



THE CASCADE LOCKS DOWNTOWN DEVELOPMENT PLAN AND STRATEGY

ACCESS AND CIRCULATION

DRIVEWAYS

Driveways can be a serious detriment to vehicular and pedestrian safety and pedestrian convenience, as well as a waste of land. This occurs when driveways are excessive in number and in width. Unfortunately, this is the case in much of Downtown.

Turning conflicts, especially left turning conflicts, can often occur with unmanaged driveways. As drivers turn both on and off the street, they are unchanneled in their paths and cannot accurately predict the path to be taken by others making turning movements. This situation leads to turning movements being one of the leading causes of accidents. As traffic increases in Cascade Locks due to the successful redevelopment of Downtown and the development at the Industrial Park, the number of turning movement related incidences will climb if the number and width of existing driveways is not reduced.

Pedestrians are exposed to much greater hazards from vehicles crossing sidewalks when those sidewalks are regularly intersected with multiple and excessively wide driveways.

The land that goes into driveways is land that cannot be put to better use either for landscaping or expanded building sites. It is a waste to use land unnecessarily for driveways.

The answer to these problems is two fold. New driveways must be carefully controlled in terms of width and location so

that adequate access to property is provided, while safety, convenience, and land use considerations are resolved. Existing driveways should be closed, consolidated, and narrowed wherever possible to be consistent with the standards for new driveways. Closure and consolidation is illustrated in the **Lighting/Crosswalks & Driveways** Figure.

Luckily, WaNaPa is a State Highway. Therefore, new driveways are subject to ODOT access standards, which are consistent with the discussion above. The City will continue to work with ODOT to review driveway permits to assure strict standards are upheld.

Solving problems with existing driveways will be more difficult. The City's first choice is to ask for voluntary compliance through a campaign of brochures and merchant meetings. However, it is much more likely to be necessary to find ways to work in partnership with willing landowners to bear the costs of these changes. This will be discussed in greater detail in the implementation section of this plan.

THE CASCADE LOCKS TRANSPORTATION SYSTEM PLAN

The 1996 Economic Development Plan recognized the need to create a second east/west arterial to parallel WaNaPa to the south. This new street was identified as important to carry through traffic, to connect neighborhoods, and to enhance access for emergency vehicles.

The new street is included in the City's 2003 Transportation System Plan. A copy of the **TSP Plan Map** showing the



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proposed alignment is shown below.

This Plan also acknowledged the importance of this proposed street, but for one additional reason. This Plan anticipates success in Downtown's renaissance. With greatly increased traffic moving to and through Downtown as commercial activity and employment increases, the potential for congestion increases. With the alternative arterial, a relief route is created that will move some of the through traffic from WaNaPa making it both safer and more convenient.

SHUTTLE SERVICE

Downtown Cascade Locks is at the far western end of a City that is almost four miles long. While most of the community's land is designated for residential use, at the eastern end of the City is the Port Industrial Park, a large area devoted to an employment center involving industrial and entertainment uses. This area has a capacity of over 1,000 employees and, depending on the future uses, can attract thousands of visitors per day. The City does not intend to allow significant commercial uses to be sited in this area, given the potential conflict with Downtown.

However, much of Downtown's potential will be lost if there is no convenient way to bring employees and visitors from the Industrial Park to downtown. Relying on private automobiles will create congestion and parking problems, which will work against Downtown's viability. Instead this Plan proposes that a shuttle service be established to link these two areas. While the form of this shuttle and its operations should be decided in the future after careful study, it should be an attractive,

convenient, and fun transportation mode that in and of itself is a positive component of Downtown.

The Shuttle service should have the following elements:

1. It should have a regular route and service schedule.
2. It should include attractive, clean, convenient, and fun vehicles.
3. It should make quick connections between Downtown and the Industrial park.
4. It should make frequent stops downtown, serving as an inter-downtown transportation system.
5. It should serve the needs of employees commuting to each of the employment centers.

The City should take the lead on establishing this shuttle, but it should be done in conjunction with the Port of Cascade Locks and the Merchant community. This recommendation should be pursued as employment grows in the Industrial Park.

PARKING

The provision of adequate and convenient parking is an extremely important component of any successful business district, and is especially important to Downtown Cascade Locks, where the majority of anticipated visitors will be arriving by car. If parking is difficult, it is unlikely visitors will



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help Downtown achieve its potential.

While providing adequate parking is important, the parking itself can be a detriment to the aesthetic character of downtown. It must not become a dominant feature of the streetscape.

This Plan establishes a Cascade Locks Downtown Parking Strategy. Implementation of this strategy should be given a high priority by the City Council. The strategy has five components:

1. On street parking will be maintained. This convenient parking provides dozens of free parking spaces already in downtown. It may be appropriate in the future to stripe spaces to maximize the efficient use of the resource, and it may be necessary to limit long term parking such as employee parking.
2. All new parking lots in the D zoned area will be located behind buildings rather than in front or along side. See the site design standard discussion later in this Plan.
3. Existing parking requirements for new non-residential uses will be maintained. Residential uses in freestanding buildings will meet the required parking. Residential uses as part of a mixed use building will not be required to provide parking other than that required for the non-residential uses.
4. In lieu of providing some or all of the required parking,

the owner of a new building may participate in a pooled municipal parking program. This program will be based on development of a parking space development fee that will be charged in lieu of each forgone parking space. This fee will be based on covering the hard cost of developing a parking space in a municipal lot. An additional fee for operations and maintenance may be charged on an annual basis. The details of this program should be developed shortly after adoption of this Plan.

5. As a very high priority, the City will acquire land and develop municipal parking lots to serve the needs of the Downtown. The cost of these lots will be partially borne by the downtown parking space fees. Potential sites for these lots are shown on the **Downtown Plan** Figure on page 32. At least one of these lots should be sized and designed to accommodate large vehicles such as motor homes and commercial trucks.

GUIDING PRIVATE DEVELOPMENT

Creating the historic atmosphere for Downtown and the diversity and density necessary to accomplish this Plan's objectives requires both public and private investment in a coordinated manner. New private development must conform with basic design tenants in order to contribute positively to Downtown's future while not detracting by wasting land or degrading the overall design character. Every new private building or remodeling should be of such quality that it encourages additional private investment.



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o CLASSIC REVIVAL STYLE

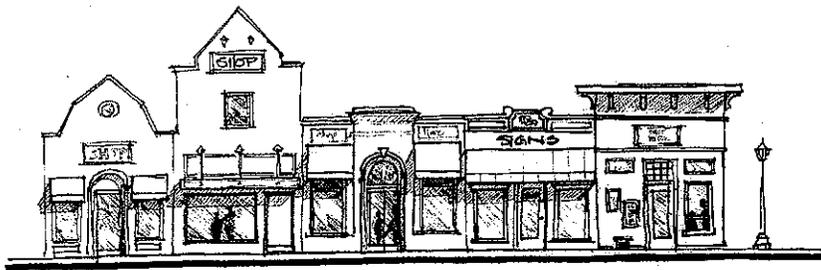
This Plan establishes design direction for private development in terms of architecture and site planning. These directions are to be implemented through an amendment of the Cascade Locks Development Code to create a new "D" (Downtown) zone. This zone will be placed in the core of the Downtown area.

The "D" zone's purpose is to encourage and guide development and the use of land within downtown Cascade Locks in a manner that strengthens the downtown core as the economic and cultural center of the City, that makes downtown an extraordinary place, and that provides the design standards and regulations necessary to guide new development in a manner consistent with and supportive of these goals and the planning documents.

Several principals forge the foundation of the plan for private development, to be implemented through the "D" zone. These are:

Use – The full array of commercial and office uses is to be allowed in the D zone. In addition, higher density housing is to be allowed. However, the focus of street level main street development is to be business uses. Therefore, housing for buildings fronting on WaNaPa will only be allowed on upper floors in mixed use buildings.

In addition, recognizing that a diversity of uses, coupled with expanded local employment, are desirable for Downtown, firms are allowed that do not meet the traditional sense of commercial uses. These include high-tech research and



o MIXED ARCHITECTURAL STYLES

○ ARCHITECTURAL DESIGN ALTERNATIVES

THE D (DOWNTOWN) ZONE



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development facilities, as well as limited manufacturing as a conditional use. These types of uses are still subject to the strict design standards. Allowing these types of uses to be integrated with a thriving downtown will help to create positive economic energy.

Building Siting – All buildings with WaNaPa frontage are to have no or a minimal setback from the street. This is important to help establish the pedestrian space by making access to stores easy and be creating visual interest through windows and displays.

Outdoor Activities - Outdoor activities, such as sidewalk dining or display of merchandise, are encouraged, as long as adequate pedestrian aisles are maintained.

Parking – Parking is required for new non-residential buildings. However, it can be provided through a combination of new parking lots located behind buildings, or by participation in the funding for construction and operation of municipal parking lots.

Design Standards – the key to the renaissance of Downtown is the design standards. A great deal of work by both the consulting team and the many involved citizens went into analyzing alternatives for design standard and agreeing on an approach that will meet the Community's value and be most likely to have success in meeting this Plan's goals.

A major discussion centered on the adoption of a specific architectural style to be used throughout Downtown. The existing City policy in the administration of design standards is

to require the use of Classic Revival architecture. This policy came from the 1992 Plan and is based on the architecture of the buildings in the Marine Park. The primary example of applying this design standard in new construction is the Best Western Hotel.

The Citizens Advisory Committee, along on the consulting team, expressed concern over maintaining this policy. There are no older buildings in Downtown built in the Classic Revival Style, so it does not accurately reflect the historic design of Downtown. Downtown actually has been marked by a variety of styles over the last century. There was general consensus that the Scandinavian style used for the Columbia Gorge Center is not in keeping with the City's historic character and should not be repeated. The **Architectural Design Alternatives** Figure illustrates the design alternatives.

It was determined that a variety of styles leading to an eclectic blend of visual experiences along WaNaPa is the best approach to redevelopment in that it creates visual excitement, best honors the past, and will give the greatest flexibility in the marketplace. The fear of uncontrolled design, however, is based on negative things that can happen without some regulation. These negative possibilities include construction of buildings inconsistent with the historical character or the desired quality of design, the use of colors and textures designed to draw attention to the building instead of blending in with the district, and the siting of buildings so that pedestrian connections with the sidewalk are greatly degraded.

In order to accomplish the goals of this Plan, the following



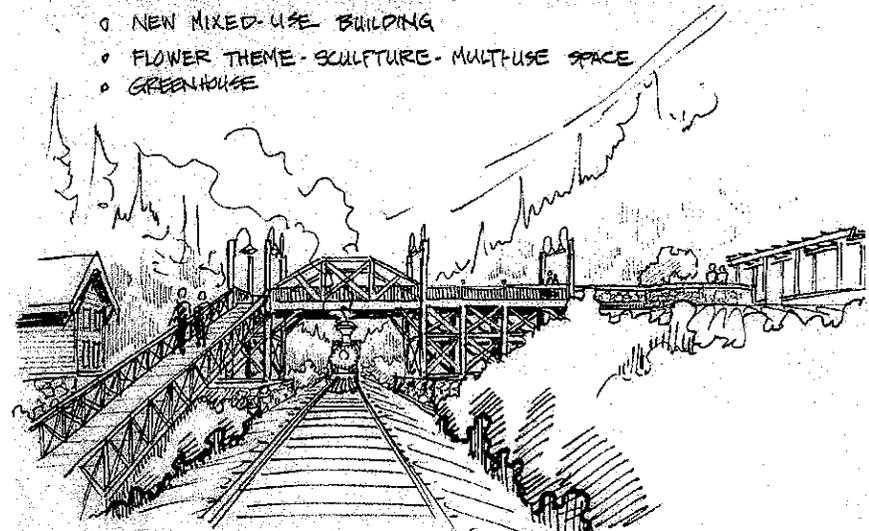
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architectural design standards will be refined, codified, and incorporated into the new "D" zone:

- All buildings shall be of an architectural style consistent with the historical character of the Community. Acceptable styles include Classic Revival, Craftsman, Cascadian, and Arts and Crafts. Unacceptable architectural styles include any modern style that was not commonly used in the 1920's and 1930's.
- Buildings shall maintain and enhance the pedestrian scale and orientation of the downtown core through the siting and design of building entries, windows, and displays.
- The pedestrian environment will be enhanced by street furniture, landscaping, awnings, and movable planters of seasonal flowers.
- The size and shape of proposed construction shall be comparable with the size and shape of nearby traditional storefront buildings. Where building sizes will not be equivalent or comparable, larger building facades shall be broken down into units that resemble the size of existing storefront facades. Likewise, the form of new construction shall complement the general shape of existing, nearby storefront buildings and their features.
- Facades shall be varied and articulated to provide visual interest to pedestrians. Within larger projects, variations in facades, floor levels, architectural features,



- COLUMBIA CENTER MALL
- NEW MIXED-USE BUILDING
- FLOWER THEME - SCULPTURE - MULTIFUSE SPACE
- GREENHOUSE



- IRON WORK THEME PEDESTRIAN BRIDGE
- STONE BASE
- LINK TO MARINE PARK FROM VIEW POINT

PUBLIC SPACES CONCEPTS



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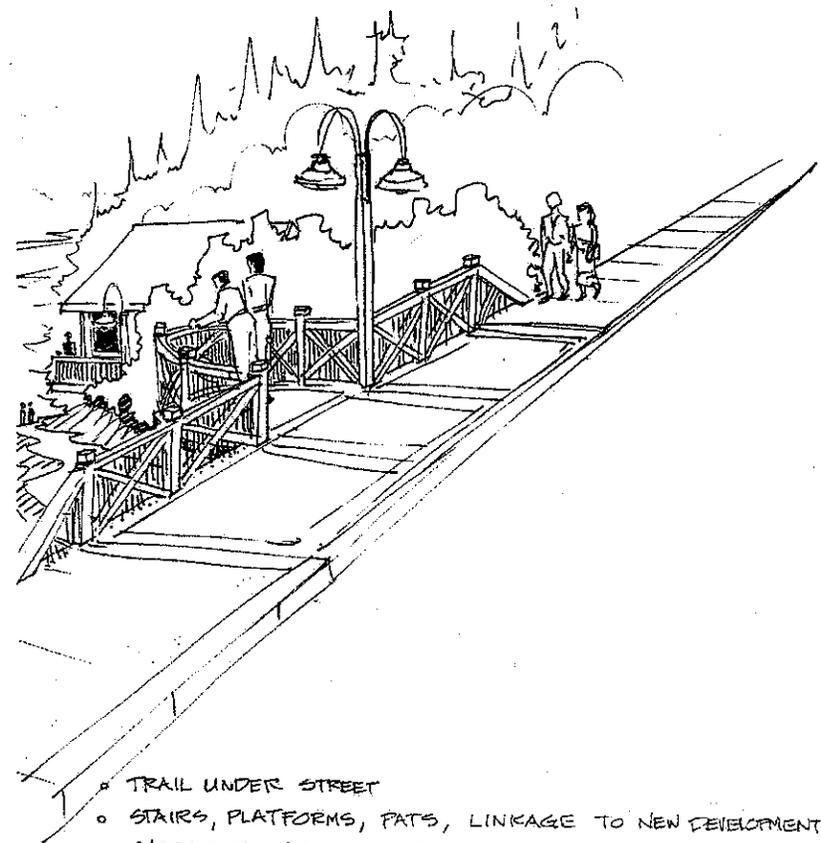
and exterior finishes shall create the appearance of several smaller buildings.

- Preferred colors for exterior building finishes are earth tones, creams, and pastels of earth tones. High-intensity primary colors, metallic colors, and black may be utilized as trim and detail colors but shall not be used as primary wall colors.
- Rooflines shall establish a distinctive "top" to a building.
- Buildings must have a main entrance connecting between WaNaPa and the building interior. The entrance must be open to the public during all business hours.
- For buildings designed to house retail, service, or office businesses, traditional storefront elements are required. These elements include placement of the building and its main entrance within 10 feet of the sidewalk. The intervening space shall be used only for pedestrian space, street furniture, or landscaping.
- Any wall that faces WaNaPa must contain at least 50% of the ground floor wall area in display areas, windows, or doorways. Blank walls are prohibited.

The following standards shall be followed for site plans:

- Parking lots will be located at the rear of all lots wherever possible. If it is determined there is no

alternative and parking is to front on WaNaPa in a particular situation, it shall be limited to a maximum of one drive aisle with parallel parking spaces on one side.



CRYSTAL SPRINGS FEATURE



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- Benches, outdoor seating, and trash receptacles must be in keeping with the overall architectural character of the downtown. All such fixtures shall confirm with the Streetscape Furniture Standards.
- Exterior lighting must be an integral part of the architectural design, complement the existing ornamental street lighting, and be in keeping with the overall architectural character of the downtown.
- Freestanding pole signs are prohibited.



ELEVATION

- HOUSING OVER GROUND FLOOR RETAIL

○ CRYSTAL SPRINGS SITE
ANCHOR DEVELOPMENTS

ANCHORING DOWNTOWN'S DEVELOPMENTS

While improvements to WaNaPa and its sidewalks, and high standards for the design of new buildings, will greatly improve the aesthetics, the pedestrian environment, and the economic potential of Downtown, elements must be created to weave the entire area together both physically and experientially if Downtown Cascade Locks is going to become a truly remarkable and successful place.

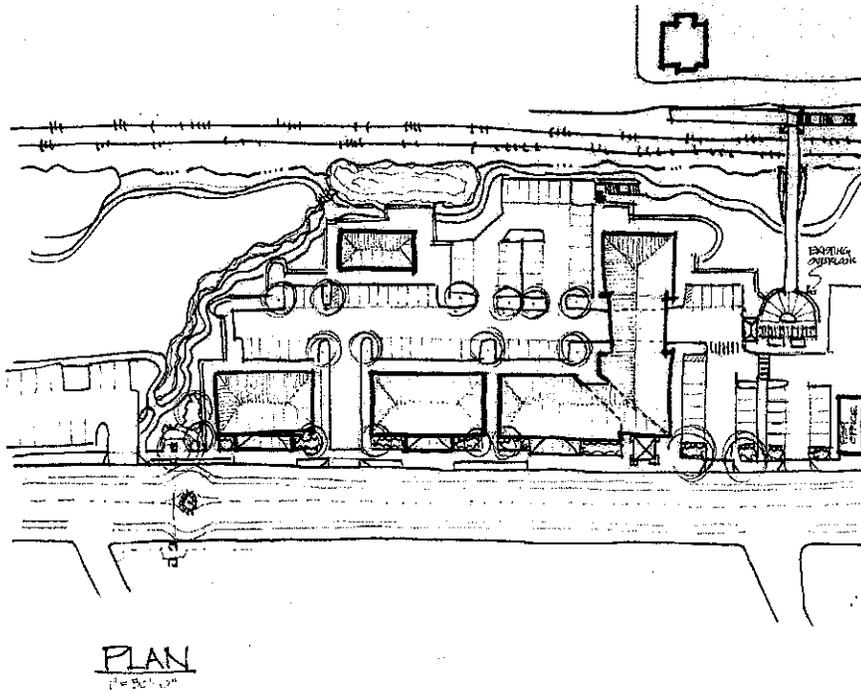
Bringing the entire area together is based on two major concepts; creating a system of public places along WaNaPa, and creating strategic connections between Downtown and other important places.

Public Spaces - Creating a system of public places is important to create a unifying thread along WaNaPa. This invites the visitor to move from one place to the next enjoying the stores and services in between. It helps create a total experience that marks Cascade Locks as a destination and contributes to its economic success.

Cascade Locks already has developed two public plazas; the plaza at the Columbia Gorge Center Mall, and Overlook Plaza. The first is the anchor point for the 1978 urban renewal project. It fronts on WaNaPa and is fronted upon by several businesses. It is nicely landscaped including several mature Scotch Pine trees. It includes concrete planters, benches, and staircases. Recently the City added a stone façade over the original vertical exposed aggregate surfaces consistent with the



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houses the Justice Court. It needs to be replaced with a much more intense multi-story structure, designed in accordance with this Plan, which houses many uses other than the Justice Court. This addition will help anchor the plaza, and will be an important addition to the total commercial floor area of Downtown. An illustration of how the Mall can look is given in the **Public Spaces Concepts** Figure.

The Overlook Plaza is the first phase of a much larger project envisioned in the 1992 Design Plan. The Plaza is a semi-circular concrete area demarcated by a trellis, benches, and a circular wall facing the Columbia River. The wall includes several interpretive displays. Near the plaza is a large kiosk with additional interpretive information. The plaza is separated from WaNaPa by the parking lot for the Post Office. Overlook Plaza was constructed in 2000 and is a beautiful addition to the Downtown area.

The 1992 Design Plan called for Overlook Plaza to also have three additional elements; more plaza space where the parking lot is located, a major crosswalk improvement on WaNaPa, and a major water feature on the north side of WaNaPa.

CRYSTAL SPRINGS SITE

Cascadian design theme.

The building at the back of the plaza is not in keeping with the potential of the site. It is a one story modular structure that

This 2003 Plan does not carry forward these recommendations for several reasons. First, the parking lot is a very important resource for the immediate area. The provision of ample parking is important to commercial success. Second, the crosswalk improvements probably violate the historic designation of WaNaPa. And third, the water feature on the north side of the street would be very expensive and would



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not be located so as to leverage additional pedestrian traffic for nearby businesses.

Instead it is planned that Overlook Plaza will connect to important new projects to the north and west, as will be described in the next sections.

This Plan calls for the creation of two new public spaces, plus one major new commercial center. The first public space was already mentioned. This is the new interpretive exhibit and picnic grounds being developed by ODOT at the eastern gateway to Downtown.

The second new public place is the Crystal Springs Overlook and Trail. This project is located along Crystal Springs Creek, which crosses under WaNaPa just east of the Best Western Hotel. The Creek tumbles down the hillside north of WaNaPa, goes under the railroad tracks, and empties into the Columbia. Its course from WaNaPa to the tracks is a beautiful but overgrown corridor of trees and undergrowth following the fairly steep fall of the creek.

The plan is to build an overlook as a widening of the sidewalk, as is shown in the **Crystal Springs Feature** Figure. From this overlook a trail involving stairs and pathway will follow the course of the creek tying in at the bottom with new trails developed as part of the redevelopment project to the east, which is described below. Appropriate clearing of brush and materials will enhance the creek corridor.

The new development site is between Crystal Spring Overlook and Overlook Plaza. This is a vacant area of approximately

one acre fronting on the north side of WaNaPa. It consists of flat land at the elevation of the street, plus the hillside leading down to the railroad tracks. There are two parcels; a privately held parcel on the west, and the City owned parcel on the east. The City property is the site of the current emergency services building. The emergency service functions are being relocated to a new facility east of Downtown, so this becomes a prime redevelopment site.

The entire site ties the Overlook Plaza on the east to the Crystal Springs Overlook on the west and enjoys a superb view of the Columbia River to the north the Cascades to the south. The **Crystal Springs Site Anchor Development** and **Crystal Springs Site** Figures illustrate a proposed design and layout for the site conforms to this plan's design standards.

An important aspect of this new development that is to be a required element of this Plan is the relationship of the new buildings to the surrounding area. Two elements are required:

- The project will front on and tie into Overlook Plaza.
- The project will incorporate the Crystal Springs Overlook and walkway.
- The project will include an observation tower at its east end that allows visitors to have an excellent view of the Columbia River Gorge.

These four public spaces; East Gateway, Columbia Gorge Center Mall, Overlook Plaza, and Crystal Springs Plaza, plus the new development project, form a chain of places that



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enhance the downtown environment and that help to elevate Cascade Locks to a remarkable place that attracts both visitors and investment.

Land Use Pattern - Downtown's land use pattern will be guided by appropriate Comprehensive Plan Land Use Map amendments implemented through zone changes. The proposed changes in the land use pattern are shown on the Downtown Plan Map. There are three major elements to the change:

1. The existing Commercial and Resort Commercial zoned areas are retained at the extreme east and west ends of Downtown. Keeping these areas is appropriate for several reasons. First, existing development in these areas, primarily the Best Western Hotel, is relatively new and does not meet the proposed siting standards. Therefore using the D zone would put those uses in a non-conforming status with little prospect of the uses changing in the foreseeable future. Second, since much of the emphasis of this Plan is economic stimulation through encouraging tourist visits, it is important to set aside areas appropriate for service stations and other automotive uses that cannot reasonably meet the D zone's siting standards. Finally, much of the land in these areas is very shallow in depth making conforming to the siting standards difficult. This Plan recommends the C and RC zones be amended, however, to require conformance to the architectural standards to assure buildings reflect the historic character of the City.

2. The D zone is to be placed in the main Downtown area. Here it will guide development in a manner that transforms Downtown to a classic main street environment through in-fill, creating multiple storefronts fronting on WaNaPa, reducing the parking lots abutting the streets, encouraging new employment and housing, and emphasizing historic architecture.
3. One new site for commercial development is identified by the Plan that will require a Comprehensive Plan and Zoning Map amendment. This is the frontage of the School property. This land adjacent to WaNaPa is an unused open area separating the street from the athletic fields. It provides a good area for expansion of the downtown core to the east, while at the same time creating an economic opportunity for the School District.

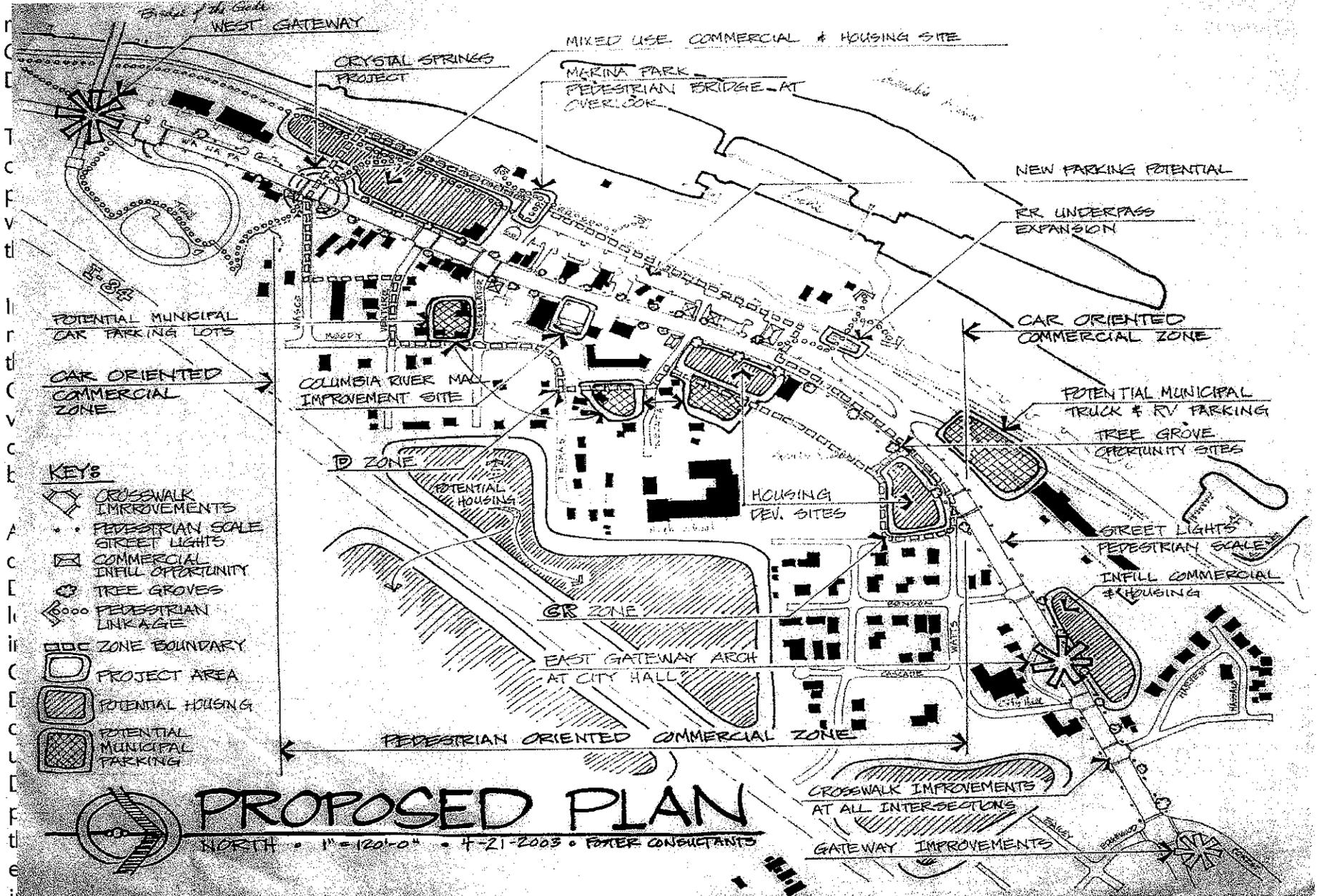
These three land use amendments will create a framework for new development designed to meet the goals of this Plan.

Connections – There are numerous opportunities to create and enhance connections between different parts of Cascade Locks and between the City and the surrounding area. These connections will help to leverage the City's growth as a key visitor and recreation center.

There are numerous trails and paths around and through Cascade Locks. These include the major Pacific Crest Trail that follows the length of the Cascade Mountains, and the Columbia Gorge Trail, which passes through the entire Gorge. The Columbia Gorge Trail is also a major bike path. These two



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IMPLEMENTATION STRATEGY – MAKING THE PLAN HAPPEN

This Plan will be implemented through four separate but related activities:

1. Amendment to the Development Code to establish a new “D” zone to guide private development
2. Public investment in street, sidewalk, and other improvements to carry out specific elements of this Plan
3. Public leadership to further the goals and objectives of this plan through active public policy and action
4. Creation of funding strategies and tools to support public investment and to stimulate private investment

DEVELOPMENT CODE AND MAP AMENDMENTS

Included in the Appendix of this Plan is the text of the proposed “D” zone. This zone is intended to be applied to all land within the area bounded by the railroad tracks on the north, the Bridge of the Gods on the west, the intersection of Forest Lane and WaNaPa on the east, and at last one full block south of WaNaPa on the south. The specifics of the placement of the zone shall be resolved in the adoption process.

The “D” zone is based on the use and design standards established above. It is to be administered through an expanded design review process with hearings and decisions by the Planning Commission with appeal rights to the City Council.

The C (Commercial) and RC (Resort Commercial) zones will be retained at the most western and eastern ends of Downtown. However, while this is being done because of the inapplicability of the siting standards in these areas, the architectural standards should still apply. Proposed amendments to these zones are included in the Appendix.

The Comprehensive Plan Land Use Map will be amended to include a “Downtown” designation to be applied from the western City Limits to the intersection of Forest Lane with WaNaPa covering the various commercial zones.

The Zoning Map will be amended to change the zone from C (Commercial) to D (Downtown) on lands between Wasco Street and the School. The frontage of the School District property will be changed from P (Public) to D (Downtown) for a depth of 100 feet from WaNaPa.

PUBLIC INVESTMENTS

This Plan calls for a variety of investments to be made by the public. These involve both improvements within the right-of-way and public investment in private projects and property.

Investments within the right-of-way have to be coordinated



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with ODOT between the curbs of WaNaPa. Improvements and enhancements in the sidewalks are the City's responsibility but must be coordinated with ODOT as it is State right-of-way.

Other public investments may be made in partnership with the private sector in order to encourage the private investment.

The recommended public investments are listed in the Capital Improvements Program along with project descriptions, generalized cost estimates, priorities, and potential funding sources. The CIP is included in the appendix of this Plan.

PUBLIC POLICY AND ACTION

The City of Cascade Locks can establish policy and take action to foster the redevelopment of Downtown. The following actions are recommended:

PROVIDE A STRUCTURE TO IMPLEMENT THE PLAN

- Assign responsibility for monitoring and advocating for this Plan to a citizen advisory body, which may be an existing group or a new one created for this purpose. This advisory group will advise both staff and the City Council on actions necessary to administer, implement, and update the Plan.
- Create a function as part of the City Staff's work program to administrate the implementation of this Plan and to support the citizen advisory group. Fund

this function at the level necessary to make constant progress in meeting this Plan's goals and in carrying out the specific program recommendations below.

- Adopt this Plan's Capital Improvements Program as part of the City's Annual Capital Improvements Program and refine and update it annually as part of the CIP and City Budget process.
- Review and adjust the Plan and its recommendations annually in advance of the preparation of the annual City budget so the results of the update can be considered in the budget process.
- Prepare a major update of this Plan on periodic intervals not to exceed five years in length.

ADOPT POLICIES AND LAWS TO SUPPORT THE PLAN

- Assure that the Comprehensive Plan continues to focus commercial activity at Downtown rather than approving amendments allowing commercial uses at other locations, other than limited highway oriented uses at freeway interchanges.
- Amend the Comprehensive Plan as necessary to clearly identify the Downtown area, to support that area through policies and objectives, and to set the foundation for the Downtown Zone.
- Amend the Development Code to include the D (Downtown) zone. Revise the Zoning Map to reflect



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the recommendations of this Plan.

- Amend the Transportation System Plan to reflect the proposed improvements to WaNaPa.

CREATE PROGRAMS TO MARKET DOWNTOWN

- Develop a unifying identity for Downtown through a logo and other marketing materials.
- Develop a visitors marketing plan for Downtown emphasizing the unique and attractive Downtown, Marine Park, the Sternwheeler, Native American activities, dining, lodging, and recreational opportunities in the surrounding area.
- Develop an investors marketing plan for Downtown emphasizing the many regional and local advantages and opportunities for creating new buildings, businesses and industries in Cascade Locks.
- Take the leadership in forging a Columbia Gorge Economic Development Consortium involving communities on both sides of the river. The purpose of the Consortium will be to market the Gorge communities to both visitors and investors.
- Continue cooperation with the Gorge Visitors Association to promote tourism.

UNDERTAKE MAJOR PROJECTS TO IMPLEMENT THE PLAN

- Crystal Springs - The primary project the City should undertake as the highest priority is the development of the Crystal Springs site. This includes the Crystal Springs Overlook and walkway, the new development site, and the relationship to Overlook Plaza.

The existing Emergency Services Building will be vacated in the next few years as a new facility is built east of Downtown. This creates the opportunity to use this City owned property as the catalyst to development of the entire site.

There are three options for developing the project:

1. The City acquires the vacant parcel west of the EMS parcel. The City put out a request for proposals to developers. The proposals will show how developers will develop the site in accordance with this Plan and what they are willing to pay to acquire the site. The City will select the best proposal and sell the entire site to the developer with a strong development agreement to assure completion of the approved development.
2. The City enters into an agreement with the owner of the adjacent property to jointly market the parcels in the same manner as described in #1.
3. The City sells the EMS property to the adjacent



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property owner subject to a development agreement detailing how the properties will be developed in accordance with this plan.

In each of the three options, the City should consider significantly discounting the price of the EMS parcel in order to help secure the final development project. Writing down the value of the parcel now can be an excellent investment in securing the project that will be the anchor and catalyst upon which all Downtown redevelopment rests.

- Gateways – The east and west gateway projects should be a high priority as they will be so visible to the traveling public. They will help establish the distinct character of Downtown and will serve as a welcoming sign to attract visitors.
- Columbia Gorge Center Plaza – Replacement of the Justice Court building with a significant new building should be a very high priority for City effort. While this is privately owned, the City should encourage the creation of the new building by actively working with the property owner, by offering incentives for the project, and by helping to market the new leasible space.
- Linkages to Marine Park – Creating new or enhanced linkages to Marine Park is critical to tying these two important features together so that they can leverage off each other and create something greater than the

sum of their parts. The City must push hard to improve the existing park entrance so that it better accommodates both large vehicles and pedestrians.

The new overcrossing from Overlook Plaza to Marine Park will be a significant improvement to Downtown and will be a notable structure that in and of itself will attract visitors. It is a logical step in the near term as soon as funding is available.

- Parking Lots - Establish as a high priority a system of Municipal Parking Lots to serve the downtown area with funding for the creation and operation of those lots coming at least partially from fees paid by Downtown property owners and merchants in lieu of creating off-street parking.

ESTABLISH ON-GOING PROGRAMS TO IMPLEMENT THE PLAN

Cascade Locks has the potential of becoming a major destination for visitors, but the buildings, businesses and plazas will only serve for one level of activity. To raise the presence of the community and help secure its economic success at a much higher level, the City must become actively involved in promotion, programming, and coordination. The City must also continue to focus on this Plan and its implementation. The prior four plans did not reach their intended level of success as the City did not adequately invest public resources or commit the energy of its citizens and its leadership to the cause. It is critical now that the City do this if



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Downtown is to reverse its trends and to enter a new vibrant and viable era. The following programs must be included in all City work programs and budgets in a sustaining manner:

- Create a function at City Hall to actively administrate this Plan, including providing leadership, advocacy, and staff support to constantly work on and achieve its goals.
- Actively seek funding for all identified capital projects.
- Create a package of incentives for rehabilitation of existing buildings. This should include a grant and loan program to help property owners and merchants make improvements consistent with this Plan, including landscaping and streetscaping, façade improvements, awnings, and sign-code conformance.
- Create a function at City Hall to actively promote and program the use of public spaces for major events, shows, rallies, and other uses. This should be done in cooperation with the Port. For example, the City could promote the Columbia Gorge Center Plaza as a site for arts and craft shows, flower shows, swap meets, live music, and other activities throughout the year. The Overlook Plaza can be programmed in the same way. On a larger scale, and in cooperation with the Port, major events can be programmed at Marine Park and at the Downtown public spaces such as car shows, sailing regattas, and expanded Fourth of July activities.
- Market the Community and Downtown in an active

and professional manner. This should be a partnership between the City, the Port, Downtown property owners, and the local merchants.

FUNDING STRATEGIES AND TOOLS

Both the 1996 Economic Development Plan for Cascade Locks and the 1998 Oregon Downtown Development Association Resource Team Report contain many recommendations for specific actions to fund the projects and strategies that may be undertaken by the City. As far as these sources still exist now in 2003, those recommendations and potential sources remain as valid and important resources for the City to pursue. This Plan echoes these recommendations, commends them to the annual strategic planning process, and encourages pursuit of each potential funding source as an important part of the City's economic development work program.

In addition to these earlier recommendations, and as a summary and supplement to those recommendations, this Plan recommends a five-part strategy, founded on the recommendations of the earlier plans, to fund and implement this Plan's recommendations.

RECOMMENDATION ONE - STATE AND FEDERAL SUPPORT

A variety of state and federal programs are available, ranging from Community Development Block Grants on the Federal level to Rural Investment Funds at the State level, that focus on economic development efforts, with an emphasis in



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downtown redevelopment and job creation. Most of these programs fund infrastructure improvements such as sewer, water, streetscape, and street projects. Others may help with programming and support.

RECOMMENDATION TWO - CITY SUPPORT

There are several financing tools that can be instituted and funded by the City of Cascade Locks. Each of these should be analyzed in earnest.

A general obligation bond can raise the funds to pay for some or all of the infrastructure construction costs. Such a funding instrument raises money over a set amount of time adequate to cover the debt service on a municipal bond. The money comes from a tax levy assessed against all property owners in the City. A general obligation bond must be approved by a vote of the local electorate.

A second and possibly more viable funding option is the utilization of an urban renewal district. The city has a small urban renewal district that covers about four city blocks, centered on the Columbia Gorge Center. This District was formed in the mid-1970's. At that time an urban renewal district was used as the conduit for Federal funds, and to acquire, assemble, and re-sell property, as was done to create the Columbia Gorge Center.

Today in Oregon, urban renewal districts are designed to take advantage of tax increment financing as well as the earlier purposes. This is a method of raising funds to pay for

infrastructure improvements using the property taxes raised within the district. This system has minimal impact on tax payers outside the district. An urban renewal district is formed by ordinance adopted by the City Council.

An urban renewal district should be viewed as a way to raise money to invest in an area to attract private investment. The property tax revenues that come from the private investment repay the public investment many times over. This is a "but-for" situation, where "but-for" the urban renewal district, few major private or public improvements will occur in Downtown Cascade Locks.

The City should seriously look at forming an urban renewal district encompassing the entire downtown area. An urban renewal study should be undertaken in the immediate future in order to determine the potential private investment that can be attracted to the area, the projects appropriate for a renewal agency to undertake, the projected revenue, and the total amount of funds that could be raised to pay for infrastructure improvements.

RECOMMENDATION THREE – PARTNERSHIPS

In many ways, Cascade Locks is already deeply integrated with other area communities and agencies. It shares the Gorge experience with numerous communities, several counties, and two states. The housing market stretches from Portland to Hood River on both sides of the river. In the same vein, the employment market stretches from one end of the Gorge to the other. With its limited commercial activities, Cascade



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Locks to highly dependent on other cities to meet the shopping needs of its citizens. The City and Hood River County have long partnered in both economic development programs and policy. Perhaps the City's greatest partner is the Port of Cascade Locks with which there is a long partnership of common interests and programs.

The City should actively foster these collaborations, recognizing that working together the partnerships can be more effective than working independently. As well, the costs of joint activities if shared will be easier for each entity to bear.

Joint activities can include promotions for tourism and investment, regional strategies for job creation, and joint planning and implementation for recreational activities among many others.

Of particular importance and potential is the City's relationship with two other important government agencies. The first is the Oregon Department of Transportation. The City shares much of stewardship and management of its main street in its multipurpose role as WaNaPa, a major local arterial street, Highway 30, and the Historic Columbia River Highway. The City should work cooperatively with ODOT to achieve this Plan's objectives while maintaining its historic character.

The second partner agency is the Port of Cascade Locks. The symbiotic relationship between the government agencies is obvious. This Plan calls for their cooperation on creating new links between Downtown and Marine Park. The success of

Downtown will help drive the success of the Port and visa versa. Joint efforts for community promotion, grantsmanship, and projects should be a high priority.

RECOMMENDATION FOUR - MERCHANT/PROPERTY OWNER SUPPORT

The City is facing costs to both build infrastructure and to maintain and operate the new facilities. Most outside funding sources, as well as urban renewal, can only pay for infrastructure construction and cannot be used for operations and maintenance. Therefore, it is important that the City is careful when building new facilities to not get ahead of its ability to pay for running those facilities.

It may be appropriate to look to the benefited property owners and merchants to help pay for both construction and operations.

A technique to help with infrastructure construction costs is the formation of a Local Improvement District. A LID is a special taxing district that has a tax levy used to pay for infrastructure construction. The funds can be used on a "pay-as-you-go" basis, but it the more common practice to use the funds to repay a municipal bond. Issuing a municipal bond allows the City to raise a larger amount of money at once to pay for larger projects.

A LID or other special taxing or assessment district can also be used to pay for operations. This can be a simple as paying for annual flower baskets to paying for an ongoing staff to maintain infrastructure, program activities and promotions,



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and actively administer a downtown development program.

RECOMMENDATION FIVE - OTHER PRIVATE SUPPORT

Obviously the bulk of investment in Downtown will come from private sources in terms of acquiring land and developing buildings, and in locating businesses within the community. The City must actively promote investment and location opportunities.

The City can also seek out grants from private foundations and donors. The unique development opportunities of downtown Cascade Locks, such as doing things complementary to the Columbia Gorge, creating a major recreation centered downtown, or creating new employment, can all be attractive to private foundations and donors.

Seeking out and securing these private funding opportunities should be part of the City's annual work program and have adequate budget support.

Project Recommendations	Cascade Locks Design Handbook – 1992	Economic Development Plan – 1996	ODDA Resource Team Report – 1998	Cascade Locks – Potential Downtown Projects – 2000	Analysis for 2003 Downtown Plan
Implementation Strategy		Involve business leaders. Tax to support city clean-up program. Revolving loan fund for business improvements. Participate in regional economic activities. Market off-season activities. Market natural resources. Jointly market the City with the Port.			All activities included in economic development recommendations.
Project Recommendations	Cascade Locks Design Handbook – 1992	Economic Development Plan – 1996	ODDA Resource Team Report – 1998	Cascade Locks – Potential Downtown Projects – 2000	Analysis for 2003 Downtown Plan
Land Use			In-fill with mixed-use building. Eliminate ground floor residential.		In-fill with mixed use buildings encouraged. Ground floor residential eliminated.

Implementation Actions	Adopted Design Guidelines. Designs for plaza and entryways.	Adopt Design Guidelines.			Development Code amended to add Downtown zone with design standards. ODOT gateway area at WaNaPa and Forest Lane included in plan.
Project Recommendations	Cascade Locks Design Handbook – 1992	Economic Development Plan – 1996	ODDA Resource Team Report – 1998	Cascade Locks – Potential Downtown Projects – 2000	Analysis for 2003 Downtown Plan
Transportation		Construct beltline road. Shuttle service from airport.	Restripe WaNaPa with 11' travel lanes and 12' center turn lane.		Beltline road included in Transportation System Plan. Shuttle planned to serve industrial park, airport, and downtown. WaNaPa to not have center turn lane due to inadequate width.

Economic Development		Encourage more professional services. Upgrade telephone system.			Plan encourages more professional services. City telephone system constantly upgraded.
Housing		Encourage middle and upper income housing.			Housing diversity encouraged to serve all market segments.
Project Recommendations	Cascade Locks Design Handbook – 1992	Economic Development Plan – 1996	ODDA Resource Team Report – 1998	Cascade Locks – Potential Downtown Projects – 2000	Analysis for 2003 Downtown Plan
Parking	Establish additional parking lots along street. Screen parking lots from sidewalk. Overflow/large vehicle parking lot at Marine Park entrance.		Retain on-street parking.		New parking lots to be located at rear of lots. Parking strategy identified. Parking lot sites identified. On street parking retained.

Architectural Style	Classic Revival Style. Columns. Arcades or porches Pilasters. Punched, wood-framed windows. Sloping roofs. Wood siding. Consistent on 4 sides. Neutral colors. White trim.				Preference given to diverse architectural styles consistent with historic character of City.
Project Recommendations	Cascade Locks Design Handbook – 1992	Economic Development Plan – 1996	ODDA Resource Team Report – 1998	Cascade Locks – Potential Downtown Projects – 2000	Analysis for 2003 Downtown Plan

Beautification		Plantings, flower boxes, clean-up.		Plant embankments on north & south sides of WaNaPa. Clean stonework on south side of WaNaPa. Plant bridge piers with Ivy. Screen south side of ODOT yard. Underground Utilities Improve school entrance with landscaping, sidewalks and ramp.	Plans maintained for plantings, flower boxes, clean-up, etc. Bridge abutment painted with mural. Undergrounding completed. School entrance identified as development site.
Access control	Define and close driveways limiting access to defined points.		Access should be limited and eliminated where possible.		ODOT access standards maintained. Grant program to assist with driveway closures and consolidations.
Project Recommendations	Cascade Locks Design Handbook – 1992	Economic Development Plan – 1996	ODDA Resource Team Report – 1998	Cascade Locks – Potential Downtown Projects – 2000	Analysis for 2003 Downtown Plan

Pedestrian Facilities	<p>Sidewalks widened to 12 feet narrowing street cross section.</p> <p>Off-street path behind buildings on north side of WaNaPa.</p>	<p>Covered walkways.</p> <p>Covered walkway over railroad connecting Marine Park and Downtown.</p> <p>Public restrooms.</p> <p>Visitor Center.</p>	<p>Connect Downtown, Marine Park, trail system, and community center/library with improved pedestrian facilities.</p> <p>Create 2nd railroad crossing point to Marine Park.</p> <p>Widen sidewalks to 10'.</p> <p>Create bulb-outs at intersections.</p>	<p>Create port path north of RR tracks from overlook to undercrossing.</p>	<p>Sidewalk widths can be widened away from street. Curblines maintained to preserve historic highway width.</p> <p>Path systems off WaNaPa emphasized.</p> <p>Covered walkways not included due to costs.</p> <p>Public restrooms included.</p> <p>Visitor center included.</p> <p>2nd pedestrian rail crossing planned.</p> <p>No bulb-outs in order to preserve historic highway width.</p>
Project Recommendations	Cascade Locks Design Handbook – 1992	Economic Development Plan – 1996	ODDA Resource Team Report – 1998	Cascade Locks – Potential Downtown Projects – 2000	Analysis for 2003 Downtown Plan

Building location/height/orientation	Buildings on north side of WaNaPa orient windows toward river. Taller buildings on south side orienting toward mountains.		In-fill with mixed use buildings.		Infill with mixed use buildings emphasized in Plan and Downtown Zone.
Key Points	Gateway landscaping at west I-84 ramp. Gateway at Forest Lane and WaNaPa.		Gateway with water feature at west I-84 ramp, visible from I-84. Gateway at Forest Lane and WaNaPa.	Planting at I-84 ramps. River Rock under I-84 bridge. Relocate Welcome site and plantings. Remove flag pole. Build major gateway element at WaNaPa and Forest Lane with sidewalks, parking, restrooms, signage, picnic area & landscaping	Mural created on southern bridge abutment. I-84 gateway not included due to low value. ODOT WaNaPa and Forest Lane gateway project included. Bridge area projects included.
Bicycle Facilities	Bike lanes on WaNaPa		Bike lanes on WaNaPa		Bike lanes retained.
Project Recommendations	Cascade Locks Design Handbook – 1992	Economic Development Plan – 1996	ODDA Resource Team Report – 1998	Cascade Locks – Potential Downtown Projects – 2000	Analysis for 2003 Downtown Plan

Street Trees	4" planting strip between sidewalk and travel lanes on WaNaPa with evenly spaced trees		Locate street trees where opportunity and space exist	Replace and plant street trees with specific species all along WaNaPa.	Evenly spaced street trees rejected in favor of tree groves.
own Center	North side of WaNaPa and Regulator for plaza and fountain.				Now called Overlook Plaza. Built north of parking lot. Expansion into parking lot not planned.
olumbia Center Plaza				Improve plaza with new landscaping, new pavers, refaced walk walls, relocated kiosk, new shelter, ADA ramp, and lighting.	Plaza improvements included in Plan
ew Corridors	Preserve identified view corridors	Increase viewing opportunities to City and Bridge from I-84.		Remove trees blocking view of Bridge	No view corridors identified. Trees and building sites given priority. Building height held to 35 feet.
Project Recommendations	Cascade Locks Design Handbook – 1992	Economic Development Plan – 1996	ODDA Resource Team Report – 1998	Cascade Locks – Potential Downtown Projects – 2000	Analysis for 2003 Downtown Plan

Major Plan Elements	Parking lots Sidewalks Pedestrian Paths Crosswalks Architectural Theme				Each of these general recommendations will be incorporated into the 2003 Plan.
NaPa Detailed Design	Classic Revival Buildings Protected views Street lighting Buffer sidewalk from street Town Center Plaza (later called the Overlook) at Regulator and WaNaPa Remove parking next to plaza Access drives for rear access				Specific architectural style rejected in favor of allowing a greater diversity of styles. Specific views not protected. Height limits to generally protect views Plan calls for architectural street lighting. Plan calls for buffering sidewalk from street with street furniture and landscaping. Town Center (Overlook) Plaza built north of parking lot. Expansion of plaza south of WaNaPa not accepted.