Main and Catlin. Several of the parcels are too small to support additional development, but could be improved for further public use. As shown in Exhibits 27 and 28, the property on the north side of the intersection could support adjacent development while still accommodating an improved pedestrian-oriented plaza space. The properties to the south and east of the intersection could support additional development although the odd parcel shapes limit the type of buildings and land uses that could occur.

Exhibit 29 shows a potential concept for the parcel to the north of the Catlin and Main intersection if the City were to develop a plaza space with some active recreation opportunities. Ideally, the plaza would locate on Main Street away from the heavily-trafficked Catlin St (see location of plaza in Exhibit 28).

Some of the design features that could be developed as a result of new guidelines and regulations include those listed below (and depicted in Exhibit 28):

- The design guidelines would require "gateway" buildings to mark entrance to Main Street from Catlin Street.
- The plaza is located on Main Street away from Catlin traffic, but close enough to have a visual presence from Cowlitz, attract pedestrians, and anchor the eastern portion of Main Street.
- The plaza is activated by the adjacent ground floor active uses, outdoor seating, play equipment, and a food cart.
- Landscaping along Catlin buffers pedestrians and provides a beautiful entrance to West Kelso.
- Parking locates behind commercial buildings facing Main Street.
- Buildings along Main Street follow Pedestrian Overlay Design Guidelines to create a safe, comfortable and beautiful pedestrian zone.
- Street trees and landscaping unify Main Street while providing ecological benefits.

Existing public open space at the West Main and Catlin Street intersection

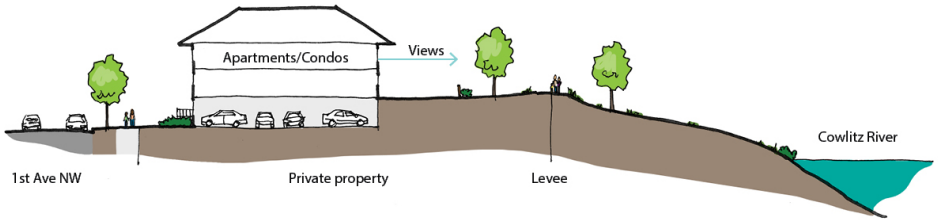
Exhibit 28. West Main and Catlin Rendering (Looking North across Catlin towards W. Main)

Source: MAKERS, 2015

Exhibit 29. West Main and Catlin Plaza Rendering (corner of Catlin and W. Main)

Source: BERK, 2015

Exhibit 30. Multi-Family Infill Development Section



Source: MAKERS, 2015

Riverfront Multi-Family Development

There are opportunities for multi-family infill development along the Cowlitz River that takes advantage of riverfront views from upper stories. Exhibit 30 shows infill development between 1st Ave NW and the river levee with parking on the first floor and two stories of residential units above with river views. The "eyes on the trail," both from upper story windows and from ground floor connections and private yards, would help to make the trail feel safe. Exhibit 31 shows the river views from the third story residences. Exhibit 32 shows an example of a riverfront multi-family development in Renton, WA.

Exhibit 31. View from the 3rd Story of Multi-Family Riverfront Development

Source: Google Earth, 2015; MAKERS, 2015

Exhibit 32. Riverfront Multi-Family Development Example

Source: MAKERS, 2015

3.5 Organizational Development

Organizational Development Actions

O-1. Collaborate with West Kelso residents and businesses to establish a business and neighborhood revitalization organization focused on supporting businesses and neighborhood revitalization.

- **a.** Support the initial funding of the organization during the first year with a service agreement with the City for neighborhood revitalization efforts.

O-2. Support volunteer neighborhood cleanup efforts.

Neighborhood/Business Improvement Organization

The City should support and facilitate the establishment of a neighborhood revitalization organization based on the Main Street Approach. Ideally the organization will become a 501(c)3 charitable organization for fundraising purposes. The organization should include business owners, residents, members of other existing community organizations, and the City. The City could provide some initial funding for the organization through the establishment of a service agreement based on neighborhood and business revitalization objectives. The organization would be charged with:

- Organizational development and fundraising
- Business recruitment and retention
- Organizing community events
- Marketing
- Small-scale improvements and landscape maintenance
- Managing public spaces

Recent development at the West Main and Catlin Street intersection

Existing businesses along West Main Street

A new outpatient drug treatment facility on West Main Street

If successful, the organization should seek designation under the Washington Main Street Program. Designation under the program allows for donations to be made to the organization from businesses by donating a portion of their Business & Occupation (B&O) tax in exchange for a 75% credit from the WA Department of Revenue (DOR) and a charitable tax deduction.

3.6 Public Health and Safety

Public Health and Safety Actions

PH-1. Consider establishing an "Angel Initiative" program modeled after the program in Gloucester, MA. The program involves the City providing amnesty from arrest to addicts that request assistance from the City and are successfully enrolled in treatment.

Substance Abuse Treatment

The City of Kelso, including West Kelso, is faced with serious issues related to drug abuse and related crime. This is a challenge faced by many rural areas impacted by a decline in the resource-based economy. Fortunately, Kelso can draw from strategies used in these communities to deal with this issue. For instance, the City of Gloucester, MA developed a program in which anyone who came to the police asking for help with drug addiction would not be arrested and would be placed into treatment. The program, called The Angel Initiative, has been very effective in increasing the number of people in treatment. The program has now been modeled by many other communities. The program also connects addicts with a local person, deemed an "angel," to provide support as they seek treatment.

4.0 IMPLEMENTATION

The detailed implementation plan, including the action, time frame, responsible party, cost estimates, and relevant guiding principles are identified in Exhibit 33. The last column of the table below matches implementation actions with related guiding principles identified in **Section 2.0 VISION AND GUIDING PRINCIPLES.**

Exhibit 33. Implementation Plan

Action #	Action	Time frame	Responsibility	Cost	Guiding Principles
Land Use and Zoning					
LU-1	Implement the Future Land Use and Zoning Map amendments identified in Exhibit 6 and Exhibit 7.	Immediate	Community Development	Staff time	3, 9, 10
LU-2	Adopt the development regulations for the Main Street Pedestrian Overlay as contained in Appendix A.	Immediate	Community Development	Staff time	9, 10
LU-3	Develop and adopt design guidelines for the commercial/mixed-use development and multi-family development consistent with the recommendations of this plan.	1-3 years	Community Development, Consultant Support	$15k to $20k	10
LU-4	Eliminate the mixed-use requirement for multi-family development in the commercial zone outside of the Main Street Pedestrian Overlay.	Immediate	Community Development	Staff time	4

Action #	Action	Time frame	Responsibility	Cost	Guiding Principles
LU-5	Maintain and monitor the success of the City's property and building maintenance enforcement program. a. Establish an ombudsman program within the existing code enforcement program where enforcement officers are assigned to specific neighborhoods. b. Consider establishing an annual inspection program for residential rental properties.	Ongoing	Community Development	Staff time HUD Funding Inspection Fees	1, 2, 3, 7, 10
Streets and Circulation					
C-1	Improve the streetscapes of Long Avenue and West Main Street with upgraded sidewalks, curbing, light, and landscaping as the principal pedestrian streets in West Kelso. a. Complete construction of the West Main Streetscape Project. b. Develop a conceptual design for pedestrian improvements to Long Avenue and major intersections.	3-5 years	Community Development and Public Works	Restriping: $2/ linear foot Street Trees: $40/linear foot	1, 2, 3, 9, 10
C-2	Improve the pedestrian crossings at major intersections as identified in Exhibit 15 Improvements may include textured cross walks, improved pedestrian signal timing, reducing crossing distances, eliminating unnecessary crossings, and landscaping.	3-5 years	Community Development and Public Works	Cowlitz/5th Avenue: $50k	1, 2, 3, 9, 10

Action #	Action	Time frame	Responsibility	Cost	Guiding Principles
C-3	As reconstruction or maintenance occurs add curbing and lighting with sidewalk improvements on local access/residential streets.	Ongoing	Community Development and Public Works	Sidewalk Improvements: $15/linear foot Lighting: $160/ linear foot	2, 3, 9, 10
C-4	Vacate the Grant Street connection to 5th Avenue while maintain pedestrian and bicycle access along Grant Street east of 5th Avenue, and vacate the street between 4th and 5th Avenues.	1-3 years	Community Development and Public Works	$10k	1, 2, 7, 9, 10
Parks, Trails, and Public Spaces					
P-1	Improve the park at Catlin Hall for year-round use.			$600k to $700k	1, 2, 3, 5, 6, 10
P-2	Vacate 7th Avenue SW to expand Triangle Park as part of the West Main Streetscape Project.			$200k to $235k	1, 2, 3, 5, 6, 9, 10
P-3	Improve the trail along the Cowlitz River with a riverfront viewing area to include seating, landscaping, public art, a trailhead with parking, and interpretive signage.			$800k to $900k	1, 2, 3, 5, 6, 7, 9, 10
P-4	Convert the landscaped area on the north side of the Catlin Street and West Main Intersection to a pedestrian-oriented plaza to include seating areas, public art, landscaping, and gateway elements.	1-3 years	Community Development and Public Works	$50k	1, 2, 3, 6, 9, 10

Action #	Action	Time frame	Responsibility	Cost	Guiding Principles
Development Opportunities					
DO-1	Issue a request for proposals (RFP) to develop publicly owned properties that are suitable for private development.	1-3 years	Community Development	Staff time	4, 5, 7, 8
DO-2	Contact property owners of vacant or redevelopable properties to discuss partnerships, development opportunities, and marketing opportunities.	Immediate	Community Development	Staff time	4, 5, 7, 8
Organizational Development					
O-1	Collaborate with West Kelso residents and businesses to establish an organization focused on supporting businesses and neighborhood revitalization.	Immediate	Community Development	Staff time, $10k in seed money (HUD funding).	4, 7, 8
O-2	Support volunteer neighborhood cleanup efforts.	Immediate	City of Kelso	Staff time, $5k to support clean-up logistics	1, 2, 3, 7
Public Health and Safety					
PH-1	Consider establishing an "Angel Initiative" program modeled after the program in Gloucester, MA. The program involves the City providing amnesty from arrest to addicts that request assistance and are successful in enrolling in treatment.	Immediate	City of Kelso	Staff time; partnerships with treatment providers; Local volunteers	1, 2, 3, 5, 6, 7

WEST KELSO SUBAREA PLAN

Appendix A: Background

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MAKERS Architecture and Urban Design

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Plan Overview

Development of the West Kelso Subarea Plan took place during 2015 and early 2016. The process included a resident and property owner survey, stakeholder interviews, an Existing Conditions Report, two public workshops, an Alternatives Summary and this final product which includes a detailed preferred alternative.

The document provides an introduction to the project, introduces the vision and guiding principles that direct the plan, lays out the plan concept and actions based on the preferred alternative, and provides a matrix for implementing the various actions. The second half of the document profiles the public involvement process, reviews the three alternatives considered (including a No Action alternative), and summarizes the background information identified in the Existing Conditions Report.

1.0 PUBLIC INVOLVEMENT

A public engagement plan was developed at the beginning of the project. The plan provided a description of the process of involving a broad selection of the public and stakeholders who may be impacted by or invested in the West Kelso Subarea Plan and its recommendations. The plan included goals, methods, and specific activities to be used for engagement.

A postcard was sent to addresses in West Kelso and the tax address for property owners in West Kelso. This postcard provided information about the project website, a project email address, and the date and location for two public workshops. In addition, it directed recipients to a survey, described below.

1.1 Survey

An online survey was open from early September through early November 2015. The survey solicited feedback from the community and stakeholders about their relationship to West Kelso and their priority concerns. There were 56 respondents.

Survey questions included:

- What are West Kelso's greatest assets?
- How can we get more community members involved in the process?
- What do you see as some key opportunities for improving the standard of living in West Kelso?
- What are some of the most important issues to address in this plan?
- What would you like to see accomplished with this plan?

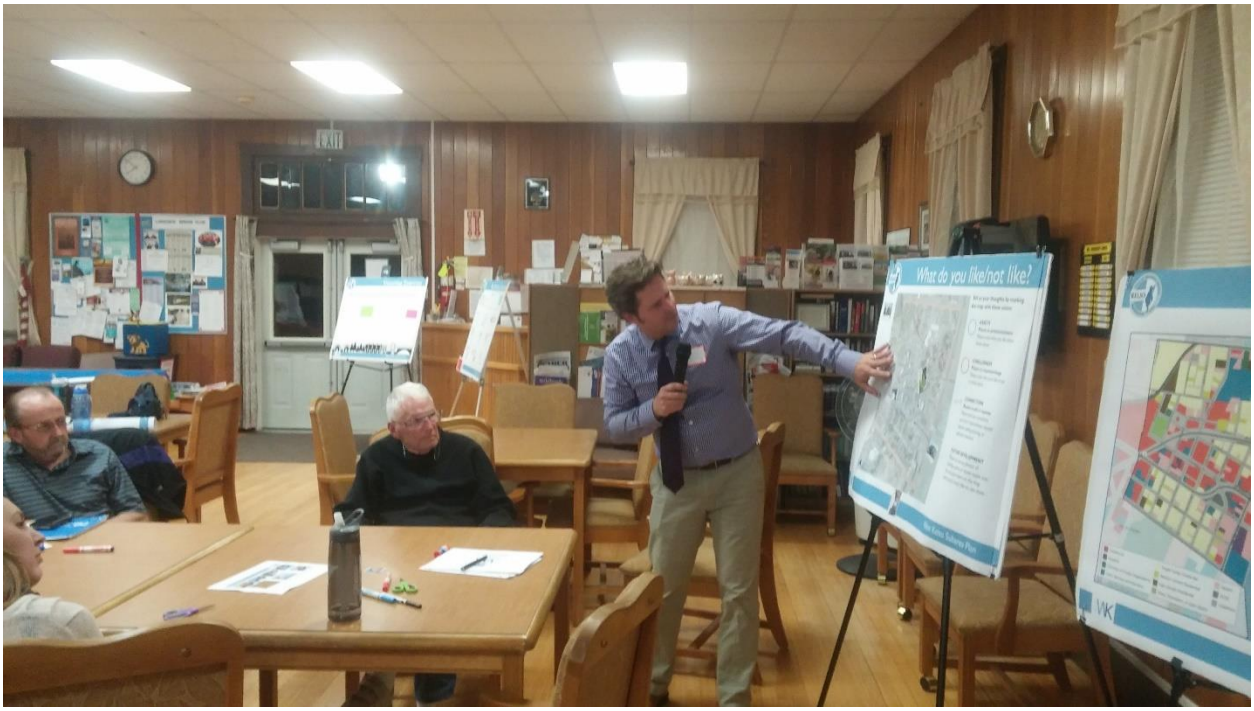
Survey respondents identified drug use, crime, and economic development/jobs as the most important issues to be addressed in the plan.

1.2 Workshops

Workshop 1

The first public workshop for the West Kelso Subarea Plan was held on September 20, 2015 at Catlin Hall. Approximately 25 people attended. The workshop included a presentation on existing conditions, an open house display of existing conditions and opportunities for input, as well as a mapping exercise that asked participants to identify assets and challenges in the neighborhood, and to make suggestions for future land uses and design concepts.

Exhibit 1. Workshop Mapping Exercise



Source: BERK, 2015; MAKERS, 2015

Challenges identified by workshop participants include stagnant rental rates; the lack of neighborhood gateways; drug addiction and related crime, a lack of property maintenance and disinvestment; homelessness; uncertainty about future development potential and property values; traffic; parking; and, a lack of local restaurants and businesses.

Opportunities for improvement identified include lighting on Main Street and Catlin Street, plazas near the new street realignment, trees, trails, street art, new townhouses, home improvement assistance, a woonerf[1], improving West Main Street, and storefront retail.

Overall discussion themes that emerged from the workshop included concerns about public safety and drug use; property and building maintenance; Phase II of the West Main Street Realignment Project; support and opposition for maintaining single family neighborhoods; and, additional input on topics such as youth activities, waterfront connections, support for local businesses, and improved pedestrian and park facilities.

Workshop 2

A second public workshop for the West Kelso Subarea Plan was held on November 19, 2015 at Catlin Hall. Approximately 15 people attended. The workshop included an open house display of land use alternatives, design options, and public outreach results; a presentation on alternatives, design standards, and additional revitalization strategies; and, a survey and group discussion about the proposed land use alternatives.

Workshop survey responses indicated that most attendees preferred the Alternative 1 land use plan. These respondents were particular supportive of design alternatives such as pedestrianizing Main Street and improving the Spray Park. Other design alternatives that were supported include vacating the street

[1] A woonerf is a road which uses design elements to reduce or slow the flow of traffic.

near Triangle Park to expand the park, improving the trail along the river, converting the area north of Catlin and Main Streets to a plaza space, and redeveloping the vacant parcels south of Catlin and Main to park or open space. The survey responses also indicated that workshop participants were supportive of the vision statement.

Exhibit 2. Workshop Attendees Listen to Presentations

Source: BERK, 2015; MAKERS, 2015

Survey responses also indicated support for street art, street lighting, public plazas, pocket parks, riverfront viewing areas, and storefront improvements. Those survey-takers in attendance would like to see the city take more action on policing programs to help place those dealing with drugs in treatment, enforcement of nuisance laws, blight and vacant property laws, and the purchase by the city and redevelopment of distressed property. Lastly, neighborhood watch, community clean-ups, and a local business organization were actions that survey-takers would like to see more of through partnerships and community groups.

2.0 ALTERNATIVES

As part of the subarea planning process, three alternative land use and design scenarios were considered for West Kelso's future. One of the alternatives is a No Action Alternative, which proposed no changes to the current regulations. Alternatives 1 and 2, however, considered varying opportunities for changing land use and design regulations that would lead to future change in the built environment and the character of the neighborhood. The three alternatives are outlined below.

2.1 No Action Alternative

The No Action Alternative maintains the existing zoning designations for the study area including the Commercial West Kelso, Residential Multi-Family, Residential Single-Family-5, Open Space, and Major Retail Commercial Zones. Existing development standards would also be maintained. This existing zoning pattern concentrates single-family zoning (minimum lot size of 5,000 square feet) in the north, south, and

northeast areas of West Kelso. The central business district around West Main, Catlin and Cowlitz Way are zoned with a West Kelso-specific commercial zone. The remaining areas are predominantly zoned for multi-family with a minimum lot area per unit of 1,350 square feet and a maximum density of 32 units per acre.

2.2 Alternative 1

Alternative 1 maintains the existing zoning districts in the study area, but modifies the existing zoning district boundaries. A pedestrian-oriented design overlay is applied to the properties that front on West Main Street from the Allen Street Bridge to Cowlitz Way. New development within the overlay will require active first floor uses with pedestrian-oriented design. Key changes compared to the No Action Alternative, which are illustrated in Exhibit 3, include:

- Expanded RMF Zoning District boundary to include the RSF-5 zoned properties in the northeast corner of the study area around NW 3rd Avenue.
- Expanded RMF Zoning District Boundary south of Catlin Street in support of Phase II of the West Main Realignment Project. This action should be dependent on the completion of Phase II. This RMF zoned area is also intended to provide a buffer between the CWK Zone and the RSF-5 Zone to the south.
- Added Pedestrian Overlay on West Main Street and surrounding parcels.

Exhibit 3. Alternative 1 – Proposed Zoning Map

Source: BERK, 2015

2.3 Alternative 2

Alternative 2 is similar to Alternative 1 except existing RSF-5 zoned areas are converted to a new Mixed-Residential Zone that allows a mix of residential development types, including single-family homes, duplexes, triplexes, and smaller scale multi-family up to approximately 17 units per acre. Alternative 2 also includes the Main Street Pedestrian Overlay, but it doesn't extend to the east beyond the Catlin and West Main intersection. Key changes compared to the No Action Alternative, which are illustrated in Exhibit 4, include:

- New Mixed Residential Zone (MR) applied to the properties between Washington and Lincoln Streets (formerly RSF-5) and transition of the RSF-5 areas in the north and north east of the neighborhood to MR.
- Application of RMF Zoning District to those parcels north of Lincoln to create a buffer between the multi-family and commercial areas.
- Expand the CWK Zone south of Catlin Street in support of Phase II of the West Main Realignment Project. This action should be dependent on the completion of Phase II.
- Added Pedestrian Overlay on West Main Street and surrounding parcels, but unlike Alternative 1 it does not include properties that front on Catlin Street or on West Main east of Catlin Street.

Exhibit 4. Alternative 2 – Proposed Zoning Map

Source: BERK, 2015

2.4 Additional Options

Additional options were provided as part of the alternatives discussion. These options were organized into the following categories:

- **Public improvements**, such as street art, street lighting, signage, public plazas, riverfront viewing areas, and more.
- **Municipal action**, such as a policing program to help place those dealing with drug addiction in treatment, enforcement of nuisance laws, stricter blight and vacant property laws, and more.
- **Partnerships and community groups**, such as implementing a neighborhood watch, holding community clean-ups, and formation of a local business or main street organization.

Attendees at Workshop 2 expressed support for the additional options suggested. These recommendations are incorporated into the preferred alternative.

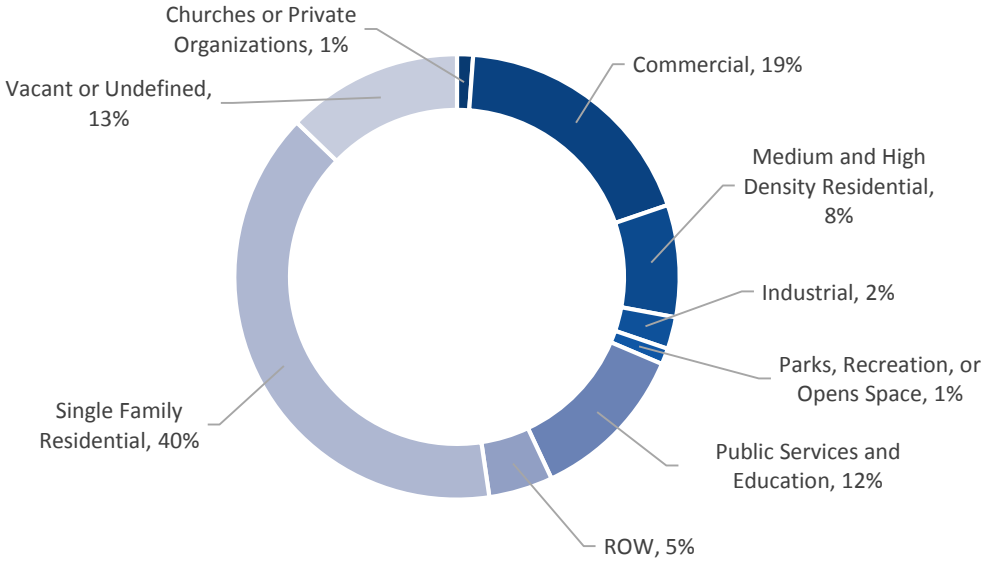
3.0 BACKGROUND

The existing condition information used in the development of the plan is summarized below. For more detailed information on existing conditions see the full Existing Conditions Report.

3.1 Land Use

West Kelso's current land use pattern is dominated by single-family residential and commercial uses. Vacant land, public services, and education are also significant. See Exhibit 5 for distribution of land use acres.

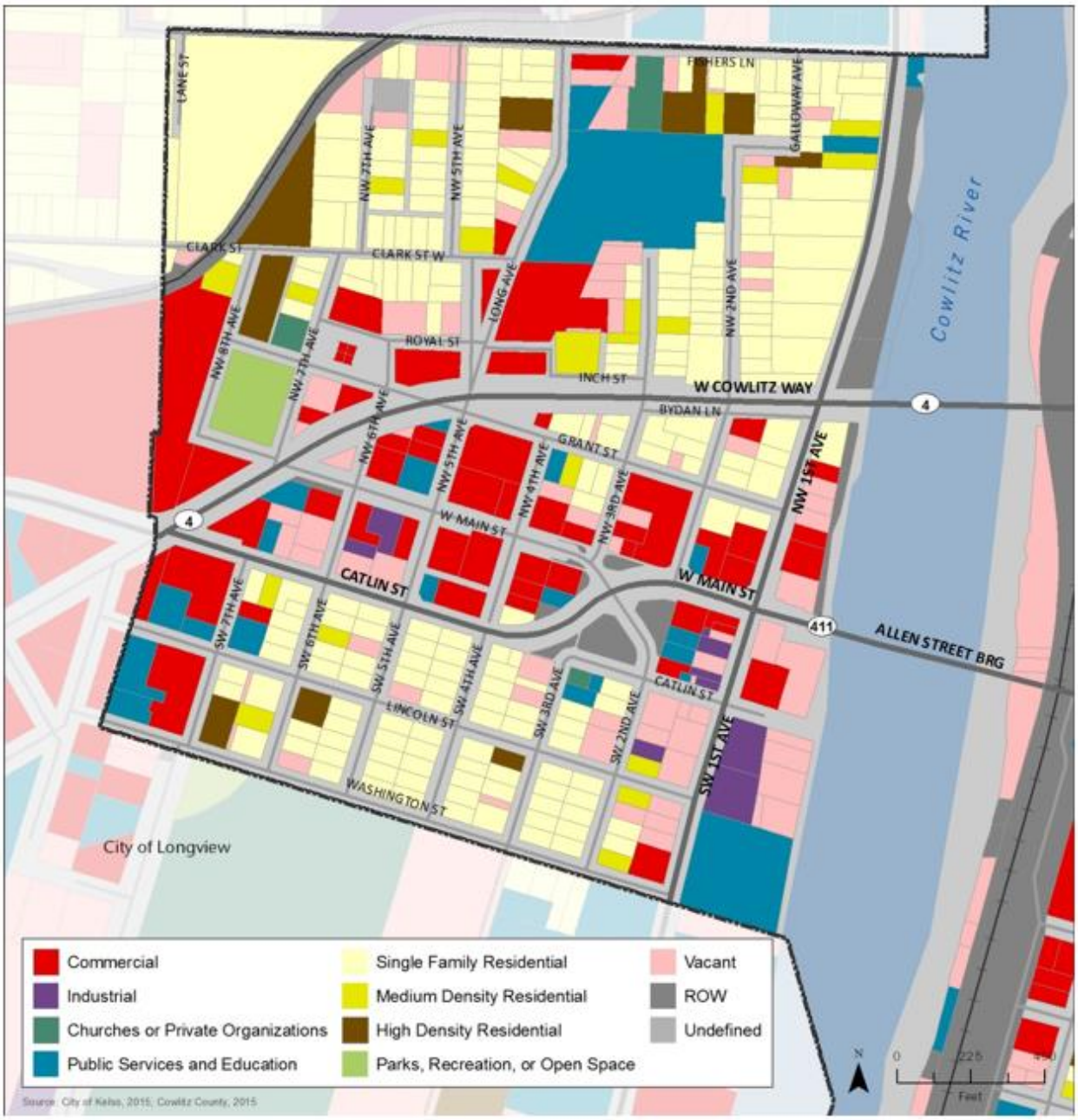
Exhibit 5. Distribution of West Kelso Land Use (2015)



Source: City of Kelso, 2015; BERK, 2015.

Exhibit 6 shows existing land use by parcel for the West Kelso neighborhood. Eleven acres of land in the district are classified as vacant or undeveloped, which includes parking lots in the commercial areas that are serving land use on-site. Additional on-street parking may allow for the conversion of surface parking lots to buildings.

Exhibit 6. West Kelso Land Use Map (2015)



Source: City of Kelso, 2015; BERK, 2015.

Surrounding land uses include Longview's commercial area along Route 4 and Washington Way and Downtown Kelso across the Cowlitz River to the east. Lower density residential is located in Longview on the hill to the north of West Kelso, with some open space and the Cowlitz County Conference Center and Jail to the south.

The majority of existing structures in West Kelso are built before 1950.

Zoning

Zoning districts implement the future land use map, which designates the entirety of West Kelso as a special study area per the 2015 Comprehensive Plan update. The special study area designation will be amended with an updated future land use map for the district based on the completion of the West Kelso

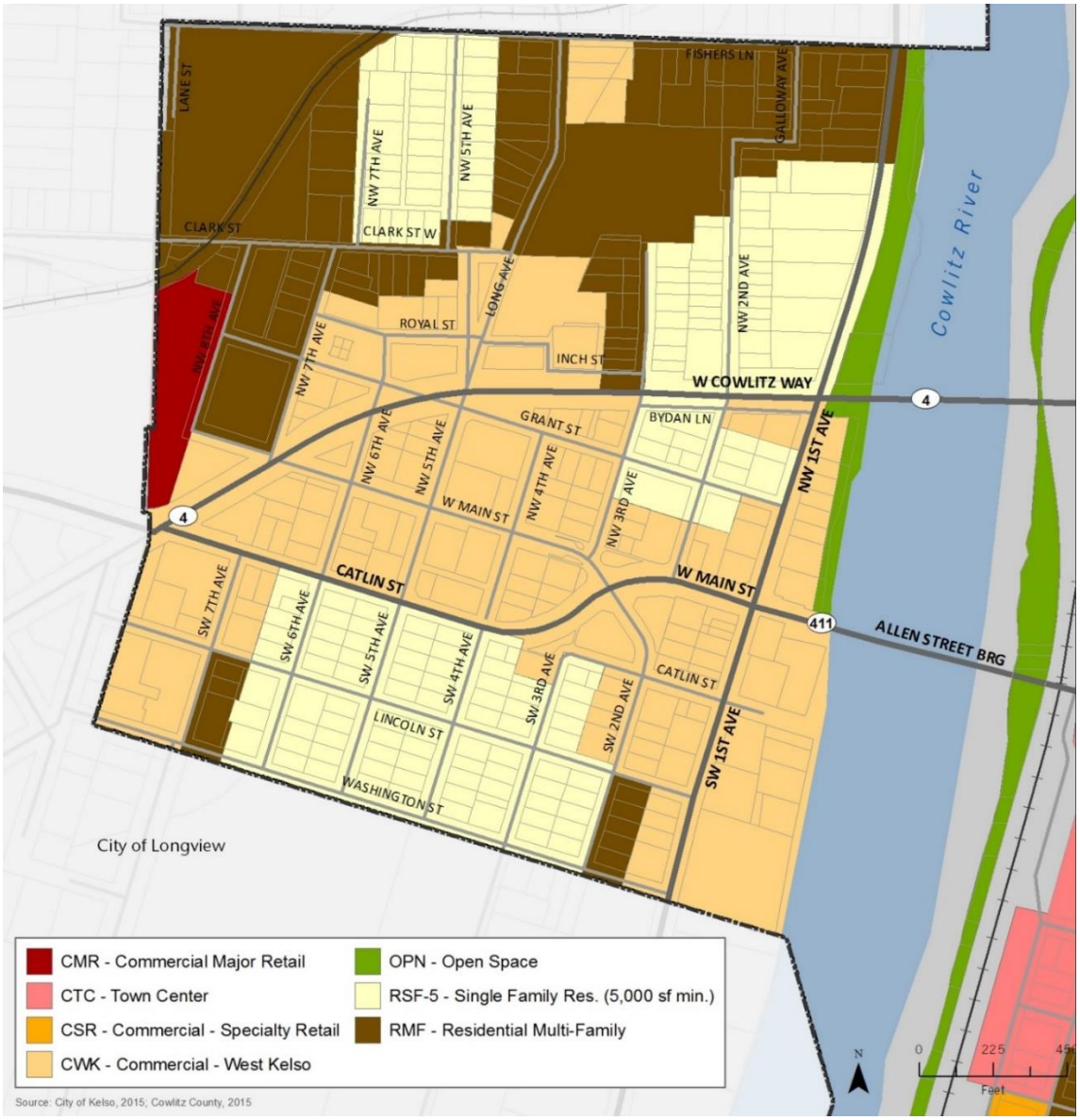
Subarea Plan. Current zoning acreage in West Kelso is shown in Exhibit 7 and a map of current zoning is shown in Exhibit 8.

Exhibit 7. West Kelso Zoning Acres (2015)

Category	Acres
CWK: Commercial West Kelso	41.0
Major Commercial	2.6
OPN: Open Space	0.5
RMF: Residential Multi-Family	20.0
RSF-5: Single-Family Residential (5,000 s.f. min)	23.0
Total	86.6

Source: City of Kelso, 2015; BERK, 2015.

Exhibit 8. West Kelso Existing Zoning Map (2015)



Source: City of Kelso, 2015; Cowlitz County, 2015.

3.2 Built Environment

Character

West Kelso has some distinct districts—a traditional business core, commercial areas, and residential zones—each with unique characteristics. However, the overall character of West Kelso is largely determined by the small block size, approximately 220 by 250-foot block faces, which greatly benefits West Kelso's walkability. This is particularly true south of W Cowlitz Way. A side effect of small blocks is that storage and service-related land uses front streets, causing some side streets (the north-south Avenues) to have a "gritty" character. See "Commercial/Light Industrial Areas" below for further discussion on this. The major character concentrations are described below.

Business District

The half block north and south of West Main Street between 6th Avenue and 1st Avenue is the traditional business core. Pedestrian-oriented, commercial buildings line Main Street to create the feel of a traditional "main street." Buildings were frequently built with street frontages and zero-lot-lines (i.e., side-by-side). Relatively wide sidewalks provide a comfortable walking environment.

Exhibit 9. Historic Buildings on Main Street at 1st Avenue

Source: MAKERS, 2015.

The older West Kelso buildings (see Exhibit 9 and Exhibit 10) are generally more modest than those found downtown, but are scaled for humans and provide good "bones" for a neighborhood center. Some buildings appear to be early 1900s western commercial buildings, such as those pictured below. They are generally one or two stories and have many of the characteristics that make a pleasant pedestrian environment, such as transparent storefronts, articulation at regular intervals, frequent entries, and building fronts built up to the sidewalk. However, several spaces in these buildings are currently vacant and the buildings appear to be in need of substantial rehabilitation.

Exhibit 10. Older commercial buildings on Main Street between 5th and 6th Avenues

Source: MAKERS, 2015.

Auto-Oriented Commercial

Many auto-oriented developments line W Cowlitz Way, especially on the west side of West Kelso. These buildings are characterized by large setbacks from the street, drive-through uses, and/or parking between the business entry and the street (See Exhibit 11).

Exhibit 11. Auto-Oriented Commercial Development on W Cowlitz Way Near Main Street

Source: MAKERS, 2015.

Commercial/Light Industrial Areas

Some West Kelso buildings look appropriate for light industrial uses with garage doors and sometimes long blank walls, such as the building in Exhibit 12. These are generally located near the business core, a

block or two back from Main Street or on side streets, without detracting from the main street environment.

Exhibit 12. Commercial Building Appropriate for Lght Industrial Uses on Catlin Street
(Currently used as a brewery distribution center)

Source: Google Street View, 2013.

Residential Areas

Residential areas lie north and south of the commercial core. Most homes are single-family houses built between 1910 and 1925 of styles typical to the Pacific Northwest (e.g., bungalows). Some houses are dated from the late 1800s, two of which are listed on the Washington Historic Register (see Exhibit 13), and others are from the 1940s, 1950s and later. A few multi-family developments are interspersed in the neighborhood.

Exhibit 13. The Nat Smith House, a Historic Register Property

Source: MAKERS, 2015.

Most residential areas are well-maintained and feel comofortable and safe due to the small blocks, human scale of the homes, and safe sidewalks. However, between the Catlin Elementary School grounds and

Cowlitz Way, a small residential area is challenged with some vacant and unkempt homes and a perception of crime.

Edges and Barriers

West Kelso is bounded by natural and built features. The Cowlitz River runs along the eastern boundary, separating West Kelso from downtown Kelso. Because the levee raises the ground level significantly around the river, the river is not an easily accessible amenity, and the levee acts as a barrier, as depicted in Exhibit 14.

Exhibit 14. River Levee (as seen from 1st Avenue at Main St) Acts as a Barrier

Source: MAKERS, 2015.

Gateways

Major gateways include the two bridges over the Cowlitz River, the Allen Street Bridge (see Exhibit 15), and the Cowlitz Way/Highway 4 Bridge (see Exhibit 16). These two gateways carry people from Kelso and I-5 and naturally act as major signifiers of entry into a different neighborhood.

Exhibit 15. Highway Signs on the Allen Street Bridge

Source: Google Earth, 2015.

Exhibit 16. Cowlitz Way/Highway 4 Bridge Entry into West Kelso

Source: Google Earth, 2015.

Views

Both bridges provide views of the river, Kelso, West Kelso, and surrounding hills. The trail running along the levy, shown in Exhibit 17, also provides views of the Cowlitz River.

Exhibit 17. Views from Trail

Source: MAKERS, 2015.

Landmarks

Landmarks in or near West Kelso include:

- The Senior Center and Spray Park (see Exhibit 18)
- The historic building and mural on Main St near 1st Avenue (see Exhibit 19)
- The bridges
- The Cowlitz River
- The Columbia and Longview Hills
- Catlin Elementary School
- Red Leaf Coffee
- New landscaped areas around the Main St realignment
- Historic homes
- A variety of stores with unique, eye-catching decorations

Exhibit 18. Senior Center and Spray Park

Source: MAKERS, 2015.

Exhibit 19. Historic Building with Mural

Source: MAKERS, 2015.

3.3 Economic Conditions

Economic conditions in West Kelso are challenged by the low household incomes, high poverty rates, and decreasing employment that characterize Kelso as a whole. Exhibit 20 shows an increase in poverty levels in every category between 2000 and the 2009 – 2013 American Community Survey.[2] The percentage of Kelso families with children under 18 living in poverty almost doubled during this time period.

Exhibit 20. Poverty Levels

	2000	2009 - 2013
All Families	16%	23%
Families with children under 5 years	29%	36%
Families with children under 18 years	22%	41%

Source: U.S. Census Bureau, 2000 and 2009 – 2013 American Community Survey ; BERK, 2015

During this period of analysis the median household income in Kelso grew less than $6,000, or approximately 1.6% a year, to $35,381. See Exhibit 21.

Exhibit 21. Income Trends

	2000	2009 - 2013
Per Capita Income	$15,162	$16,431
Mean Family Income	$29,722	$35,381
Median Family Income	$36,784	$43,179

[2] Please note that Exhibit 20 through Exhibit 23 display data from the U.S. Census American Community Survey 2009 – 2013 5-Year Estimates. These data are based on surveys conducted over a five year period. This period includes the most recent recession. Therefore income, poverty, and employment statistics are expected to reflect the impacts of the recession. These data do not show the extent to which West Kelso has recovered (or not) from the recession and, as a result, may exaggerate economic declines since 2000.

Source: U.S. Census Bureau, 2000 and 2009 – 2013 American Community Survey; BERK, 2015

The percentage of those over 16 in the workforce that are employed decreased 9% while the total number of unemployed almost doubled. See Exhibit 22.

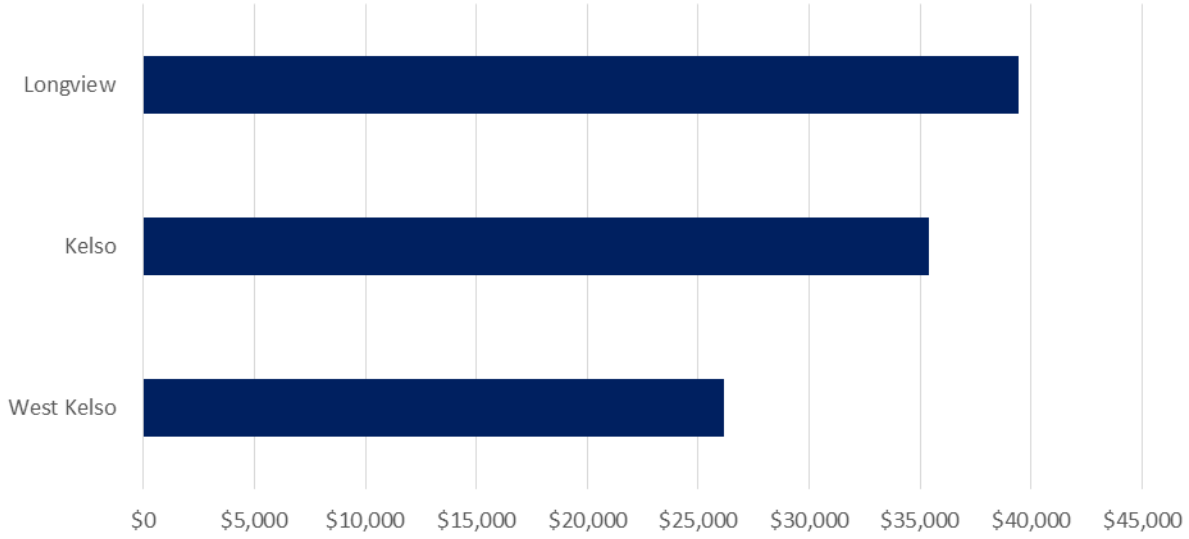
Exhibit 22. Employment Trends

	2000		2009 - 2013	
	Number	Percent	Number	Percent
Employed	4,590	51%	3,922	42%
Unemployed	597	7%	1,051	11%

Source: U.S. Census Bureau, 2000 and 2009 – 2013 American Community Survey; BERK, 2015

West Kelso has a lower median income than the City of Kelso as a whole or the City of Longview, as shown in Exhibit 23. According to the 2009 - 2013 American Community Survey, West Kelso has a median income of $26,165, compared to $35,381 in Kelso as a whole and $39,422 in Longview.

Exhibit 23. Median Income in West Kelso, Kelso, and Longview



Source: U.S. Census Bureau, 2009 - 2013 American Community Survey

Market Conditions

Together, Kelso and Longview serve as the regional center for the surrounding western Cowlitz County communities. With additional shopping and services options located 45 minutes to the north in Centralia/Chehalis and 45 minutes or more to the south in Vancouver/Portland, regional residents obtain many goods and services from Kelso/Longview-based providers. This region-serving role explains the presence of the Three Rivers Mall and large scale retailers. Commercial uses in *West* Kelso are observed to be predominantly local-serving (a café, a few restaurants, auto parts and repair). Some establishments serve customers in the larger Kelso/Longview area, but likely do not attract significant numbers of customers from outside this immediate market. As noted in the Built Environment section above, these establishments provide easy automobile access while also providing a pedestrian-oriented feel.

The realignment of Catlin Street creates two distinct but closely connected commercial environments. Additional traffic along Catlin and across the Allen Street Bridge may create an opportunity to locate new auto-oriented, local- and region-serving retailers and service providers. The relatively quieter, pedestrian-oriented feel of the repurposed Main Street may be conducive to establishments that meet the needs of

local residents within walking distance. The Main Street environment, with its more distinctive buildings and defined, walkable corridor has the potential to attract more unique establishments that draw customers from the broader Kelso/Longview market area.

Catlin Street. As noted above, Catlin Street may lend itself to additional auto-oriented uses that capitalize on the region-serving role of the Kelso/Longview economy. This corridor, which is attractive for its central location and high volume of pass-through traffic, may attract uses such as pharmacies, banks and financial services firms, auto supply stores, gas stations, and limited service eateries.

Additional discussion with City staff and community stakeholders is needed to determine if these uses, which could add development and commercial activity in the area, are desired by the community. Additional market analysis could be conducted to better understand the unmet demand for such services in the Kelso/Longview area. Another consideration is the availability of comparable development opportunities elsewhere in Kelso or Longview.

Main Street. Residents of West Kelso are unable to obtain many daily goods and services in the immediate neighborhood. This may point to an opportunity to locate a grocery store, pharmacy, and additional food and drink establishments in the area. The low income of local residents noted in the Economic Conditions section above will create some challenges, and the viability of such commercial uses will be strengthened by ongoing efforts to improve the quality of the surrounding residential neighborhood and built environment around Main Street.

Mixed-use development. None are observed in the study area today. Mixed-use has a higher hurdle for development, as multiple uses can be difficult to finance and development costs are greater. Mixed-use development would likely require a long wait for the market to mature.

Business and property owners. Redevelopment in West Kelso may be challenging because of the large number of parcels and individual owners. In addition, current property owners may not want to sell or develop their land or have the means to finance substantial redevelopment.

Redevelopment opportunities in West Kelso include city-owned parcels, vacant lands, and parcels with low improvement values.

Redevelopment Potential

There may be an opportunity to identify parcels that are redevelopable *and* whose owners may be interested in redevelopment. Redevelopable parcels are those where improvements are less than 50% of the value of the land. However, some of the parcels identified as redevelopable are currently being used as parking in support of adjacent land uses. As additional on-street parking is developed in West Kelso off-street parking lots may be redeveloped.

3.4 Comprehensive Plan and Development Code

Introduction

This Comprehensive Plan and development code audit is intended to Kelso planning policies and regulating codes that are relevant to the future of West Kelso.

Comprehensive Plan

There are few policies and objectives in the Comprehensive Plan that specifically address the West Kelso neighborhood. Certain policies that apply city-wide, however, are relevant to West Kelso's future. Land Use Policy #16, in particular, highlights a desire to focus on the West Kelso/East Longview area through partnerships and relationships with stakeholders. The policy considers a variety of actions and activities

that can occur in West Kelso as a result of, and with the support of, these partnerships. Items identified under the policy include opportunities for investment, improvements, and regulatory changes:

A. The realignment of Main Street Southwest and planned Phase 2 improvements;

B. Opportunities to create a more pedestrian friendly environment and to enhance public spaces;

C. Opportunities to encourage and support new private investment;

D. Higher intensity residential developments, especially north of Main Street;

E. Opportunities to encourage and support the establishment of more local retail businesses;

F. Opportunities to encourage and support more mixed-use residential developments with ground floor retail, especially along Main Street;

G. Facilitating the development of a hotel/motel and supporting services in the vicinity of 5th Avenue SW and Catlin Street;

H. Improved connections to the Regional Justice Center and the Expo Center;

I. Improved connections to regional trails and bikeways;

J. Preservation of the single-family neighborhood south of Main Street;

K. The possible vacation of a portion of 6th Avenue SW; and

L. The improvement of housing opportunities throughout the neighborhood.

Development Code

The zones in West Kelso are regulated by Kelso Municipal Code's development regulations. The West Kelso Commercial Zone applies only in West Kelso, but will likely be merged with a more general commercial zone that will be used throughout Kelso. As part of the Subarea Plan, an additional overlay may be used in West Kelso's commercial areas.

3.5 Organizational Capacity

Neighborhood revitalization requires strong partnerships between the City, business and property owners, and community groups. Each group has an important role to play in the revitalization effort. The City cannot do it all and to sustain a revitalization effort over time requires consistent resources, partnerships, and commitment. Below is a summary of the organization capacity to sustain a revitalization effort.

City of Kelso

The City of Kelso has signaled a commitment to the revitalization of West Kelso by investing significant time and resources to improving the neighborhood. The City's efforts include:

- Completion of Phase I of the West Main Realignment Project
- Design for the West Main Streetscape Project
- Initiating the West Kelso Subarea Plan
- Efforts to improve property and building maintenance through code enforcement and purchasing properties in disrepair

Volunteer Kelso

Volunteer Kelso is a new community group focused on improving conditions and the quality of life in the City of Kelso. The group, which has approximately 500 followers on Facebook, routinely organizes neighborhood cleanups, including in West Kelso, and provides a forum for discussing community issues and concerns. A similar group was formed in South Kelso aimed at revitalizing the South Kelso neighborhood.

Rotary Club

The Rotary Club developed the splash park at the Kelso Senior Center and meets regularly to discuss community issues. The Rotary could be a partner with the City and other community organizations in the revitalization of West Kelso.

West Kelso Merchants Association

West Kelso does not have a merchants association. An informal group was formed during Phase I of the West Main Realignment Project, but does not appear to be active today. A merchants association, if formed, may be beneficial to the revitalization of West Kelso and could give local merchants a way to voice their interests.

APPENDIX B

West Main Pedestrian Overlay District

17.30.050 West Main Pedestrian Overlay Zone

A. The purpose of the West Main Pedestrian Overlay Zone is to support high-quality pedestrian oriented design elements along West Main Street in the West Kelso neighborhood. Active first floor non-residential uses are required along the street while allowing for a mix of uses on the upper floors. Pedestrian oriented design elements include transparent first floor storefronts, overhead weather protection, building width and articulation requirements, pedestrian amenities, reduced off-street parking requirements, and zero or minimal building setbacks. The intent of this zone is to require pedestrian oriented design while allowing for creativity in the design of sites, buildings, and pedestrian space.

B. Applicability. The boundaries of the West Main Pedestrian Overlay (WMPO) zone are shown on the official zoning map.

C. Review Required.

1. No permit or approval for the construction of any new building, the substantial alteration of the exterior appearance of any structure or the installation of any sign in the west main pedestrian overlay zone shall be issued unless a permit has been issued by the director. The substantial alteration of the exterior appearance of an existing structure includes the alteration, addition to or modification of the primary and/or secondary facade of the subject structure, which fundamentally alters the facade.
2. Minor alterations, emergency repairs, ordinary maintenance and repairs, interior remodeling or decorations are exempt from the requirements of the overlay zone.
3. The decision of the director shall be binding on the applicant and compliance with such decision is mandatory.

D. Projects within the West Main Pedestrian Overlay zone shall be subject to the following standards:

1. Civic Spaces.

    a. Sidewalks shall be designed to function as public open spaces bordered by buildings, in addition to facilitating pedestrian movement. Buildings shall be designed to enhance the pedestrian experience through the use of such features as building articulation (i.e., variations in building materials, surface texture, windows, doors, porches and other facade features), landscaping, lighting and signage without encumbering the efficient movement and parking of vehicles. Where feasible, a project application should consider relocation of overhead utilities underground.

b. Development at street intersections shall enhance intersections in ways that extend beyond functional needs through the location of building entries and the incorporation of building details, street lighting, landscaping and signage which respect and conform to the character of existing structures at the intersection.

2. Buildings.

a. New construction shall preserve and continue the traditional block development pattern of the city by creating buildings that follow in scale and proportion the traditional modularity of existing block faces with buildings constructed to street property lines and main pedestrian access to the building is from the street. New development and redevelopment shall be designed with the same scale and proportions as would be found within the traditional block pattern with buildings constructed to the property line and with pedestrian access from the street.

3. Architectural Elements and Materials.

a. Building design elements, details and massing shall create a well-proportioned and unified building form and exhibit an overall architectural concept. Buildings shall exhibit form and features identifying the functions within the building. In general, the roofline or top of the structure shall be clearly distinguished from its facade walls.

b. The design of new buildings shall incorporate architectural features, elements and details to achieve a good human scale.

c. Building exteriors shall be constructed of durable and maintainable materials that are attractive even when viewed up close. Materials that have texture, pattern, or lend themselves to a high quality of detailing are encouraged.

d. Buildings shall avoid large blank walls facing the street, especially near sidewalks. Where blank walls are unavoidable, they shall receive design treatment to increase pedestrian comfort and interest.

e. A minimum of 60% of the first floor shall be transparent between 30” and 12’.

f. Provide weather protection at least 5’ deep along 80% of the façade facing the street.

g. The primary building entrance shall be from West Main Street or Catlin Street for those properties that do not have street frontage on West Main Street.

4. Parking and Access.

a. Entries shall be clearly identifiable and visible from the street.

b. Siting shall minimize the impact of automobile parking and driveways on the pedestrian environment, adjacent properties and pedestrian safety. Off-street parking areas on a commercial street front shall be minimized and where possible shall be located behind or under a building.

c. Building sites shall locate service elements like trash dumpsters, loading docks and mechanical equipment away from the street front where possible. When elements such as dumpsters, utility meters, mechanical units and service areas cannot be located away from the street front, they shall be situated and screened from view and shall not be located in the pedestrian right-of-way. (Ord. 3699 § 1 (Att. B), 2009)

d. Off-Street Parking and Access. The off-street parking standards contained herein supersede the parking requirements in KMC 17.40.060 within the WMPO zone.

    i. No off-street parking is required for the first 5,000 square feet of any non-residential establishment with the exceptions of Hotels/Motels and any other uses determined by the Director to require off-street parking to minimize parking impacts in the neighborhood. For required parking above the first 5,000 square feet a minimum of two and a maximum of three parking spaces for each thousand square feet must be provided unless a reduction is approved by the Director.

    ii. Shared parking may be approved between any properties within the WMPO District. A letter from the property owner that is provided off-street parking for an off-site use must be provided to the City for recording that identifies the amount, location, and term of the shared parking for approval. If the shared parking agreement is terminated additional parking must be provided and approved by the City within 30-days.

    iii. One space per residential unit shall be provided unless reduced by the Director based on a site specific parking analysis or other information to support approval of a parking reduction.

    iv. The Director may approve a shared parking reduction for on or off-site parking based on a site specific parking analysis demonstrating that the combined land uses can be accommodated with reduced off-street parking based on different peak periods of usage. There is no limit to the potential shared parking reduction.

v. Parking Access. Where feasible access to parking lots shall be from side streets and not directly from West Main Street or Catlin Street within the WMPO zone. Shared access to abutting properties is encouraged.

vi. Parking shall be located behind the building. If not feasible to locate the parking behind the building the parking shall be located to the side of the building and shall be no wider than 65' at the street fronting on West Main Street. Parking lots may front on side streets if located behind a building that fronts on West Main Street or Catlin Street within the WMPO zone.

vii. Existing parking deficits of legally established uses assigned to existing structures shall be allowed to continue even if a change of use occurs; provided, that in the judgment of the community development director the new use would not necessitate more parking spaces than the previous use.

viii. Parking Exceptions for Historic Structures. When a change in use within a historic structure would necessitate additional off-street parking, the additional off-street parking may be reduced or waived through administrative review. The applicant shall be required to show the need for a reduction or waiver and shall be the minimum necessary.

ix. New parking spaces will not be required for additions to existing buildings that are less than twenty-five percent of the existing floor area and less than one thousand square feet. This exception to the parking requirement may be utilized only once per property and does not apply to additions or remodeling for the purpose of adding residential units.

APPENDIX C

Mixed-Residential District

17.20.170. Mixed-Residential Zone.

The purpose of the mixed-residential (MR) zone is to promote diverse housing options in new and existing neighborhoods, high quality design, reinvestment in existing buildings and properties, and the revitalization of existing residential neighborhoods.

DEVELOPMENT STANDARDS (KMC 17.40)

Minimum lot size: None (Addressed with density limit)

Setbacks:

Front: Min 5', Maximum 20'

Side: 5' to adjacent properties, 0' internal to project

Street Side: 5'

Building Height: 35'

Maximum Density: 17 units per acre

Parking Location: Parking shall be located to the side or rear of the principal structure or within the building for structured parking.

Private Open Space: For ground-related duplex and multi-family development a minimum of 150 sf of private open space shall be provided.

Building Design + Articulation: Buildings shall be designed with distinct articulation at no more than 30' intervals to achieve consistent mass and building scale.

Modification of Development Standards: The City may approve modifications to the development standards based on site specific conditions and as necessary to implement the purpose and intent of the MR Zone.

PERMITTED LAND USES (KMC 17.15)

- Single-family residence
- Duplex
- Multi-family (3+ units)
- Home business
- Public Park
- Church/Religious Institution
- Adult Family Home
- Child care-in home (5 or less)
- Child care-in home (6 or more)
- Community Garden

- Bed and Breakfast Inn
- Cemetery/mausoleum
- Transit Stop
- Public facility

APPENDIX D

MULTIFAMILY DESIGN STANDARDS
Suggested Provisions

Site Design

- Orient the building to the street or an internal courtyard that has direct physical access to the street:
  - The main entry shall face the street or internal courtyard)
  - Provide weather protection over building entries: 5' deep minimum for shared entries and 30" deep minimum for private entries
  - Provide transparent windows facing the street (at least 10% of the façade)
  - Provide a paved walkway between the building entry and the street
- Place parking to the side or rear of the building (no more than 50% of street/block frontage to be parking or vehicular access)
- Provide landscaping (shrubs and trees) to screen foundation walls, soften the view of the building, and provide a transition between the street and building
- Provide usable open space for residents (at least 150sf per unit suggested), including some or all of the following features:
  - Private balconies
  - Shared internal courtyards and/or rear yard space, with easy access to the space from adjacent units and site amenities to encourage use (i.e., seating areas, bbq grill, community gardening area, planters with sitting ledges)
  - Shared front porch area
  - Shared rooftop deck
- Locate and design service elements, utility meters, and mechanical equipment to minimize negative visual, noise, odor, and physical impacts to the street environment, adjacent (on and off-site) residents or other uses, and pedestrian areas.

Building Design

- Façade articulation: Include articulation features at intervals that relate to the location/size of individual units within the building (or no more than every 30 feet) to break up the massing of the building and add visual interest and compatibility to the surrounding context. At least three of the following features shall be employed at intervals no greater than the unit interval or 30 feet (whichever is less).
  - Use of windows and/or entries;
  - Change in roofline (i.e., use of gables);
  - Change in building material, siding style, and/or window fenestration pattern;
  - Providing vertical building modulation of at least 12 inches in depth if tied to a change in roofline modulation or a change in building material, siding style, or color. Balconies may

be used to qualify for this option if they are recessed or projected from the façade by at least 18 inches. Juliet balconies or other balconies that appear to be tacked on to the façade will not qualify for this option unless they employ high quality materials and effectively meet the intent of the standards;

- Vertical elements such as a trellis with plants, green wall, art element;
- Other design techniques that effectively break up the massing at no more than 30-foot intervals.

- Window design. Buildings shall employ techniques to recess or project individual windows on the façade at least two inches from the façade or incorporate window trim at least four inches in width that features color that contrasts with the base building color.