

**PORT ANGELES, WA SDAT:**

DOWNTOWN PORT ANGELES AND THE GATEWAY CORRIDOR:  
RECONNECTING TO THE COMMUNITY

A SUSTAINABLE DESIGN ASSESSMENT TEAM FINAL REPORT

PORT ANGELES, WA  
MARCH 16-18, 2009



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The American Institute of Architects Center for Communities by Design

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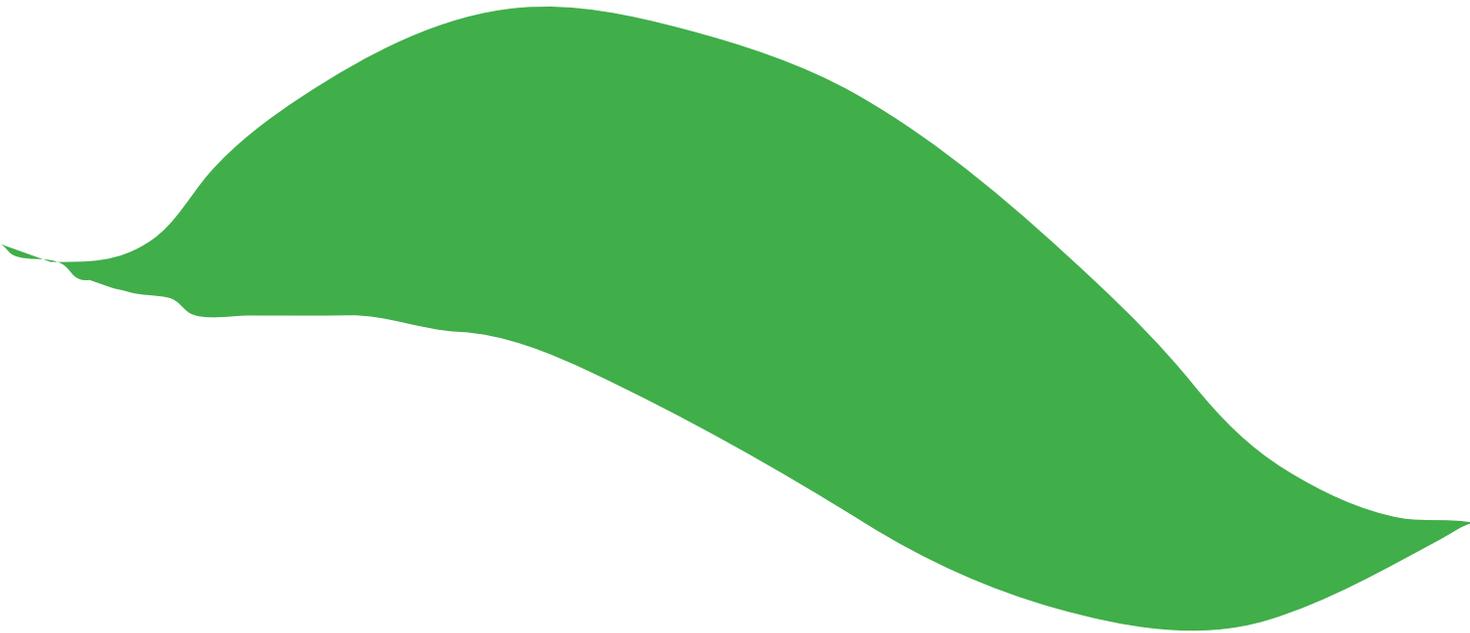
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INTRODUCTION, BACKGROUND,  
& EXECUTIVE SUMMARY



In October 2008, the community of Port Angeles, WA submitted a proposal to the American Institute of Architects (AIA) for a Sustainable Design Assessment Team (SDAT) to assist its citizens in addressing key issues facing the community. The community asked the AIA to focus on urban design and sustainability issues in the gateway corridor and downtown.



The AIA accepted the proposal and, after a preliminary visit by a small group in January, 2009 the full team of SDAT members arrived in Port Angeles on March 15, 2009. For three days, the team members, working closely with local officials, community leaders, technical experts, and citizens, studied the community and its concerns. During those three days, the team came to understand the issues and used their expertise to frame a wide range of recommendations, which were presented to the community in a public meeting on March 18, 2009.

This report is a more detailed version of the background,

findings, and recommendations that were presented to the community. Following a brief overview of the SDAT program and process, this report covers:

- Setting, Views, Vistas and Natural Systems
- Taming the Beast- Sustainable Transportation
- Downtown Gateway & Gateway Corridor
- Parking
- Defining Downtown and Downtown Economic Development
- Urban Design and Form Based Code

A closing section offers some thoughts on how the community can best move forward to address the range of issues and recommendations covered in the report.

WHAT IS THE SDAT PROGRAM?

The SDAT program is an interdisciplinary community assistance program that focuses on principles of sustainability. Launched in 2005, the program represents an exciting new chapter in the AIA's history of supporting communities with volunteer design expertise.

The SDAT program is modeled on the AIA's R/UDAT (Regional and Urban Design Assistance Team) program. While the R/UDAT program provides communities with specific design solutions, the SDAT program provides broad assessments to help frame future policies or design solutions in the context of sustainability and helps communities plan the first steps of implementation. The SDAT program is based on an understanding of design as a process that

## INTRODUCTION & BACKGROUND

- Is integrative, holistic, and visual
- Is central to achieving a sustainable relationship between humans, the natural environment, and the place
- Gives three-dimensional form to a culture and a place
- Achieves balance between culture, environment, and economic systems.

The SDAT program is grounded in the AIA design assistance team values, which call for a multidisciplinary approach, objectivity of the participating team members, and broad public participation.

The key to SDAT success is diversity and participation; the process involves multiple disciplines and multiple stakeholders. The SDAT process includes not only the expert team but also government agencies and officials, private businesses, schools and students, community members, and other parties as appropriate.

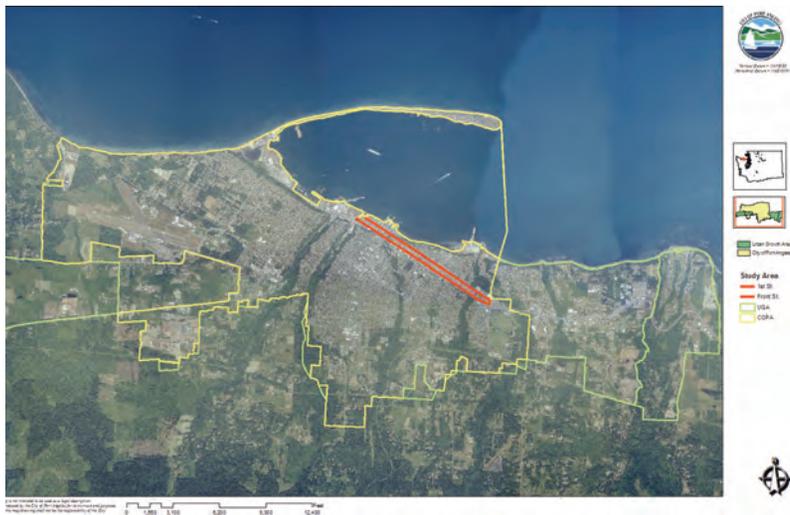
On behalf of the Port Angeles SDAT Team and the American Institute of Architects, it is hoped this report will be a useful guide to the Port Angeles community as it charts its future for the coming years and for coming generations.



EXECUTIVE SUMMARY

The City of Port Angeles and the PA Forward Committee requested an American Institute of Architects Sustainable Design Assessment Team to help the City improve the vitality of downtown and the gateway corridor from the eastern entrance (Highway 101) to downtown. Seizing the ample opportunities to improve downtown and the corridor are the most cost-effective actions the community can undertake to improve quality of life, help the local economy, and ultimately make Port Angeles a more sustainable community.

Port Angeles intends to amend its comprehensive plan and complete a shoreline master program in 2011. The AIA SDAT process is designed to provide ideas and approaches that can be used for current planning, capital facility planning, and longer term comprehensive and shoreline planning.



Port Angeles has amazing strengths and opportunities. Although it faces very real challenges, it is a strong community with an opportunity to emerge even stronger.

PORT ANGELES' STRENGTHS

Port Angeles has an amazing natural setting, sharing the title "where the mountains meet the sea," with few other communities around the world. The historic city is built on the Port Angeles Harbor, one of the deepest harbors on the US West Coast and the host to the ferry to Victoria BC. The city is nestled into the base of the Olympic Mountains and Olympic National Park. One look at a map or air-photo and it is easy to see why people from all over the United States move to and visit Port Angeles.

Port Angeles is a small city (20,000 people) with a population that seems more engaged and committed than in many larger communities. This is a very high energy community with more than its share of active citizens. Multiple business groups, a sustainability group, and numerous active service clubs are all dedicated to improving Port Angeles.

Downtown has a strong arts and cultural presence. Outdoor



## EXECUTIVE SUMMARY

murals and street sculptures complement music venues and periodic outdoor cultural events. The vibrant Native American community is working with the city and its residents to preserve thousands of years of history and make it accessible to visitors. Port Angeles' settlement history is also preserved through the efforts of the historical society and an increasing focus on and partial restoration of underground Port Angeles.

Recent investments in downtown, from the street sculptures and new sidewalks with attractive brick pavers to the new Gateway multi-modal transportation project, have all been well designed and help provide the strong bones of downtown. The Olympic Discovery Trail is a great off-road rails-to-trail multi-use path, with Port Angeles as the most prominent hub on that trail. The planned Railroad Avenue promenade is a critical step to help revitalize the Port Angeles waterfront, although it is not sufficient to serve as the only catalyst for redevelopment.

Port Angeles has a diverse economy, ranging from the remnants of its traditional timber and maritime base to tourism and a variety of independent businesses. As the largest community on the Olympic Peninsula, its Olympic Medical Center hospital, medical community, county offices, and community college serve a large catchment area. Education and especially health have been among the fastest growing elements of the economy. The hospital is the larger employer in the city and the county.

Port Angeles has a healthy mix of employers. Its industrial

sector remains strong, albeit weaker than two decades ago, with a robust focus in timber and maritime businesses. Other industrial, institutional, service, and retail business round out the private sector employment mix.

As the gateway to Olympic National Park and the ferries to Victoria, Port Angeles is guaranteed a large volume of visitors to the area, providing it with endless commercial opportunities if it can find ways to capture the needs and interests of those visitors. The combination of the mild maritime Pacific Northwest climate, amazing natural resources and beauty, and access to quality medical care have made Port Angeles especially attractive to retirees and older, more footloose and independent, professionals.

Port Angeles has a history of productive planning and plan implementation. Many of the best new features of the city, including the Discovery Trail, the multi-modal gateway, recent streetscape improvements, and some of the best features of zoning, emerged from careful planning processes. Resources and changing conditions never permit all planning recommendations to be implemented, but Port Angeles does better than most with regards to implementation.

Downtown and Port Angeles overall have a distinct sense of place and community as well as a high level of civic engagement. Port Angeles is a real community, a small city, not an artificial tourist and second home community.

## PORT ANGELES' CHALLENGES

In theory, an up-close glimpse of Port Angeles should be



View of Port Angeles Leaving Customs

as good as it looks on an air-photo, but something is lost when you zoom in. Sprawl defines the eastern gateway to the city, downtown is dominated by a truck route through the heart of town, and vacant buildings and empty lots set the stage for downtown and the gateway from the Victoria ferry. Cultural and culinary opportunities are not as diverse as Washington's other success stories. Native American current and archaeological resources are not being drawn upon to build a sense of community, although plans are in the works to enhance the visibility and accessibility of these resources.

One of Port Angeles' greatest strengths, the guaranteed traffic from visitors to Olympic National Park and the Victoria ferries, is squandered. Instead of being an engine that helps drive the economy and creates a vibrant downtown, this traffic, and

associated port traffic, is not well managed and hurts the very resources it should be helping: downtown and the eastern Highway 101 gateway corridor. It is not at all clear from the development patterns along Highway 101 in unincorporated Clallam County east of the urban growth area that Washington's urban growth boundaries are always being adhered to.

Port Angeles has not recovered from the dramatic decline in timber and fishing employment and the closing of paper and lumber mills over the past three decades. Port Angeles' downtown and economy has been hit harder than many communities in the 2008 to 2009 recession. Its school dropout rate and poverty rate are both significantly higher than the state, although the schools still provide a high quality education to those who take advantage of it.

## EXECUTIVE SUMMARY

### PORT ANGELES CITIZENS SPEAK:

- The entranceway doesn't tell a story, or at least not one we want told.
- My gosh, downtown is a truck route.
- The waterfront is Port Angeles' most valuable and ignored asset.
- We need to bring Victoria south.

Port Angeles has not yet found its way in the new economy. As a result of downtown's blemishes, tourism has been only moderately successful. There seems to be a consensus that while cultivating a tourism trade that supports local businesses is desirable, Port Angeles should not become a tourist Mecca at the expense of maintaining and growing its remaining blue collar economic opportunities and culture.

### COMMUNITY LEADERSHIP

Port Angeles government and citizens are ready to make a change and are extremely energetic and committed to their community. City government, including a committed City Council, a newly hired City Manager, and a very strong Community and Economic Development Department, has already been working hard at rebuilding downtown and wants new ideas and community consensus.

The economic development and non-profit sector are very strong, and are committed to trying to address the problems. Port Angeles and the Olympic Peninsula are also host to a strong environmental ethic and there is a great deal of community interest in sustainability. It is not clear, however,

how engaged the majority of the struggling workforce is in solving problems, and there is certainly not consensus as to how to move forward.

### THE PORT ANGELES STUDY AREA

The study area focuses on the Port Angeles areas that most visitors see and that define the overall sense of place:

1. The eastern gateway to the City. Highway 101 enters Port Angeles from the east. This is the only road entering the City from that direction and is the source of the majority of trips into Port Angeles. The "gateway" consists of a couple of miles of generic North American strip development including unincorporated areas outside Port Angeles, parts of the Clallam County Urban Growth Area that will eventually be incorporated into Port Angeles, and areas within Port Angeles proper.

2. The northern gateway to the City. The ferry terminal connects Port Angeles to Victoria, British Columbia. Port Angeles residents we spoke to were in unanimous agreement that visitors arriving in Victoria by ferry take one look from the deck of the ferry and say "this is a community I want to spend time in", but visitors arriving in Port Angeles by ferry or car say "this is a community that I think we can skip." Port Angeles' gems are not readily apparent to the casual visitor.

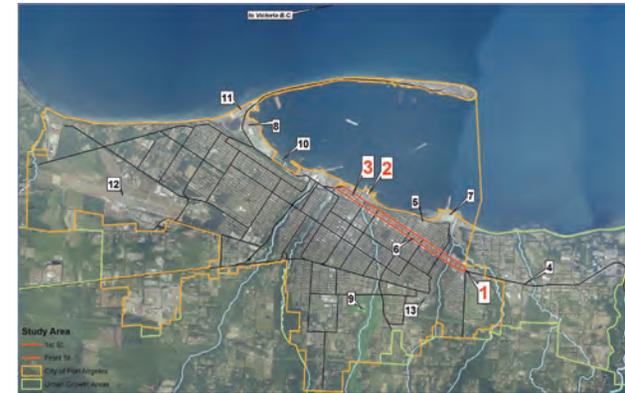
3. Front (one way westbound) and First (one way eastbound) Streets. These streets comprise Highway 101 from the eastern gateway to the northern gateway and run to the heart of downtown, feeding as downtown's main streets. The resulting high volume of relatively fast moving vehicles,

especially trucks, makes downtown a dangerous and noisy transit route. Highway 101 provides a route for cars to avoid downtown, but there is no similar option for truck traffic. This creates the worst of both worlds for downtown: high truck volume and noise but limited customer traffic.

4. Downtown. Downtown has great bones and amazing potential, including: access to the harbor and its remaining maritime business; a grid system; a rich Native American history at the waters edge; interesting urban history; wonderful historic buildings; a waterfront trail; and successful streetscape improvements within the public realm. Aside from the traffic challenges, however, it has suffered from high upper story vacancies for many years and, in the last year, high first floor vacancies, empty missing tooth lots, downtown merchants that don't always pull together, and both natural and political impediments to its rational planning scheme.

#### MAJOR INFLUENCES ON THE DOWNTOWN AND THE EASTERN GATEWAY CORRIDOR

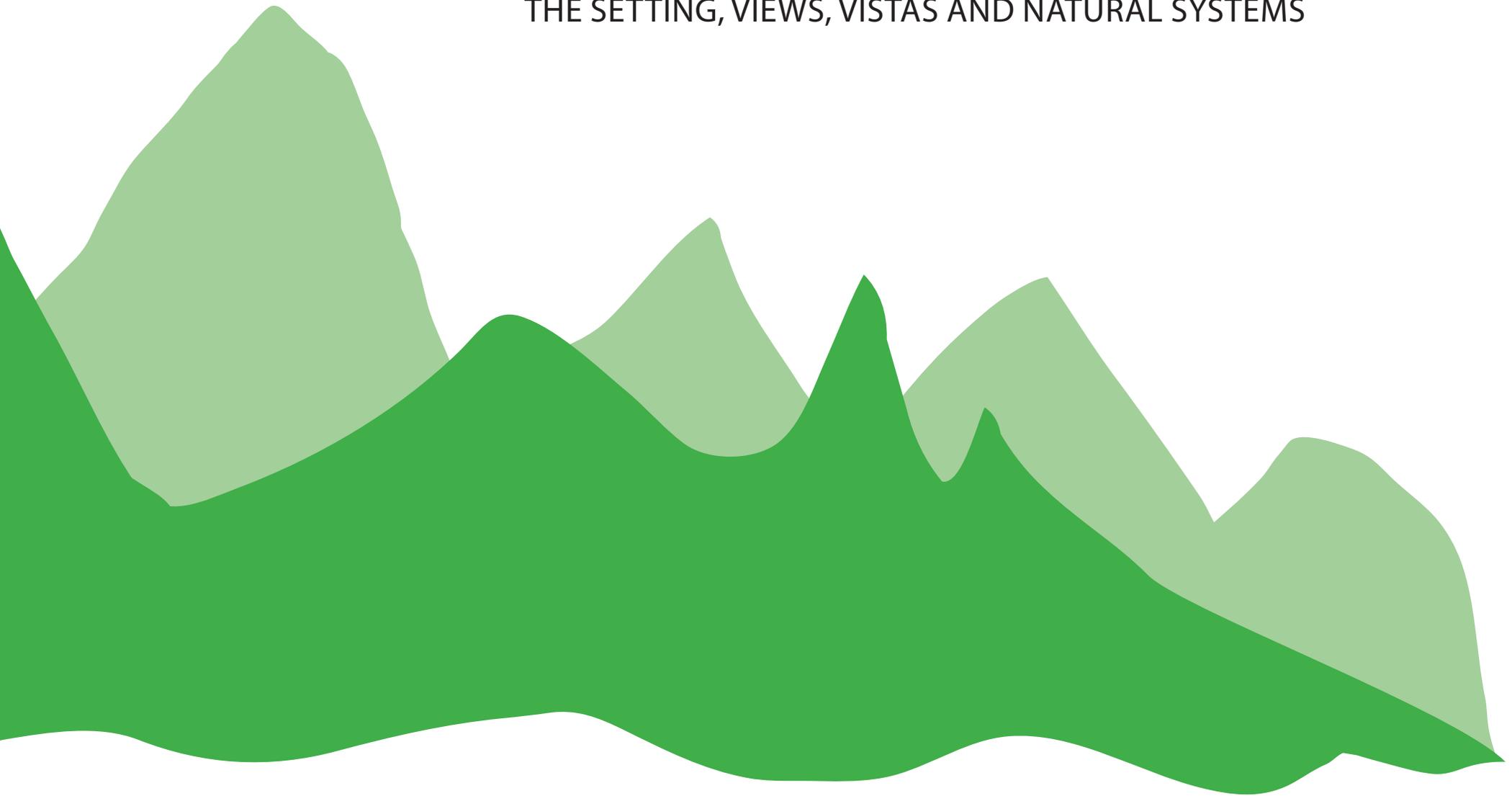
- In addition to what happens within downtown and the gateway corridor, activity in other nearby areas has major influences on the study area. The plan shows some of the key influences:
- Highway 101 eastern gateway corridor
- Ferry terminals (northern gateway)
- Downtown Port Angeles
- Highway 101 unincorporated Clallam County Urban Growth Area strip commercial
- Olympic Medical Center



- Center of commercial strip area, Highway 101, Front and First Streets
- Former Rayonier Mill Site with potential Native American Archaeological sites.
- Identified Native American archaeological site, part of much larger Native American presence
- Olympic National Park Visitors Center and Administrative Headquarters
- Marina, recreational and commercial maritime (abuts largest industrial area in city)
- Ediz Hook Pulp Mill
- Fairchild International Airport
- Peninsula College (primarily two year community college)

Port Angeles has everything a small city could want, but it is currently squandering these resources. We hope that this report can help the amazingly energetic and devoted citizens of Port Angeles to move ahead and revitalize Port Angeles and in doing so make the entire northern Olympic Peninsula a more sustainable place.

THE SETTING, VIEWS, VISTAS AND NATURAL SYSTEMS

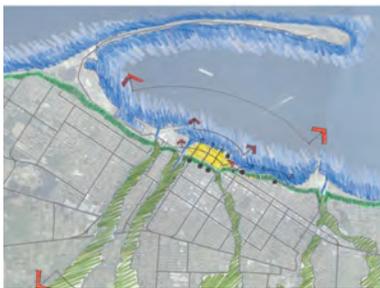
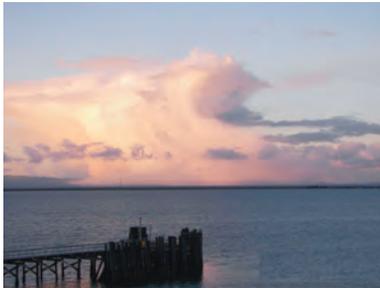


## THE SETTING, VIEWS, VISTAS AND NATURAL SYSTEMS

### SETTING & LANDSCAPE FRAMEWORK

The physical setting of Port Angeles, located between the Olympic Mountains and the Strait of Juan de Fuca, is incontrovertibly spectacular. The mountains form a backdrop for the city that is awe-inspiring to both visitors and residents alike. To the east, Mt. Baker of the North Cascade Mountains in Washington can be seen on clear days. The mountain ranges on Vancouver Island and the San Juan Islands can also be viewed in the distance.

The coast along Port Angeles is oriented north, an orientation largely unfound anywhere else in United States south of the Arctic Circle. During certain seasons of the year, one can experience both sunrise and sunset over the Strait in the same day. The rain shadow effect of the Olympic Mountains



and Hurricane Ridge allows the residents of Port Angeles to enjoy a lower rainfall (about 24" per year) than much of the surrounding peninsula. The residents refer to "The Blue Hole" when they describe the way a vast circle of sunlight shines down through an otherwise cloudy sky. These changing weather patterns and atmospheric phenomenon make for dramatic, colorful skies and a delightful "rainbow season" in the spring and fall months.

The 3-mile long Ediz Hook, a spit of land extending from the peninsula west to east, creates a generous bay in the city's immediate foreground. The maritime traffic, which ranges from ocean-going ships to ferries, sailboats and other watercraft, activates the bay. The waterfront is very engaging, given the dynamic weather, beauty of the water, marine vessels and wildlife.

The topography of Port Angeles is varied and interesting. It consists of the waterfront and lowlands running east-west, a parallel bluff about 40-60 ft. high, five north-south creek ravines, and the upland slope or bench. The water level fluctuates about five to eight feet due to tides, exposing beaches and mud flats in the small estuaries twice a day. Most of the shoreline in Port Angeles has been stabilized with riprap. There are plans to focus more restoration efforts in the creek estuaries in order to enhance fisheries. Generally, sea level rise due to global warming effects has not been sufficiently planned for in Port Angeles. While this topic is essential to discuss within the community, it is not extensively explored in this report given the prescribed scope of the project.

The city's waterfront in the downtown and to the west has direct contact with the shoreline. On the east and south of downtown, the city is perched on a bluff run. The bluff is largely wooded, providing an important natural resource for wildlife connectivity to the waterfront and the wooded ravines that dissect the city. The bluff has a tendency to erode in areas, so protections should include a setback for buildings from both top and toe of bank.

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Most of the city is developed on the bench, south of the bluff. Port Angeles tends to have a moderate climate, which is favorable for gardening given that the soil holds moisture well and supports many varieties of native and ornamental plants.

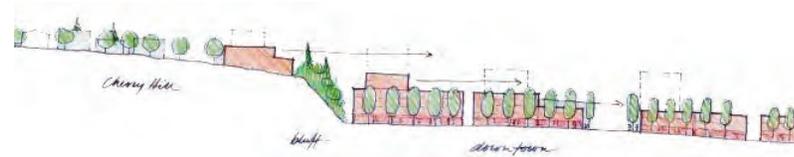
Five deep, forested ravines with year-round creeks convey the rain and snowmelt of the glaciers on the Olympic Mountains to the Strait. These corridors provide a great deal of connectivity for wildlife, including native salmon and other fish. Four of the creeks feed small estuaries at the shoreline, despite the fact that most have been piped for at least several blocks through the lower part of city. It is generally recognized that these outfalls can be vastly improved for fish habitat. It is possible that fish could be re-introduced to Peabody Creek if the physical barriers were removed.

### SETTING AND LANDSCAPE FRAMEWORK RECOMMENDATIONS

- Consider effects on city planning and infrastructure planning relative to the rising water levels.
- Encourage and support environmental efforts to protect and enhance estuaries, bluff and creek ravines to improve water quality and wildlife habitat.
- Create a development setback for the bluff and a plan for vegetative restoration using native plants.

## VIEWS

Visitors and residents of Port Angeles enjoy scenic sweeping panoramas due the natural topography. In general, the paucity of large trees and the downtown building scale allow



for open viewsheds. The bluff offers an interesting break in the city and an opportunity for many view points over the Strait. Some neighborhoods and the commercial district on the bench have views of both the waterfront and the Olympic Mountains.



As the city grows and adds density over time, new buildings will be constructed and trees will mature. These elements will tend to either frame or block many views. While all views cannot be preserved without encouraging the disinvestment downtown has already experienced, a focus on ensuring that new development frames views and preserves character defining views is critical.

### VIEWSHED SHORT TERM RECOMMENDATIONS

- Along the bluff, waterfront and other designated locations, create public viewpoints or overlooks. Modify zoning so that any increases in allowable building height are accompanied by efforts to protect character defining viewpoints and their scenic view corridors.
- Consider limiting height of new infill development in downtown to protect public viewpoints and enhance

## THE SETTING, VIEWS, VISTAS AND NATURAL SYSTEMS

- development potentials for many of the bluff properties.
- Step the heights of new infill buildings in the central district down toward the waterfront. Plan for development that is compatible with visual access as much as possible. Avoid any large multi-block development parcels (superblocks) that require street closures and that block views and limit access to natural amenities. Generally, street closures downtown should be avoided at all costs.
- Select narrow columnar species of trees for the downtown in consideration of maintaining view corridors.

### VISUAL QUALITY

As previously stated, Port Angeles' landscape backdrop is visually world class. Private lands in the lower foothills



have started to recover from the practice of large-scale clear-cutting during the 1970s and 1980s, and have generally established coniferous vegetation. The large industrial operations on the waterfront have been removed from the Rayonier property. A paper mill is still present west of town, but waterfront industry does not have the dominance and negative visual impact that it once had. Over time, Port Angeles has evolved into a wonderfully scenic recovered landscape setting that is different than even two decades ago.



As visitors approach Port Angeles on the ferry from Victoria, BC, expectations are heightened by the city's natural setting. Unfortunately, the visual quality of the downtown of Port Angeles does not hold up to its setting upon a closer inspection. The scale of the buildings and blocks are appropriate for a city of this size and Port Angeles is rich with historic architecture. But many buildings are in need of maintenance, preservation or adaptive re-use.

There are also a number of elements that actively detract from the downtown. These elements include a high percentage of vacant lots and surface parking lots, a lack of green

## THE SETTING, VIEWS, VISTAS AND NATURAL SYSTEMS

landscape elements, distracting signage and deteriorated or vacant buildings.

New sand-set paving standards for sidewalks that enhance the feel of the streetscape have been recently implemented in the downtown. But there remain a number of uninteresting streets and surface parking lots that leave gaps in the blocks, preventing continuous storefronts that support active retail. The parking lots are essentially devoid of landscape plantings.

Due to the number of vacant spaces and surface parking lots, there are a number of blank building walls. Some blank walls face major streets and do not contribute to a high visual quality. A few blank walls have been utilized as a part of the



city's mural painting program and provide visual interest and historic perspective. But murals cannot be relied upon to mitigate the lack of urban infill and perceived vitality of the downtown and other commercial areas.



Some poor quality, unmaintained public landscapes in the downtown also negatively affect visitors' impressions of the city. The elevated overlook at the City Pier is a great destination;

however, the condition and design of the park have degraded over time. Only a few street trees provide an urban landscape framework for the sidewalks and buildings; green landscape elements are lacking in the downtown and elsewhere in the city. Seasonal color is provided in hanging flower baskets for the summer, but their presence does not contribute in the other three seasons, and even in their

peak they cannot make up for the lacking of additional greenery. Private property owners need to evaluate their landscapes in terms of how they can contribute to an improved visual environment.

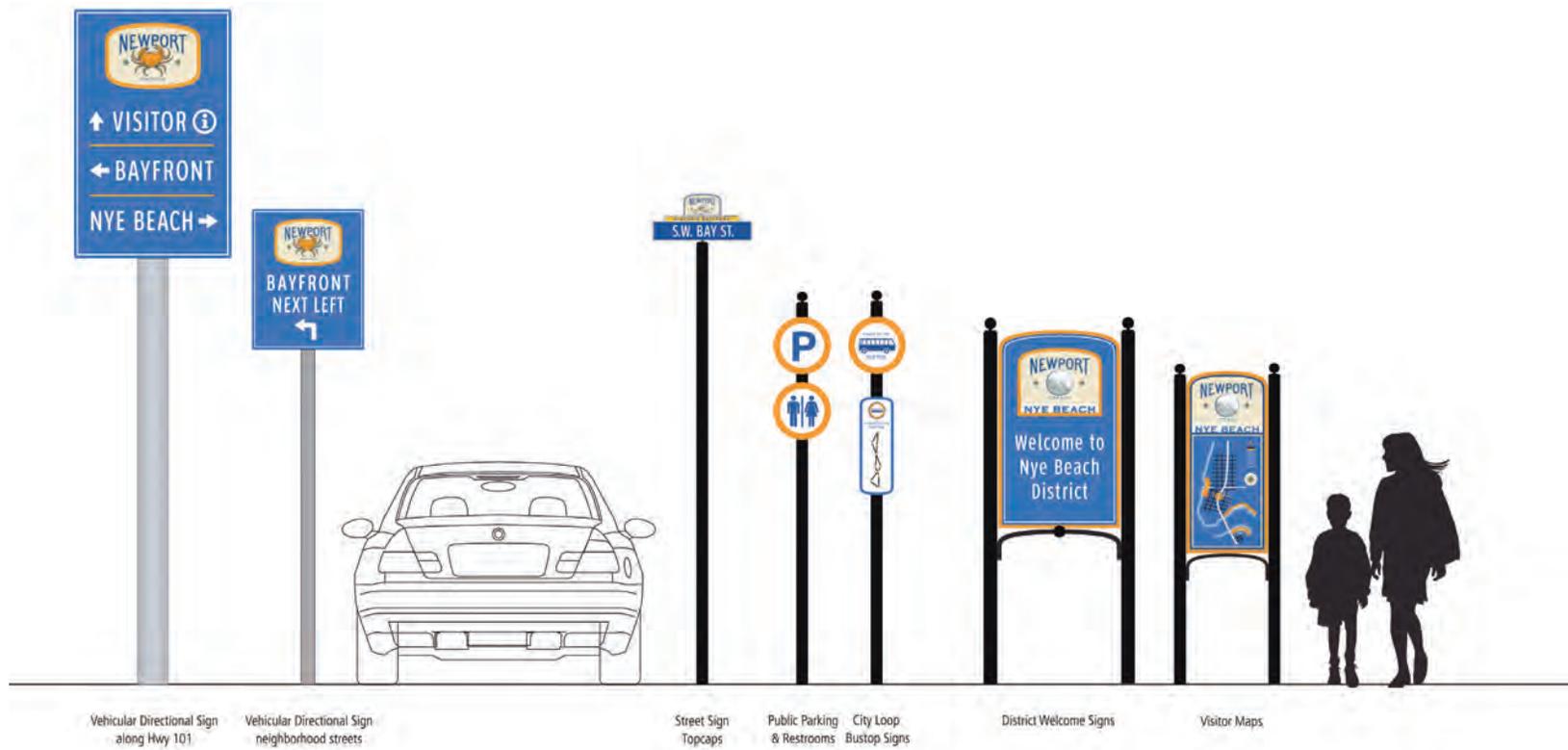
Additionally, poor quality signage accumulated over time creates unnecessary visual clutter and a confusing environment for wayfinding. For example, the historic brick building that serves as the Chamber of Commerce Visitor Center features a plethora of signage, making it difficult to see or identify its purpose from the nearby ferry terminal.



## VISUAL QUALITY SHORT TERM RECOMMENDATIONS

- Approve only murals that are high quality artistic expressions, not advertising for commercial products or services unless the wall painting closely follows historic precedent.

THE SETTING, VIEWS, VISTAS AND NATURAL SYSTEMS



## THE SETTING, VIEWS, VISTAS AND NATURAL SYSTEMS



- Reduce visual clutter of public and private signage through a signage master plan that specifies how to remove and replace old signage that is in disrepair or redundant.
- Develop identity through directional, wayfinding and regulatory signage standards for both public and private realms.
- Use durable and adaptable directional and informational signage in the public realm that is consistent, simple and easy to decipher.
- Encourage custom painted or wood carved signs with logos for private commercial use rather than municipal purposes.
- Develop an authentic identity program for the city. If themed, it should be true to the character of the city and should capitalize on the city's attributes, livability, values and future, not necessarily focus on historical turn-of-the-century themes.
- Encourage private property owners to upgrade landscapes and screen surface parking lots and service areas.
- Locate one welcoming sign at each gateway to highlight the identity of the city. Remove all other signs that are redundant or do not support the city's identity.
- Prepare a street tree plan for the downtown that designates the proper species of trees for each street.
- Enforce landscape standards for parking lots in the

city. Create incentives for private commercial property owners to provide perimeter landscape treatments.

## VISUAL QUALITY LONG TERM RECOMMENDATIONS

- Attract new mixed-used infill development that is compatible with the existing blocks and in scale with the architecture of the rest of the city. Do not allow multi-block development without providing view corridors and public access.
- Encourage redevelopment of the City Pier as the premier waterfront park. Relocate the existing performance venue to another site close to downtown that has more weather protection. Remove buildings from the park that block views of the waterfront.
- The goal for improving the downtown business district should be infill mixed-use development; do not allow the presence of a mural to become an obstacle or impediment for accommodating the right kind of development.
- Provide incentives for high quality historic preservation, renovation and adaptive re-use.
- Where possible, place overhead utilities underground when street improvements are made.

## WATERFRONT IMPROVEMENT OPPORTUNITIES

Port Angeles could particularly capitalize on a downtown revitalization where downtown meets the waterfront. The city can celebrate the fact that unlike most cities, there is not a railroad or major arterial at the waters edge. Each property along the waterfront must make a positive contribution and be compatible with public open space, allowing access and views to the greatest degree possible.

## THE SETTING, VIEWS, VISTAS AND NATURAL SYSTEMS

The waterfront walk along Railroad Avenue now connects to the larger Olympic Peninsula Discovery Trail, a valuable amenity for the community and visitors. Streetscape and walkway improvements with new furnishings, lighting and signage would make the experience more compelling for residents to use and visitors to explore. There are plans for the ferry landing redevelopment and the replacement of an exiting parking lot with a pedestrian esplanade. These projects, if designed well, can successfully tie the waterfront to the downtown while enhancing connectivity and wayfinding.

City Pier, the main waterfront park, is in need of renovation and reorganization. It could become the focal point of the city, providing a strong sense of arrival and welcome. Currently, its entry is a parking lot and its viewshed is comprised primarily of blank building walls, the overlook tower and the waterfront in general. The performance venue used in the summer is particularly challenged by wind conditions and should be relocated in a more sheltered place nearby in the downtown.

The city needs a special focal point of arrival on the waterfront. The intersection of Lincoln and Railroad Streets, the City



Pier and the entrances to The Landing and Red Lion Hotel could all be redesigned as a multi-modal gathering place and community focal point plaza on the waterfront that gives unique identity and an undated character to Port

Angeles. Adjacent to the Visitor's Center, the plaza can also act as a trailhead, including directional signage and a regional map for visitors.

Portions of Peabody Creek's outfall at the foot of Lincoln Street need to be daylighted in a more attractive and environmentally beneficial way and should be included as part of the plaza design. Daylighting the creek through large sections of downtown is not possible due to a low invert of the flow line and existing development but is possible that one or two sections could be daylighted. Army Corps of Engineers funding for such a scheme could be pursued.

Private properties can contribute positively to the waterfront if well designed and in scale with the city. The Oak Street parcel north of downtown is a unique site that holds many possibilities for development or as public open space. A large portion of the parcel along the waterfront is owned by the state and can connect to the waterfront trail. The Landing is also a great opportunity site for mixed-use redevelopment, given its size, location and relative scale. Its entries are currently uninviting for pedestrians, particularly on the southeast side due to the landscape, signage and a confusing vehicular entry.

The Red Lion Hotel has developed in a linear form that acts as a "wall" along the waterfront, limiting views and pedestrian connectivity to the waterfront. If the site is redeveloped in the future, more aesthetic ways to mass buildings, design parking, enhance views and add open space should be considered.

## THE SETTING, VIEWS, VISTAS AND NATURAL SYSTEMS

### WATERFRONT IMPROVEMENT SHORT TERM RECOMMENDATIONS

- Encourage private property owners to redesign the unfriendly pedestrian approaches to The Landing and the Red Lion Hotel as a part of the public plaza and City Pier effort.
- Ensure that each waterfront property contributes to the east-west pedestrian connections to the Discovery Trail.
- Improve identity and wayfinding at key points along the waterfront trail.

### WATERFRONT IMPROVEMENT LONG TERM RECOMMENDATIONS

- Develop a pedestrian and vehicular plaza at Railroad Avenue and Lincoln Street and City Pier to create a distinctive, unique “you have arrived” place on the waterfront.
- Redesign the City Pier to meet today’s programs and audiences. Move the entertainment venue to another location in downtown and open the park to the waterfront.
- Daylight more of Peabody Creek and improve the small estuary with grading, bioengineering and plantings.
- When the Red Lion property re-develops, create breaks in the architecture and parking to eliminate a wall of buildings along the waterfront.
- Ensure that the new ferry terminal building, queuing and parking enhance the visual environment and pedestrian experience and connectivity on the waterfront.
- Enhance the streetscape along Railroad Avenue with

new paving, lighting and furnishings.

- Consider long-term effects of new development, including a certain rise in the ocean due to global warming.

### DOWNTOWN PEDESTRIAN ENVIRONMENT & STREETScape

The existing downtown is ripe with possibilities for new mixed-use urban infill development that activates it and brings a 24-hour vitality. It is possible to build a distinct sense of place through public realm improvements and private buildings. Through these efforts, the downtown should be evocative of and authentic to its place instead of overly themed.

The city’s streets can be improved through the establishment of a hierarchy of streets and alleys. Some streets can be more oriented to pedestrian activities and others more accommodating of through traffic. There should be on-street parking on most if not all of the downtown streets.

The walking aspect and sense of discovery of the small downtown can be a great opportunity for tourists and residents. This aspect can be carefully and thoughtfully reinforced as infill occurs and public street improvements take place. All of the block faces should be developed with retail to the highest degree possible. There are



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potential pedestrian links in the north-south direction from bluff to waterfront as well as in the east-west direction, which would serve to connect retail activity to the neighborhoods.

Special consideration of street design will encourage both pedestrian and cyclist usage. Certain streets can be programmed and designed for periodic closure for festivals. Alleyways can provide space for certain businesses such as art studios or bars that capitalize on an alternative and even somewhat obscure address.

The downtown would benefit from an additional public gathering place on First Street and Laurel. A small plaza or urban park could be developed on the western portion of a block where a surface parking lot now exists. This plaza could host seasonal events and provide a more sheltered condition for festivals and other outdoor activities. Centrally located, the plaza would give a sense of community, identity and livability to the downtown. The large mural depicting historic activities could be the backdrop for the plaza as well as an appropriate place to gather for the colorful and intriguing Underground Tour of Port Angeles. The sidewalks in the blocks nearby reflect the underground with the skylights, which are unique features that should be retained and preserved.

### DOWNTOWN PEDESTRIAN ENVIRONMENT & STREETSCAPE SHORT TERM RECOMMENDATIONS

- Design different types of streets based on a hierarchy of use and function. Designate Laurel & Railroad as festival streets for periodic event closure. Create wider sidewalks, and distinctive lighting and furnishings.

- Create a local traffic street plan that favors pedestrians and bikes in the downtown, using traffic calming devices if necessary.
- Enhance alleys with clean up, service and garbage container screening, and improved lighting.
- Link small walking loops in the downtown with hill climbs on Laurel, Oak and Cherry Streets that lead to viewpoints on the bluff. Create an east-west bluff trail using public sidewalks to link the viewpoints if right-of-way cannot be acquired.
- Create a coordinated vicinity map and interpretive program along the walking loops.



### DOWNTOWN PEDESTRIAN ENVIRONMENT & STREETSCAPE LONG TERM RECOMMENDATIONS

- Develop a new urban public plaza with lighting and furnishings downtown. The plaza can be a foreground for the existing mural and a point of interest and gathering place along the Underground Tour.

### GREEN STREETS

In keeping with the emerging environmental awareness

## THE SETTING, VIEWS, VISTAS AND NATURAL SYSTEMS

and interest in the community, the city is developing policy and implementation of improvements for urban forestry and stormwater management. According to the Federal Environmental Protection Agency (EPA), untreated stormwater discharge is the largest non-point sources of pollution of urban waterways in cities and Port Angeles is no exception. Improving the water quality of the creeks and any untreated discharge to the Strait is a key environmental consideration for the city.

The downtown and one-way couplet streets are relatively flat (except for the bluff) and have great potential to incorporate additional landscape elements. Benefits include removal of urban pollutants, improvement of the visual environment and sending more of an environmental stewardship message throughout the city. Through a program of green streets, the landscape can clean surface runoff from parking lots and roads through vegetated rain gardens and bioswales.

### GREEN STREETS SHORT TERM RECOMMENDATIONS

- Develop a plan for green streets to accept and clean stormwater from parking lots and public rights-of-way in the downtown and the rest of the city.
- Prepare standards for private properties for stormwater runoff treatment.
- Develop and adopt an urban forestry plan for the downtown district and the rest of the city.

### PEDESTRIAN & BICYCLE CONNECTIVITY

As previously mentioned, the city will develop an east-west waterfront promenade that connects to the Olympic

Discovery Trail. There are many other opportunities for pedestrian and bike trails that will give residents new, more sustainable transportation and recreation infrastructure. An east-west trail at the top of the bluff could link the viewpoints and the Olympic Discovery Trail while taking advantage of the topographic break in the city. Some portions would need to be on local streets and sidewalks that parallel the bluff if public access cannot be accommodated at the top of bank. North-south foot trails may be feasible at the top of banks along the five ravines. Due to steep banks and sensitive environmental conditions, bike connections may need to be on local streets to avoid impacts to the slopes and vegetation.

A trail along Peabody Creek could connect the waterfront to the Olympic National Park Visitor Center and Hurricane Ridge, for example. A trail along White Creek could connect the waterfront with Peninsula College, serving student populations well. It could also link to the Fine Arts Center, a high quality cultural resource and special “diamond in the rough” destination. Again, signage is the key to making a coherent trail system.

### PEDESTRIAN & BICYCLE CONNECTIVITY LONG TERM RECOMMENDATIONS:

- Plan for and implement a larger pedestrian and trails network linking the waterfront with the bluff and the ravines. Develop a trails signage plan for wayfinding and a coordinated interpretive plan.

### ENTRY CORRIDOR STREETSCAPE

Other sections of the report will describe the planning context of the Front and First Streets couplet, a commercial corridor

## THE SETTING, VIEWS, VISTAS AND NATURAL SYSTEMS

that extends east of downtown to the city limit. With regard to visual quality, suffice it to say that the typical strip development with its many surface parking lots, driveway cuts, large distracting signage, and auto-oriented commercial corridor does not present an interesting or unique sense of welcome for Port Angeles. It is difficult to distinguish the city's strip development from the strip development located in county property, which makes the journey to the city center feel even longer. The length and monotony of the corridor needs a visual break. A more pedestrian-oriented commercial node could be planned and developed at Front and First Streets and Race Street. Several blocks at the intersections could be redeveloped to have new denser infill development. Buildings with greater architectural interest that frame the corners of the intersections would create a stronger sense of place.

Landscape can be added to the list of considerations and opportunities to improve the corridor. Street trees, parking lot and storage screening, and water quality facilities would all help to green the visual environment and soften the effects of the corridor. A signage ordinance should be developed and enforced in order to create more control on the signage and lighting.

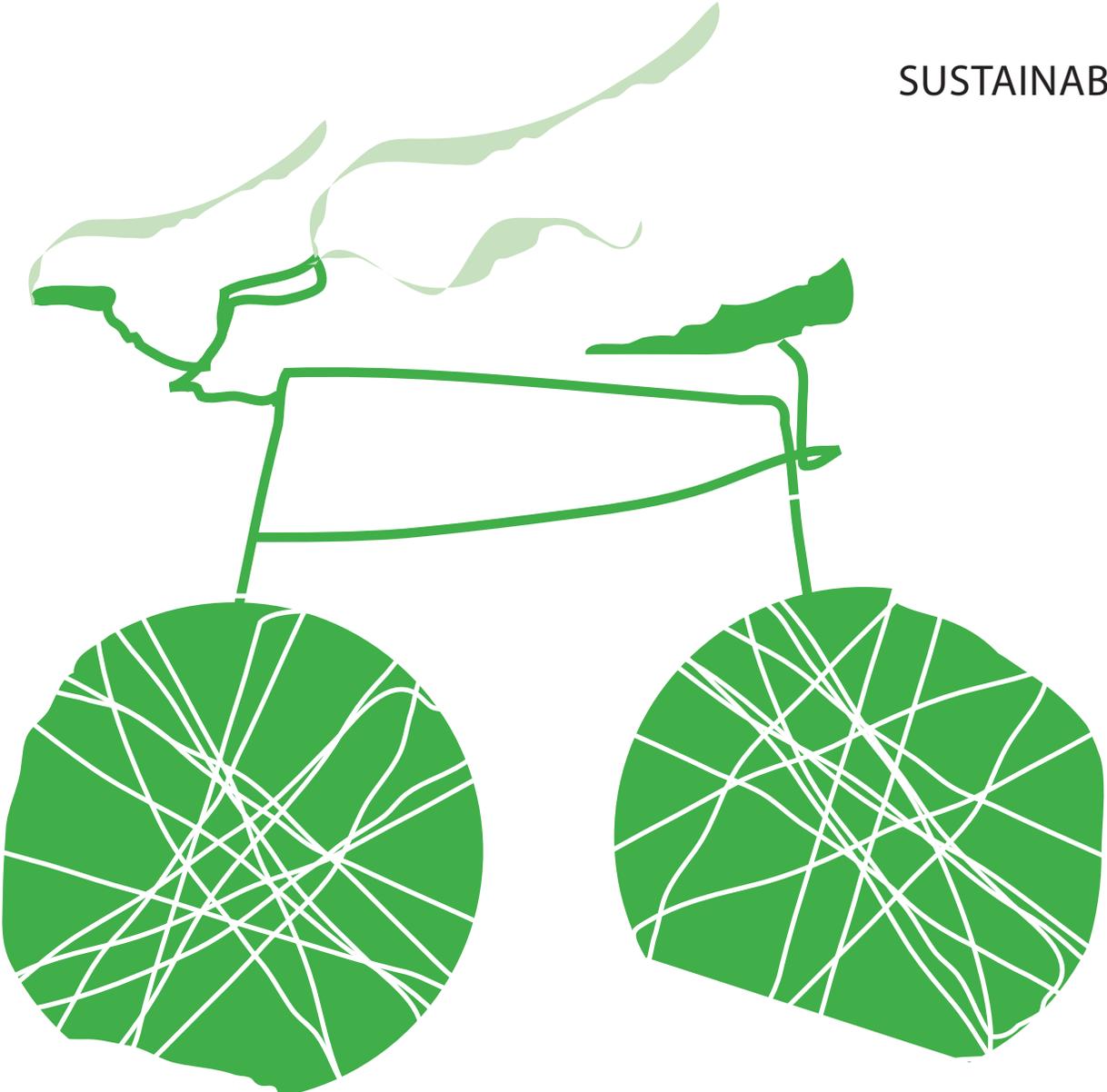
Close to the city limits on the east, a larger landscape easement could be acquired along the White Creek corridor to create a forested buffer and gateway to the city. The addition of a large native conifer tree planting between the Front and First Avenue blocks would visually and physically make a break from the county strip commercial development, adding to the larger ravine corridor. The north-south streets crossing the couplet need connections, particularly pedestrians and

bikes, which can be challenging, given the state highway designation. Each street intersection needs to support the notion of crossing the busy streets, despite the volume of traffic to promote the use of alternative transportation modes.

### ENTRY CORRIDOR STREETScape SHORT TERM RECOMMENDATIONS

- Implement streetscape, street trees and signage standards on Front and First Streets. Encourage private property owners to meet landscape standards to screen surface parking lots and service areas.
- Plant conifer trees at the east end of the city as a buffer and backdrop for identity signage. Reinforce the White Creek ravine landscape with native plantings where possible. Extend a transitional landscape in an east-west direction using the slopes adjacent to the roadway for more landscape plantings that enhance the visual environment.
- Entry Corridor Streetscape Long Term Recommendations
- Redevelop a new pedestrian-oriented commercial node at Race Street and Front and First Streets with mixed-use retail and office buildings to break the commercial strip. Reinforce the special intersection with urban design elements and architectural forms that meet the property lines.
- Plan for and implement stormwater treatment from the roadways to improve water quality in adjacent salmon-bearing creeks.
- Enhance north-south connectivity and crossings across the avenues for pedestrians and bicycle crossings and passages that are safe and convenient.

TAMING THE BEAST-  
SUSTAINABLE TRANSPORTATION



The citizens of Port Angeles need an over-arching vision of their ideal transportation system. The following Port Angeles mobility goals are offered for consideration:

- Port Angeles should be friendly to a variety of transportation modes (automobile, foot, car, transit, truck, etc), with no one method dominating.
- Transition between different transportation choices should be easy.
- The safety of any transportation mode should not be compromised by others' choices.

Decoupling the First and Front one-way street couplet (discussed later in this section) is one of the many concrete steps Port Angeles can make to meet these goals, but it is critical that the City look at and plan for their entire transportation system, and not simply focus on this one big project.

A sustainable transportation system provides for current needs without compromising the ability of future generations to meet their transportation needs. The current system, focused primarily on automobiles, is neither sustainable nor efficient. Unfortunately, most methods to determine efficiency of a roadway (level of service being the primary one) do not measure people moved per hour, but instead measure vehicles moved per hour. A more sustainable transportation system is one that does not force citizens to use autos and offers a holistic system with a variety of methods for moving about and lowering transportation costs for future generations.

## CREATE A COMPREHENSIVE STREET CLASSIFICATION SYSTEM AND PLAN

The first step toward a Comprehensive Sustainable Transportation System Plan is to determine how the network of pathways, from trails to highways, supports Port Angeles' land use and mobility goals. A Functional Street Classification System describes the purpose of the street, not the number of users, for each mode of travel. Accommodating each mode is part of the larger transportation/land use puzzle.

- General Automobile and Auto Parking (see separate parking section of this report)
- Freight (Trucks)
- Emergency Response
- Transit
- Pedestrians
- Bicyclists and Bicyclist Parking

For each mode, the higher one moves in the classifications, the more focus there is on the needs of that mode. It is not possible or generally desirable to separate all modes from each other. As a result, many of the higher-level classifications of different modes will naturally coincide on the busier streets. Eventually, if resources were available, Port Angeles might want a consultant-produced comprehensive transportation plan, with extensive community participation and consensus building and detailed transportation system treatments. In the shorter term, however, a staff and citizen generated policy manual, designed to build community consensus and make broad policy decisions, is more important and can be completed at a fraction of the cost.

## TAMING THE BEAST- SUSTAINABLE TRANSPORTATION

### STREET CLASSIFICATIONS FOR GENERAL AUTOMOBILE USES

For the foreseeable future automobiles will be the majority, if not the dominant, mode of transportation in Port Angeles. As such, accommodating automobiles is critical. Port Angeles has already identified Arterial Streets, though some of them should be reclassified. In the North-South direction there are Cherry, Lincoln, Peabody, Race, Chambers and Ennis. In the East-West direction there are Lauridsen, 8<sup>th</sup>, 5<sup>th</sup>, 1<sup>st</sup> and Front. Port Angeles should reconsider the current designations of each street as part of the upcoming comprehensive plan review and develop a transportation system plan that supports and is integrated with the land use plan. For instance, Lincoln is more than an Arterial Street. It is used to a much higher level by motorist traveling much farther.

Defining the function of a street helps build agreement on the form for that street, in conformance with a transportation system plan. If the street is in conformance, policy regarding traffic calming is much easier to implement. Each street in Port Angeles should have one of at least three general auto classifications:

**Local Service Streets-** These streets provide a connection between most residential neighborhoods and higher classified streets. The needs of motorized transport on these streets are subordinate to non-motorized transportation. Examples of policies that favor non-motorized transport include simple sidewalk networks, 25-mph (or lower) speed limits, traffic calming with speed humps or speed tables, allocation of roadway space to bike lanes instead of two

directional movement of autos, and physical diversion of auto traffic where auto paths are blocked but pedestrian and cyclist pathways are not.

Some communities have begun accommodating low-speed electric vehicles on Local Service Streets. These range from golf carts to more complex Neighborhood Electric Vehicles (National Highway Traffic Safety Administration 49 CFR Part 571 Federal Motor Vehicle Safety Standards).

Another way to view Local Service streets is that they are extensions of the adjacent resident's front yards. They are quiet roads where neighbors can talk over the fence and where children could ride a bike with little fear. This concept of a local street as a front yard has been taken to great lengths in some parts of Europe in the form of Home Zones (UK) and Woonerfs (Scandinavia).

Local Service streets can also take non-traditional forms and be constructed to lower design speed standards that encourage lower-speed operation. One example from Seattle, the SEA-Street program, incorporates serpentine roadways with on-site storm water management to alter the feel of the street. Such combinations are referred to as Low Impact Development (LID) and can be retrofitted into existing streets as well as being part of new construction.

**Neighborhood Collector Streets-** These are the streets that serve as connections between Local Service Streets and higher classified streets. Sometimes there is more than one level of Collector Street, such as Neighborhood versus

## TAMING THE BEAST- SUSTAINABLE TRANSPORTATION



District with differing goals regarding mobility. Speed limit, number of lanes, and amount of traffic control and the marking of pedestrian crossings can express these goals. Neighborhood Collector streets serve neighborhoods, while a District or City collector may serve several neighborhoods. On Neighborhood Collectors streets the needs of motorist and non-motorized road users are balanced, and one does not supersede the other. Speed limits on Neighborhood Collectors will usually remain low at 25-mph, but Local Service streets that intersect a collector street will be stopped. Neighborhood Collectors may have stop signs where they meet other Neighborhood Collector streets or higher classified streets, but modern roundabouts are preferable. Neighborhood Collector streets may have marked crossings, pedestrian crossing enhancements (like medians or curb extensions) and could have traffic calming in the form of speed tables, but not speed bumps due to higher expected and encouraged traffic volumes. Higher classified collector

streets (District or City) are where the needs of motorist begin to take the lead. Such streets might have pedestrian crossing enhancements, but would no longer be eligible for traffic calming due to coincidence with primary emergency response routes (discussed later). High-level collector streets would not have stop signs except as an interim safety measure until a modern roundabout or signal could be installed.

Regional Traffic Street – These streets typically cross the city and serve regional traffic. Port Angeles has one regional traffic street, Highway 101. This Regional Traffic Street takes the form of First and Front east of Lincoln and Lincoln south of First. A Regional Traffic Street has one primary function: the movement of motorized traffic at higher speed. Regional Traffic Streets completely favor motorized users. Users of Regional Traffic streets typically do not stop. In a smaller city like Port Angeles, signal control is common where the Regional Traffic Street crosses higher-level collector streets.

The cross-town alternate route currently being discussed in Port Angeles could create as many problems as it solves because it could not be a limited access Regional Traffic Street. While some consider such a route as a way for local traffic to avoid congestion on Highway 101, others view it as the alternate truck route so that through trucks can be routed around the city. A route that moves through traffic around the city is an inherent part of the definition of a Regional Traffic Street and such streets tend to have adjacent land uses, and attract businesses, that are incompatible with the streets Port Angeles citizens identified as potential routes.

## TAMING THE BEAST- SUSTAINABLE TRANSPORTATION

As Port Angeles grows, consideration for a bypass route that has limited access or modification of the current Highway 101 route to separate major crossings should be considered.

### STREET CLASSIFICATIONS FOR FREIGHT (TRUCK) USES

If roads are the city's arteries, trucks are the lifeblood. The vast majority of the raw materials and goods shipped to or from Port Angeles rely on trucks. Many residents who are concerned about the volume of large trucks driving through the city want to limit trucks from using downtown streets. Methods to alter truck activity are limited. Some cities (particularly very large ones) have enacted limits on the times of day large trucks can operate on downtown streets, or the size of trucks. These approaches work very well when there is an established grid of streets and there are alternate routes for trucks to use if those drivers do not have destinations in Port Angeles. In some larger cities interstate trucks bring their goods to warehousing facilities near the edge of the city where large loads are broken down into smaller ones that delivery trucks then disperse. While this may increase the overall number of trucks, the smaller size of the vehicles may permit roadway designs that are more pedestrian friendly. Some barging of goods already occurs in Port Angeles. Expanding water options is theoretically possible, but very expensive (both capital cost and operating cost) and probably not realistic, at least without significant risk to Port Angeles' industrial base. Lowering the speed of trucks, addressing potholes (which can be very noisy), providing better protection for pedestrians, and enforcing regulations requiring vehicles to yield to pedestrians can all help.

Citizen choice to purchase from locally produced food sources can decrease some truck trips, albeit a small number, and help expand job opportunities in Port Angeles. Farm to market cooperatives, community supported agriculture, community gardens or green houses, are all methods to increase locally produced food products.

Three classifications of truck use are recommended. Generally, Local Streets should not be designed for truck traffic except to serve local needs, such as construction or moving.

- Minor Truck Route – Most collector level streets will include a minor truck route designation. This is because land uses on collector streets are often mixed-use and the commercial components of the land uses will have delivery needs. Minor truck streets are often not designed to accommodate large trucks. Through movements are usually possible, but turning at intersections is often restricted, or requires wide swings, due to accommodating the needs of other modes, particularly pedestrians.
- Major Truck Route – Highway 101, Marine Drive and Tumwater are clearly major truck routes, but there will also be some collector streets that should also receive this designation due to their proximity to industrial areas, like Airport Road or future industrial areas. Major truck routes are usually designed to allow trucks to make turns without crossing lane lines or driving onto sidewalks. This higher level of design standard makes it easier for general auto traffic to speed and can make crossing streets more difficult for pedestrians due to

the larger street widths and corner radii.

- Truck Districts - Truck Districts are areas of the City where industrial activity and land uses have a sanctuary and streets are designed to fully accommodate trucks.
- Truck Parking – Large retail establishments, grocery stores, etc, should have all truck activity (maneuvering and parking) on-site. Port Angeles should require transportation approval of new or changed land uses for such retail and should include in the approval an evaluation of truck routing and access. Land use policy should identify what size retail facility (e.g., >20,000 SF for new construction) would trigger on-site truck loading facilities. For local deliveries to smaller establishments, parking control policy will need to manage truck-loading zones to be compatible or complimentary to other on-street parking control. Where there is a three-lane road with a center turn lane, some jurisdictions permit trucks to stop for deliveries in the median area.

### STREET CLASSIFICATIONS FOR EMERGENCY RESPONSE USES

Emergencies are rare events, but the transportation system must allow quick responses to these needs, especially with our aging population. Though every road has the potential to serve as a pathway to an emergency, there are some roads that serve that function on a repeated basis. These streets often coincide with collector or higher-level streets. Also important is a grid of major emergency response streets that allow more than one path to each area of the city in the event the most direct path is blocked. An additional consideration

is how emergency needs are met in Port Angeles. The Fire Department in most cities is the first responder to emergencies and 85% of these emergencies are usually medical in nature. However, due to the perceived primary mission of the Fire Department – suppression of fires – the equipment purchased rarely has a medical emergency focus. This means that the vehicles used to respond to medical emergencies, particularly in larger cities, are fire trucks or engines not suited to nimble, high-speed responses. Port Angeles should review how its emergency response needs are currently met and ensure that equipment aligns with actual mission.

Every Port Angeles street should be classified by type of emergency response route:

- Minor Emergency Response Routes – These are the last streets an emergency service provider (Fire, Police, and Ambulance) will use before arriving at a call destination and include the majority of streets. Traffic management tools that restrict general auto access (diversion) or slow vehicles down (speed humps, speed tables, traffic circles) are all appropriate on these routes when desired.
- Major Emergency Response Routes – These are the streets that will most often be used by emergency responders and will be particularly important for getting from one side of the city to the other. These streets should not be intentionally slowed or blocked. Fire suppression vehicles have the most difficulty accelerating and need the advantages such routes provide. These routes can have pedestrian

## TAMING THE BEAST- SUSTAINABLE TRANSPORTATION

improvements like curb extensions or median islands, but should not have standard traffic calming like speed humps or standard speed tables. Physical changes to a major response route should include a process for the emergency service providers to provide input, up to and including veto power. Enhancements to major emergency response routes include things like signal pre-emption where emergency responders can change a signal to green in advance of the approaching vehicle so general traffic can clear a pathway. Other pathways should also be considered, like roads that provide access to the hospital, or roads that lead to industrial areas where hazardous products are used.

## STREET CLASSIFICATIONS FOR TRANSIT USES

Public Transportation (transit) can reduce congestion, transportation costs, air pollution, and demand for land-extensive parking spaces, while simultaneously increasing choice and options and allowing the greater density of development necessary to make downtown thrive. Transit is especially critical for those who cannot afford a car or who are not permitted to drive (young, old, or those with certain disabilities). The number of people that can be moved per hour for a set price is the most rational evaluation of a transportation system's efficiency. It is recommended that Port Angeles designate a network of streets where bus service should be provided in the future as well as where it currently operates. Land uses along transit routes (1-2 block radius) can be denser and have lower off-street parking requirements to encourage and support transit use. Not every street will have a transit classification. Most Local

Service streets will not have a transit designation. Two transit street classifications are recommended for Port Angeles:

- Community Transit Streets- These streets are the branches and loops off of the core that help connect neighborhoods to the primary transit streets. It is not necessary that transit vehicles be dedicated to one or the other transit street type; in fact it is quite common that community transit routes will overlap in the core area. This permits a higher level of service in the core where transit-oriented- development supports greater transit use and for those wishing to use transit for short trips where the density of destinations is greater.
- City Transit Streets- These streets usually coincide with collector and higher-level auto streets and serve as the core of the system. City transit streets will often have the higher-level amenities for transit users like bus shelters and lighting. Major transfer points, where users change from one route to another, will occur on city transit streets. City transit streets are designed to accommodate transit vehicles, bus turning, and bus stops. At bus stops, buses either pull out of the travel lanes or curb extensions (pictured) are constructed to accommodate unloading from front and rear doors. Pulling out of travel lanes may help with keeping through traffic moving, especially if the street only has one lane in each direction, but if the street is very busy it may be difficult for the bus driver to return to the travel lane. A bus curb extension permits the transit vehicle to stop in the travel lane, eliminating the re-entry issues, and may shorten the time the bus is stopped (dwell time) helping to maintain transit

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schedules. Curb extensions are acceptable on first level collector streets since the movement of traffic and needs of pedestrians are considered equal, even though the stopped bus is likely to block traffic for short periods.

### STREET CLASSIFICATIONS FOR PEDESTRIAN USES

Most of us currently walk every day as part of every trip we make (home to vehicle, vehicle to job, or store, or school – and back again). We start off walking as children and many of us, like it or not, will end up walking as senior adults after we can no longer drive. Walking reduces auto congestion and increases the livability and sustainability of Port Angeles.

The space between a property line and the curb or road edge is often set aside for pedestrians. In urban centers, the space can be further divided into use zones. At the most formal end of the spectrum for example, the first foot or two out from the property line may be reserved for door swings and building protrusions and is called the ‘frontage zone’. Next would be the space for pedestrians to walk along a street – the pedestrian throughway. Lastly, from the pedestrian throughway to the curb is commonly where utility service valves and meters, streetlights, traffic signing, street trees and benches might be found. These amenities are sometimes called street furniture, so this last zone is referred to as the ‘furnishing zone’.

Port Angeles has a variety of topographical features that add variety to the typical designations as well as challenges, but each street should have a pedestrian classification. Four pedestrian use classifications are recommended for Port Angeles:

- Local Walkways- The starting and ending point for most trips. They are the most common pedestrian paths in the city, typically associated with residential land uses. Local Walkways should meet a minimum width and material standards including owner maintenance requirements. The range of appearance that Local Walkways can take is extensive, from informal paths made of finely crushed stone or asphalt, to formal concrete with planting strip between the walkway and curb. In residential areas there are often no frontage zones, only pedestrian areas and furnishing zones.
- City Walkways- City Walkways are typically



## TAMING THE BEAST- SUSTAINABLE TRANSPORTATION

formal in appearance with solid, non-shifting walking surface, usually concrete, and may be the full width from curb to property line. City Walkways occur where there is a high probability of pedestrian activity and sidewalk widths are set to accommodate those higher pedestrian densities, typically with six to ten or more feet.

- Pedestrian District- Pedestrian Districts are areas of a city where the focus is on pedestrian needs being on par with needs of other modes and usually include amenities for pedestrians to rest. City Walkway standards generally apply, but other higher-level uses may also be encouraged. These activities can include outdoors seating for cafes, to pedestrian exclusive uses (part-time or full-time) like festival streets. Also



consider plaza areas where pedestrians can meander in and out, up and down. These could include pedestrian alleys that provide connections between blocks and add intrigue to exploring the area.



- City Trail- The topography of Port Angeles also inspires less traditional pathways from the residential areas south of the bluff down to the Olympic

Discovery Trail. A complementary trail system is recommended to interconnect neighborhoods across challenging topography. These paths may include gravel or soil paths as connections to paved shared-use paths (ped+bike) along current wildlife corridors. Such amenities are easy to lose to 'progress' and development but are the types of corridors great cities have in common. It is recommended that trail markers and a naming convention be established so that visitors to Port Angeles can easily find their way to one or more short and scenic walks. Future projects might include the day lighting of streams where they've been covered by development in order to reconnect natural corridors into Port Angeles like in the past.

## STREET CLASSIFICATIONS FOR BIKE USES

Cycling is a viable alternative to the automobile for trips under 5 miles (20 minutes at 15 mph, 40 minutes at 7 mph). Cycling also reduces auto congestion and the delay and pollution associated with that congestion. Secure parking is critical to encouraging bike use. Port Angeles should pursue a policy that makes the choice to use a bicycle as easy as the choice to drive. Each street in Port Angeles should be classified as one of four bicycle street classifications:

- Local Service Bikeway- Local service bike streets are the lowest classification of bike designation and will always be located on a Local Service Street. These are the most common bike facility in terms of number of streets since they will occur in front of most residential land uses.
- Commute Bike Street- Commuter bike streets will

tend to coincide with collector level auto streets and will usually include separated bike lanes to clarify who should be where. These streets will be the ones that dedicated cyclists use on a regular basis to travel to work or to do errands and their proximity to the typical path motorists use is very important.

- Bike Boulevard- A Bike Boulevard is a street with lower auto use and speed that is intended as an alternate to the commuter bike street. This could include soft or hard diversion. Soft diversion adds delay to motorist use in order to increase the value of a pathway for non-motorists while hard diversion blocks access in one or more directions. One example of 'soft' auto diversion would include making a street segment one-way for autos but two-way for cyclists (contra-flow bike lanes). Alternating directional segments can effectively deter the use of a street by motorists seeking a short cut. 'Hard' diversion usually involves the construction of objects that physically restrict auto access but include a path for cyclists to bypass the restriction. Topographic features could elevate a cross-town bike boulevard into a high quality attraction. An example would be to designate a street like Second or Third Street and provide non-auto bridges crossing the creeks. Both streets run near, or potentially through, local parks and activity centers. A common enhancement for increasing the convenience for cyclists would be turning of stop or yield signs so that cyclists using the bike boulevard do not have to stop for cross streets. This eliminates the physical exertion cyclists must expend for each required stop, making the bike boulevard time-competitive

with collector auto streets. Unfortunately, it can also encourage motorist use and speeding, hence the need for diversion tools. Port Angeles should set auto use and speed goals for its bike boulevard streets in order to achieve the 'family friendly' feel. This could include target auto speeds of 20 mph or less (85<sup>th</sup> percentile speeds) and traffic volumes in line with residential use trip generation (8-10 trips per house per day per block along a bike boulevard).

- Shared Use Paths- A shared path is typically separated from other public rights of way and is intended for exclusive use by both pedestrians and cyclists. The pathways usually have a paved surface, but may also have an unpaved area adjacent to the paved surface. The Olympic Discovery Trail through Port Angeles, the Burke-Gilman trail in Seattle, and the Springwater Corridor in Portland, are examples of shared use pathways. Former rail rights of way are commonly converted into shared use paths under a 'rails to trails' program.

Bike Route Way Finding

A formalized system for providing guidance to cyclists via signing and pavement markings is recommended.



## TAMING THE BEAST- SUSTAINABLE TRANSPORTATION

Information provided by route signing should include the three D's – Destination, Distance and Direction. A fourth D, Difficulty, could also be incorporated by symbols or color-coding. Pavement markings help direct cyclists and remind motorists of streets with greater cycling activity.

### Bike Parking Options

- **Off-street-** The most common off-street location for bike parking is the sidewalk in the frontage zone. Convenient bike parking close to the same destinations motorists go to helps reduce the uncertainty of choosing your bike to make a trip. Pedestrian conflicts can arise where there is not enough parking for cyclists on the sidewalk. The use of light poles, parking meters, benches, street trees, and any other largely permanent feature as a secure parking space will ultimately detract from the use of the space for pedestrians. Providing secure off-street bike parking in new developments, as was done in the new parking garage, is a good way to avoid conflicts over limited space found on sidewalks.
- **On Street-** An alternative location for bike parking is to use the space already assigned for vehicle parking, the space



on the street between the curb and travel lanes. On-street bike parking, "bike corrals", are gaining popularity and leaves more space for pedestrian activity between the curb and building. In a seasonal market like Port Angeles, summertime crowds are a welcome sight and sidewalks clear of obstructions help make walking a comfortable choice. A single 20-foot auto parking space can accommodate 5 (or more) staple bike racks, which equal 10 bike parking spaces where one auto formerly parked. Many retailers seek to increase the number of cars going by their stores, but cars don't buy things, people do. And those people need a place to park in order to walk to that store or restaurant. Bike corrals placed at the end of block locations can also help with safety. One of the concerns at intersections is visibility. Sometimes parking is removed near corners to increase visibility. Because bikes are permeable – you can usually see through them – putting a bike corral at busy corners helps with visibility while at the same time increases parking choice.



## TRAFFIC CONTROL

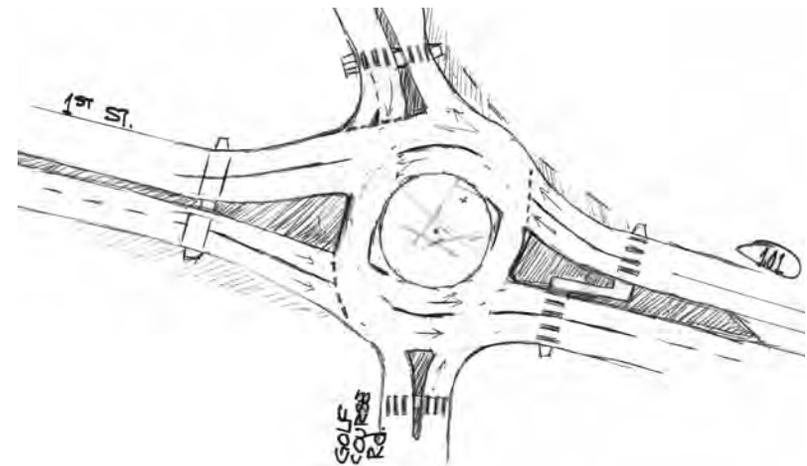
Port Angeles should be applauded for its use of yield signs instead of stop signs. Many jurisdictions naturally default to the stop sign as a preferred way to manage low-volume intersections, in part as a perceived solution to ease enforcement. Yield controlled intersections are as enforceable as stop-controlled intersections but are without the pollution and delay penalty that stop signs accrue. The use of yield signs at low-volume intersections recognizes that the need for a full stop is rare. This is the reason the “California rolling stop” occurs. Another benefit is that the use of the yield sign ensures that residents remain familiar with what it means to yield. The continued use of yield signs in Port Angeles will provide future benefits for all residents and is highly recommended.

The use of stop signs should be reserved to stop local service streets where they intersect higher classified auto streets. Stop signs may also be used as an interim safety measure (where collision history warrants more control) while waiting to install a mini-roundabout (Local Street intersections), a standard roundabout (higher classified intersections), or a signal.

The emerging preferred method to manage intersecting traffic when stopping one street is no longer sufficient is the modern roundabout. Single-lane modern roundabouts can handle up to 20,000 vehicles per day (vpd). Two-lane modern roundabouts can handle upwards of 50,000 vpd. Average delay at a modern roundabout is 2-5 seconds per vehicle while at a signalized intersection the average

delay per vehicle is 12 seconds or more. Reductions in delay reduce congestion and associated auto emissions. Modern roundabouts are safer than signalized intersections, with up to 50% fewer total collisions and 80% fewer injury and fatal collisions. (See Roundabouts; An Informational Guide, FHWA, 2000, [www.tfhrc.gov/safety/00068.htm](http://www.tfhrc.gov/safety/00068.htm) and Roundabout Use in the United States, FHWA, 2007, [http://onlinepubs.trb.org/onlinepubs/nchrp/nchrp\\_rpt\\_572.pdf](http://onlinepubs.trb.org/onlinepubs/nchrp/nchrp_rpt_572.pdf).)

The figure below is a rough sketch of a two-lane modern roundabout at First and Golf Course Road. Most residents where roundabouts have been used strongly support them a short time after they’ve been constructed. Astoria, Oregon has had a two-lane modern roundabout on Highway 101 since 2003. Roundabouts add capacity to the current roadways and reduce congestion, without requiring construction of new travel lanes.



## TAMING THE BEAST- SUSTAINABLE TRANSPORTATION

A road diet is the act of taking a four-lane road (two lanes in each direction) and reducing it to a three-lane section, one lane in each direction with a center turn lane. The space from the fourth lane is divided into two bike lanes, one in each direction of travel. By converting to a three-lane section, left turning motorists are provided space to move out of the travel lane so that through vehicles can keep moving. With a four lane roadway that has numerous left turns, motorists stopping in the inside lane are effectively blocking that lane anyway.

Peak-hour parking restrictions free up curb lanes used for parking to move traffic during the busiest times of the day (7-9 AM and 4-6 PM). This effectively changes a two-lane road into a four-lane road at the specific times of the day the extra capacity is needed. This method of adding capacity is even possible when a bike lane exists by using a floating bike lane.

The control of vehicle speed is where cities have the most influence to manage crash rates. If Port Angeles wants the safest city it can achieve, it will need to proactively establish a speed limit protocol that seeks the lowest rational speed possible. A pedestrian's ability to survive the impact of a motor vehicle at 20 mph unharmed is 85% while the ability to survive an impact at 40 mph unharmed is 15%. (See Your Town – Walkable Community Brochure, FHWA, [http://safety.fhwa.dot.gov/ped\\_bike/docs/00-01156walkablecommunity.pdf](http://safety.fhwa.dot.gov/ped_bike/docs/00-01156walkablecommunity.pdf).) Port Angeles should also seek to tie its speed limit protocol to its transportation system and land use plans. It is recommended that the speed limit on Highway 101 be set at

35 mph and, at least until a limited access road is constructed, no speed limit within Port Angeles should exceed 35 miles per hour.

## RENEWING PORT ANGELES: FRONT AND FIRST STREET

The one-way couplet is a defining feature of Port Angeles. It moves vehicles rapidly, but is also a barrier to cross-town vehicular and non-vehicular traffic. Front and First Streets are significant barriers for residents wishing to travel between the Olympic Discovery Trail and homes and businesses south of the bluff. Altering how Front and First operate has the greatest potential for transforming Port Angeles, particularly the east entrance of the city and the corridor itself.

### WHAT COULD FIRST AND FRONT CHANGE INTO?

- Two narrower one-way streets, both still State Routes (Highway 101); or
- Two two-way streets, one or both as State Routes (Highway 101)

### TWO NARROWER ONE-WAY STREETS

What if the one-way streets only had one lane each with wider sections where you need space for turning vehicles? Through lanes in urban settings can handle upwards of 1200 vehicles per hour while lanes in shorter block areas (like downtown) may be able to only handle 800 vehicles per hour. 2007 traffic counts found that the highest uses occur during the evening commute, often in the summer months, and are often 1200-1300 vehicles per hour in each direction on Highway 101. By creating a through lane with side

turning lanes at some or all intersections, it may be possible to segregate trip types for more efficient flow and put the current right of way to another use.

### TWO TWO-WAY STREETS

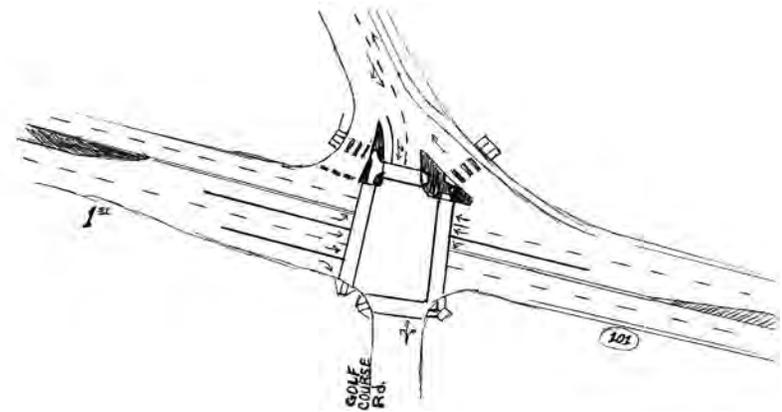
In this alternative First and Front Streets both become two-way streets. This change would help reduce the amount of circulating traffic, motorist that can't get to their destination in the most direct (shortest) path and must drive farther to go around the block. This circling activity is likely increasing the daily counts on First and Front by as much as 30%. By changing both streets to two-way operation, pollution can be reduced and it may be possible to add capacity. This change also would permit a new paradigm to emerge. Both streets would no longer be 'the state highway' if one of them has sufficient right-of-way space to serve the needs of the State.

### RECOMMENDATION

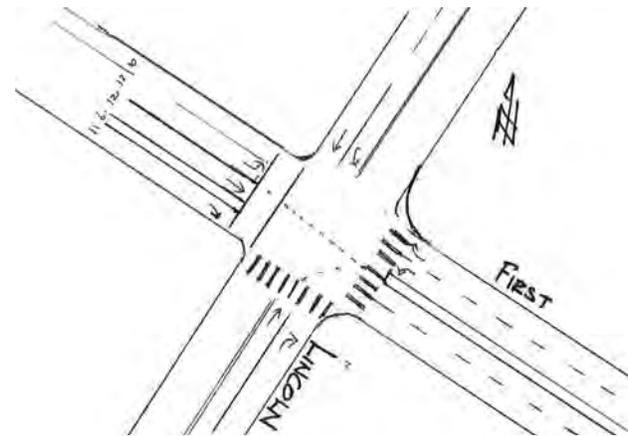
We recommend that Port Angeles explore with the Washington Department of Transportation ways to decouple Front and First Streets so that each street is returned to two-way operation. It is further recommended that First Street becomes the Highway 101 Route so that Front Street can be returned to Port Angeles as a local through street.

### ONE FOUR LANE STATE ROUTE

The adoption of First Street as the designated State Route through Port Angeles to Lincoln would require First Street becomes a four-lane road with a median and no on-street parking. First Street has fifty-one feet of curb-to-curb



roadway over most of its length. Fifty-one feet is sufficient for four 11-foot travel lanes and a seven-foot median, or four 12-foot travel lanes and a 3-foot median. At major intersections, where a left-turn lane is needed, a nine-to eleven-foot turn lane is possible with narrower travel lanes until those intersections can be widened. For the recommended speed limit of 35 mph on Highway 101 in Port



## TAMING THE BEAST- SUSTAINABLE TRANSPORTATION

Angeles, ten to eleven-foot travel lanes are a common width, particularly in larger cities.

Currently First and Front Streets each have two travel lanes for a total of four lanes to move traffic. If First could be converted to a four-lane road and Front retain two lanes, one for each direction of travel, the total number of lanes available to move traffic will have become six, three in each direction of travel (two on First and one on Front). The sketches below depict two intersections with four lanes on First.

The introduction of a median can assist with reducing collisions along a busy corridor like a State Route through a city. Medians on First Street could take several forms. At



the lowest level would be intermittent median islands primarily constructed to assist pedestrians crossing First Street. These could be mid-block or at the intersection of Local Service streets where full auto access is not considered essential.



A medium level of median construction may include longer continuous medians that stop at each intersection and include variable length turn bays. At the highest level

of access management are medians that only break at major intersections. This would mean that all lower-level cross streets would have restrictions on how vehicles accessed the street and only right-in and right-out turns would be possible. Intersections are where most vehicle-vehicle crashes occur and the more Port Angeles reduces conflict points along its highest volume street, the greater the safety benefit. As can also be seen in the picture, the addition of medians does not preclude pedestrian crossings but can actually enhance the ability to cross a busy street. Instead of having to find a gap in two directions of traffic, pedestrians can use the median as a refuge and concentrate on crossing one direction of traffic at a time. These pedestrian/bike crossings can start off with standard warning signs and advance stop bars and be supplemented in the future with pedestrian activated beacons or hybrid signals if the crossing volumes are significant enough. The citizens of Port Angeles will need to decide what level of inconvenience is acceptable to achieve the potential safety benefits median access control provides.

## FRONT ST. RETURNS TO PORT ANGELES

The second and perhaps greater benefit from shifting the state route designation to First Street is the return of Front Street to the citizens of Port Angeles. The needs of the state highway dictate how both First and Front currently look and operate. With Front Street under the authority of Port Angeles a new vision of the purpose, function and feel of that right of way is possible. Front can become a two-way collector street with parking, bike lanes and land uses geared more toward pedestrian activities than the auto focus of the state route on First Street.

## TAMING THE BEAST- SUSTAINABLE TRANSPORTATION

### SHORT-TERM PROJECTS

#### OLYMPIC DISCOVERY TRAIL GAP, RAILROAD AVENUE, LINCOLN TO OAK

Clarification of the responsibilities of cyclists in this area is needed. The trail markings identify the sidewalk as the trail, but signing says biking on downtown streets is not allowed. While there is a long-term plan to reconstruct the pedestrian area along this section of Railroad Avenue, clarification is needed sooner. One alternative is to clear the sidewalk of obstructions or better manage the current space. A uniform placement of street trees and street signing within 3 to 4 feet of the curb would help.

Removing parking along the north side of Railroad Avenue to provide an interim two-way bike lane would go far to demonstrating a commitment to serve citizens and visitors who use bikes for transportation.

#### FRIENDSHIP BRIDGE

The shared use trail in this location is of high quality, but the bridge is too narrow for cyclists and pedestrians to use at the same time. A segment of wide, shared-use sidewalk to bypass the bridge – short-cutting the bridge loop – is recommended, as is a concrete pad with bike racks (perhaps opposite the bench) so cyclists can dismount, park and walk onto the bridge. The alternate path and bike racks would help signal that the bridge loop is more suitable for pedestrians.

#### CROSSWALK SIGNING

Many residents expressed concern about the marked crossings in Port Angeles, particularly at the uncontrolled crossings

downtown. Many of these crossings can be improved with additional signing and markings. The downtown mid-block crossings cross two lanes of traffic but no guidance is provided to help motorists know where to stop. Pedestrians who must cross two lanes of traffic going the same direction are at risk from what is called the double-threat crash. When crossing multiple traffic lanes the first vehicle in the closest lane will stop, but the motorist in the second lane does not recognize why the first has stopped and continues, placing a pedestrian that steps out from behind the first vehicle at risk for collision. The provision of an advance stop bar upstream of the crossing, with signing and stop bar, will help increase the likelihood that the closer driver will stop a safe distance back from the crossing and the second motorist will see a pedestrian is crossing. Advance stop bars should be an equivalent distance upstream of a marked crossing in feet as the street is posted in miles per hour.

#### ANGLE PARKING DOWNTOWN

Explore possibilities of adding angle parking downtown by narrowing existing travel lanes. (see Parking section).

### MEDIUM-TERM PROJECTS

#### OLYMPIC DISCOVERY TRAIL GAP, K-PLY FRONTAGE

Along Marine Drive, between the Marina and the west end of the Front-First couplet, the Olympic Discovery Trail is very inhospitable. The sidewalk is narrow, not even comfortable for two pedestrians let alone a mixture of cyclists and pedestrians, and truck traffic runs very near the curb. Parking is prohibited in this section and there are some edge lines to imply a space for cyclists, but the environment is not

## TAMING THE BEAST- SUSTAINABLE TRANSPORTATION

suitable for families with small children, riding or biking.

### COMPREHENSIVE TRANSPORTATION SYSTEM PLAN AND FUNCTIONAL STREET CLASSIFICATION SYSTEM

In keeping with the discussion in this report, a Transportation System Plan and Functional Street Classification System that is integrally tied to the Land Use Plan for Port Angeles is the first step to planning how the city will develop in the future, how the variety of pathways support the land use goals, and creating more sustainable methods of moving citizens, visitors and goods around the city.

### SIGNAL PHASING STUDY

A review of the signal progression along Front and First Streets should be conducted. The goal is to confirm that on both streets traffic moving at 30-35 mph will repeatedly obtain a green signal. If that does not currently occur, modification of the signal timing to achieve this goal is recommended. As Highway 101 is the highest classification of street in Port Angeles, the operation of all other street should be subordinate.

### FRONT-FIRST STREET DECOUPLE – RENEWING PORT ANGELES FEASIBILITY STUDY

Undertake a feasibility study to determine the details for the Front-First Street decouple.

## LONG-TERM PROJECTS

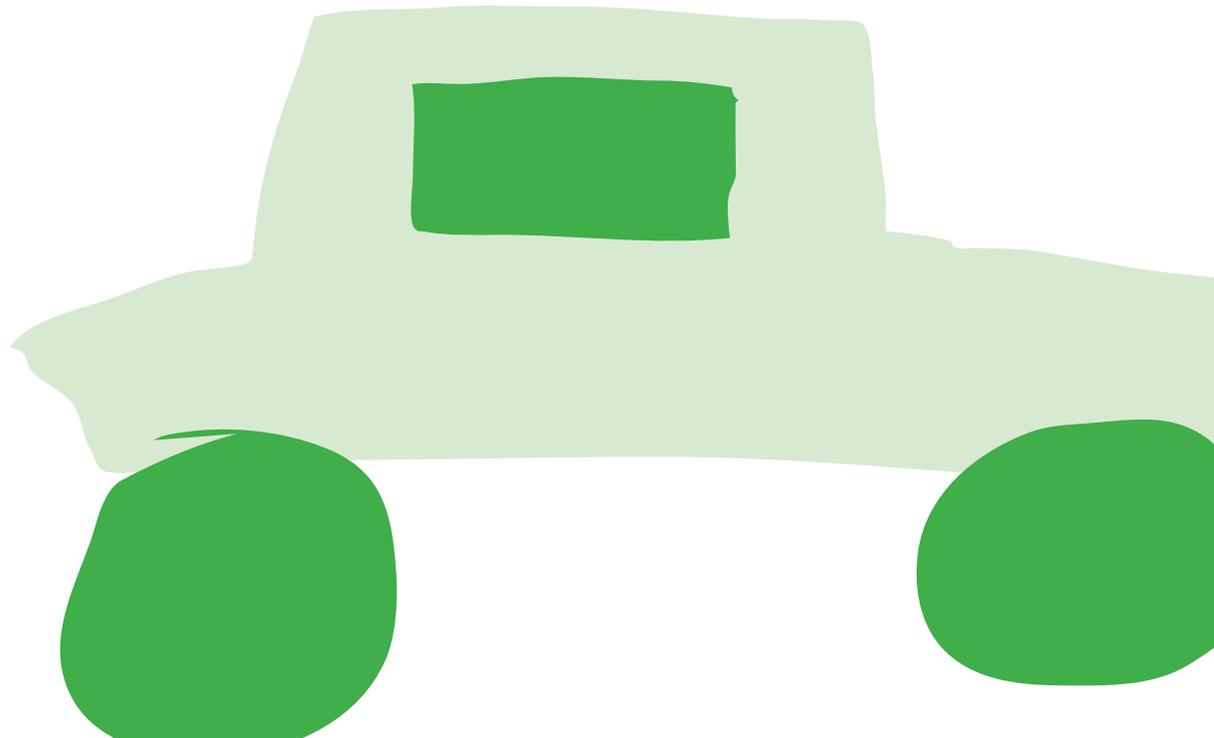
### FRONT-FIRST STREET DECOUPLE – RENEWING PORT ANGELES

In keeping with the discussion in this report, shift the Highway 101 designation to First Street, remove on-street parking, and create a four-lane road of two-way traffic with landscaped median(s). Return Front Street to the jurisdiction of Port Angeles and revert it to a two-way street. On Front use the excess right of way to add amenities like bike lanes, angle parking and wider sidewalks.

### TRUCK BYPASS ROUTE – HOW MUCH DO YOU WANT TO SPEND?

Many citizens of Port Angeles expressed a desire to reduce truck traffic traveling through their city as well as an alternate pathway to avoid current peak season congestion. The possibility of adopting a current roadway to serve this function is limited by the existing street grid, topography and land uses. It may be possible to route traffic to Lauridsen, but that would be very disruptive to residents and land uses along that route. A complete bypass project would take a decade or more to accomplish and may have unintended consequences like depressing the local economy. The ultimate decision rests with the citizens of Port Angeles.

# DOWNTOWN GATEWAY AND GATEWAY CORRIDOR



## DOWNTOWN GATEWAY AND GATEWAY CORRIDOR

### GATEWAY CORRIDOR

The Gateway Corridor comprising First and Front Streets (U. S. Highway 101) is the route that most visitors and newcomers use to approach the City of Port Angeles. It is a major commercial corridor, providing services, goods, jobs and tax revenues to the city. While the beginning of commercial activity begins to the east of the city boundary and there is a sign that notes where the city boundary is located, for many people the ‘entrance’ or “gateway” to Port Angeles begins where Front and First Streets split into the one-way traffic pattern. This is where Golf Course Road intersects Highway 101 from the south and it is a major traffic signal controlled intersection. The corridor presents a major barrier to north-south movement across these two streets. Vehicular traffic as well as pedestrian and bicyclist traffic is impeded. This



barrier effectively isolates the neighborhoods and activities on the north and south side of the corridor from each other.

### GATEWAY CORRIDOR ASSESSMENT

The Gateway “entrance” to Port Angeles is a typical strip commercial corridor. It has many of the typical strip commercial corridor problems seen all over North America. The SDAT team heard from the citizens of the city over and over again



about those problems. They include:

- The high speed of the traffic, which is partially a result of the long, straight and wide character of the roads.
- The number of turning movements. Because of the numerous curb cuts and as a result of the one-way road system, there are many turning movements, particularly left turns, which add to the traffic congestion and safety concerns.
- The appearance of the corridor. The corridor has developed over many years and its hodgepodge appearance reflects that. There are numerous older strip commercial buildings that have reached or exceeded their expected life span. There are newer commercial buildings mixed in along the corridor. There is a mix of commercial, office and residential buildings that are located varying distances from the road itself.
- The disparate, conflicting, and confusing nature of corridor signage. There is a blizzard of public and private signs of all sizes, shapes, heights, locations, colors and intensity that present themselves to drivers in the corridor. Many are poorly located, block each other from the drivers view and in general not only detracts from the appearance of the corridor but distract drivers as well, particularly the many drivers who are new to the area.

The entire character of the corridor represents commercial sprawl that detracts from visitors experience as they enter Port Angeles. In addition to the above problems, the streetscape of the corridor also lacks any design consistency or coherence from both a visual viewpoint and from a

## DOWNTOWN GATEWAY AND GATEWAY CORRIDOR

user viewpoint. This makes the corridor very unfriendly to pedestrians and bicyclists. There is a wide mix of landscaping, varying from well landscaped sites to others with little to no landscaping. Street trees are located in a few areas only. Sidewalks are largely non-existent, and where they do exist, they are located haphazardly in different areas along the corridor, with some immediately abutting the curb and others separated by a green strip.

Automobiles and especially pedestrians and bicyclists often find it difficult or impossible to cross the corridor in a north-south direction. Yet there actually are many reasons to do so. On the north are residential neighborhoods, a hospital, medical offices and a connection to the waterfront from Francis Street. On the south are residential neighborhoods, a major recreation corridor with various recreational activities, and a possible connection to the Peabody Creek open space corridor.

### GATEWAY CORRIDOR VISION

In order to re-imagine the corridor, it is necessary to conceptualize it in new ways. This includes viewing the corridor to include the abutting neighborhoods on the north and south sides. This perspective will allow the city to develop the necessary changes to make effective links in a north-south direction. It will also allow the citizens to examine logical and appropriate links between the uses on either side of the corridor (medical, residential, and recreation for example).

The second way to conceptualize the Gateway Corridor is to conceive of it as a series of logical nodes, each serving

different functions and not all looking the same. These nodes can receive further study and would be the priority areas for improving traffic, connections and aesthetics. The team recommends the following four nodes for action:

- The Gateway entrance at the split
  - The White Creek crossing
  - The Washington/Race/Francis Streets node and
  - The Downtown Gateway.
- Specific recommendations for these nodes are listed below in the recommendations for the Gateway Corridor.

The third way to conceptualize relates to the overall functioning and appearance of the corridor. This would include recommendations to consider making both Front and First Streets two-way. It would also include city actions to improve the public realm – signs, sidewalks, landscaping, a new Gateway feature, as well as actions to improve private sign and landscaping requirements. It would look at curb cut control, such as shared curb cuts to diminish the amount of locations where turning movements occur.

### GATEWAY CORRIDOR SHORT TERM RECOMMENDATIONS

The SDAT recommends a number of short term actions that Port Angeles should consider for this Gateway Corridor. These include:

- Conduct a complete inventory of all public signs, including their location, size, information provided, condition and quality. Based on this inventory, Port Angeles should develop a public sign plan as part of a larger wayfinding system throughout the city. Emphasis

## DOWNTOWN GATEWAY AND GATEWAY CORRIDOR

should be placed on well-designed, clear, concise sign messages that are appropriate for drivers to see and understand quickly, placed in appropriate locations along the corridor to direct visitors to key locations (downtown, Peninsula College, ferry terminals, City hall, etc.)

- The City should develop a comprehensive landscape ordinance for both the public realm and the area of private properties abutting the right-of-way. The goal should be to create a consistent and coherent landscaping scheme for the corridor through the use of certain types of street trees and landscaping plants. Multiple species should be allowed in order to avoid a mono-culture. Issues such as maintenance requirements, use of native species, specific location of trees and the use on landscaping techniques that do not necessarily include plantings should be explored.
- The City should reexamine its sign ordinance to develop regulations that would result in an enhanced corridor appearance while at the same time providing businesses with appropriate identification. The abundance of signs of all different shapes, heights, locations, colors, materials, lighting standards etc. that now confront travelers not only detract from this gateway to the city, but also does not effectively allow visitors to find individual businesses.
- The City should examine short term measures to improve north-south crossings of the corridor. These could include the installation of traffic signals with pedestrian crosswalk signals, individual pedestrian crossing signals, new crosswalk markings and/or materials etc. at key locations. This would be especially appropriate at the

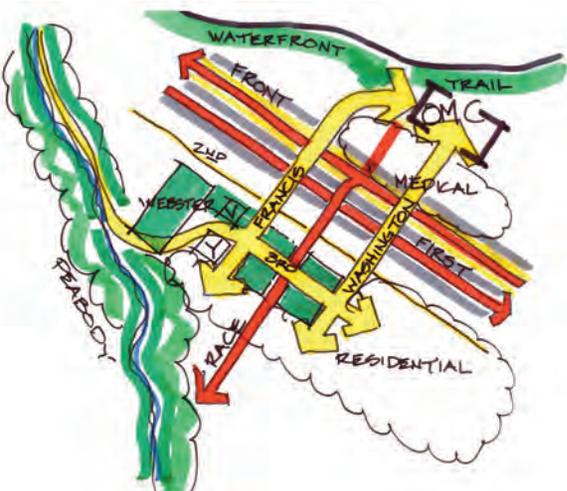
Washington/Race/Francis Streets node.

- The city should examine how to improve bicycling in and near the corridor. This could include designating 2<sup>nd</sup> Street as a bike corridor and using Francis Street as a bike corridor to connect to the waterfront bike path.
- The City should create a new Gateway entrance feature at the split. There is already an attractive welcome sign, but that is located off to the side where drivers are easily distracted by lane changes, the s-curved road, traffic entering from both the left and right and a considerable increase in signs. The team recommends that the intersection islands and the land in front of the McDonald's be examined for the location of a significant feature that has a vertical element to it to capture people's attention as they drive from the east to the node. This could be an architectural piece, a landscape design, a sign creation, a sculpture or some combination of these or something similar. It is at this location that the welcome to Port Angeles message should be very visible.

### GATEWAY CORRIDOR LONG TERM RECOMMENDATIONS

As aforementioned, the SDAT team recommends that this corridor be looked at in a segmented manner. This is a very long commercial corridor and it will require many different approaches to address the identified problems with the corridor. The team recommends that the following segments be identified as the priority segments for long term improvements.

- The Highway 101 split: In addition to some shorter term recommendations noted above for this major gateway



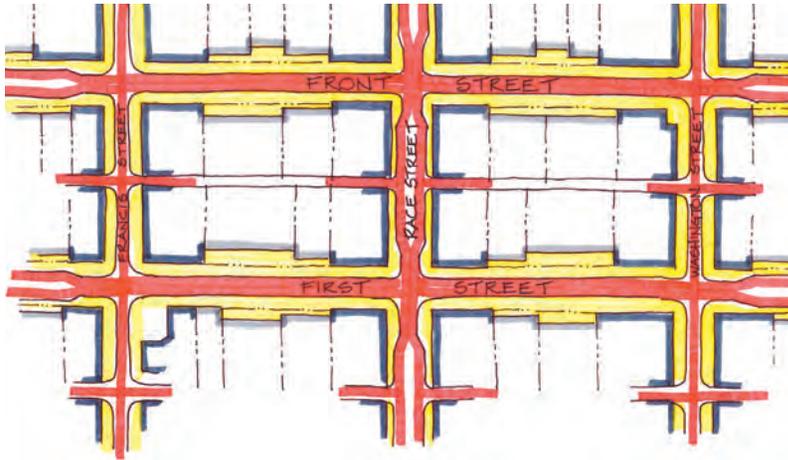
to the city, the team recommends that this intersection be studied to develop alternative plans for the geometry and functioning of the intersection. This could include such ideas as realigning the intersecting roads, adding/ changing turn lanes, and/or creating a roundabout at this location. If the recommendation to make First and Front Streets two way is implemented, then it would be critical to examine the design of this intersection.

- White Creek Area: One of the City's major open space corridors is along White Creek. This creek is piped under the corridor and is therefore mostly invisible to the passersby. The creek does link the waterfront to areas of the city to the south, including Peninsula College. It is recommended that the city study ways to raise the visibility of the creek through the corridor, perhaps by daylighting portions of the creek and by erecting

additional signs that inform drivers they are passing over White Creek. In addition, as has been noted in a previous section, this creek corridor may be suitable to add walking and/or bike paths to link the college and neighborhoods to the south with the commercial corridor and then on to the waterfront to the north.

- Washington/Race/Francis Streets Node: The SDAT spent considerable time examining this area and the corridor and recommends that the city identify this node as a priority for further actions. It is in this area that the most logical connections between areas to the north and south of the corridor should be made. It is also approximately half way along the corridor from the split. Thus a significant redesign of this node will serve multiple purposes. It is recommended that the city develop new code and design regulations for this

## DOWNTOWN GATEWAY AND GATEWAY CORRIDOR



area. In addition, working with WSDOT, Port Angeles should begin to examine redesigning the road corridor itself. The design and land use intention is to change the character of this node from a strip commercial appearance to one that has more of a neighborhood appearance and function. This could be accomplished by the following:

- Narrow the width of Front and First Streets from Washington to Francis Street to slow the traffic while physically signaling that the strip commercial is changing to a more neighborhood commercial development.
- Provide wider sidewalks for pedestrian traffic along all of the streets within the node.
- Provide well designed, wide crosswalks, with jut-outs at the intersections, with either traffic signal pedestrian lights or stand alone pedestrian crossing lights.

- Change the zoning code regulations to encourage and/or require new buildings, especially at the corners, to be located along or near the sidewalks with the parking located to the side or rear. Provide incentives for the location of housing units within this four block area at higher densities.
- Develop a landscaping plan specifically for this node, using a consistent set of recommended street trees and landscape plants.
- Provide bike lanes along Washington and/or Francis Street (or designate those streets as “shared streets”) to connect the north and south neighborhoods as well as to connect the waterfront recreational area to the recreational areas along 2<sup>nd</sup> and 3<sup>rd</sup> Streets.

## THE DOWNTOWN GATEWAY

The major entrances to the downtown include Front Street (Highway 101) from the east, Lincoln Street (Highway 101) from the south and west and First Street from Marine drive and the west. The ferry terminals provide an entrance from the north. The majority of visitors enter town from the east on Front Street, with a secondary number coming into the downtown area from Lincoln Street. Regardless of which direction they come from there is little to inform them, either through signs or physical elements, that they are entering or about to enter a downtown district. While the SDAT study area did not specifically include Lincoln Street, the team heard repeatedly from the residents of Port Angeles that this gateway was also a concern to them. Therefore, the team did include a short section of this street in its gateway analysis.

### DOWNTOWN GATEWAY ASSESSMENT

The existing downtown district has many qualities of a successful, vibrant, walkable downtown. It is compact in nature. It has short blocks, which have proven to be conducive to walkability, and one can walk from one end to the other in a relatively short time. It has the Art Walk and murals, and it has numerous shops, restaurants and galleries to attract people. Proximity to the ferries, spectacular views both north and south and easy access from the east and west are all strengths of the downtown. Access to the harbor is quick and easy. Downtown has a number of attractive buildings and many buildings with distinctive architecture. Some of those buildings are in need of rehabilitation, but nonetheless they are already located in the downtown. There is a sense of history in the downtown with stories to be told about the raising of the streets as well as other historical aspects, such as the former rail location and continued historic uses in some of the existing buildings.

However, the gateways to downtown are one of its biggest weaknesses. Currently, the downtown gateways do not in fact either look or function as gateways. There is a lack of strong visual clues, both public and private, that you are entering a downtown district. There are no wayfinding signs as you enter this district that would inform you that you are entering, or nearing, the downtown. There are no signs to inform you that there are services – shops, restaurants, galleries, the Art Walk, murals – available that would be of interest to visitors.

For the most part, the buildings at the gateway entrances are undistinguished and do not have a “downtown” character to them. However, the City has made one major improvement to this situation with the construction of the Gateway multi-modal center at the corner of Front and Lincoln Streets. The inclusion of the vertical clock tower provides a structure that helps to make the distinction between the downtown and the strip commercial and also provides some visual interest. The City has also been improving sidewalks and crosswalks in the downtown to make their design more pedestrian friendly. That effort should continue.

As you head downhill on Lincoln Street, not only are there no signs informing travelers of the presence of downtown and its services, but the one major directional sign at this location informs people of the two routes to leave town – the ferries and Highway 101 east. Additionally, there is no transition from strip commercial public infrastructure to “downtown” public infrastructure. For example, the light poles and the traffic signals in the downtown continue the strip commercial design of being overly large, on very tall poles and unpainted aluminum.

### DOWNTOWN GATEWAY VISION

The vision for this area of Port Angeles is to create an exciting, vital active downtown. While there are many aspects to making this happen, it is critical that the city include the Gateway areas as a priority in changing the character of the downtown and enhancing its visibility. The downtown gateways should “announce” to travelers that they are either entering the downtown (from Front Street) or near the

## DOWNTOWN GATEWAY AND GATEWAY CORRIDOR



edge of the downtown (from Lincoln Street). It is important that Port Angeles do all it can to inform visitors that there is a downtown and that there are activities of interest in the downtown in order to support the local businesses and provide increased

business activity that could encourage the development of in-fill structures of a commercial or residential nature. Bringing people to live downtown is one of the most critical strategies for the city. But people who are likely to live in a downtown setting are also likely to want a downtown setting that looks and functions as a downtown and not as an extension of a strip commercial. Thus the gateways to downtown must be redesigned to create that initial first impression that one is in fact entering a downtown district.

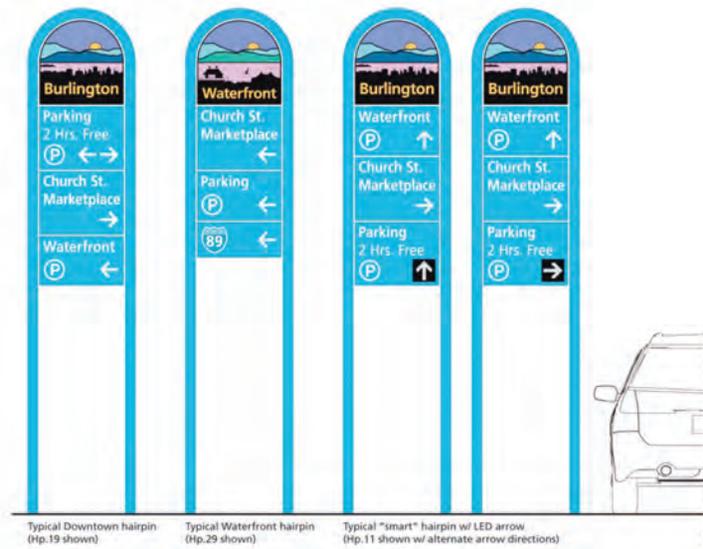
### DOWNTOWN GATEWAY SHORT TERM RECOMMENDATIONS

- There are a number of short term recommendations that are critical to beginning the process of creating a gateway image to the downtown. The SDAT team heard from citizens repeatedly about the number of visitors who simply drive through Port Angeles without taking advantage of what the city has to offer.
- Begin the implementation of a corridor/downtown wayfinding sign system at the two downtown gateways. Every summer season that goes by without gateway wayfinding signs at these two locations results in lost

business, lost revenue and lost opportunities. It is critical that the phased redesign of these two gateways start with the wayfinding signs. The signs should be well-designed, with clear graphics and wording visible to automobile travelers that inform them not only that they are entering the downtown but also what the opportunities are in the downtown for them to stop and stay awhile. These include shops, restaurants, galleries, the Art Walk, and murals. The City should consider partnering with businesses, business organizations, service clubs, non-profit organizations or any other institutions that might be interested in funding or providing assistance in the creation of and installation of a wayfinding sign system.

- Port Angeles should continue its effort to provide a safer and more attractive pedestrian system. This includes the redesign of the sidewalks using brick and or other materials as well as jut-outs at the intersection to provide an added degree of safety for pedestrians.
- It was noted that the light poles on Lincoln Street have brackets that could hold banners. The city should investigate the possibility of locating banners on the light poles at the two gateway locations to celebrate the downtown or to celebrate festivals and other activities occurring downtown. This would provide an added method of “announcing” the entrances to the downtown as well as activities that would entice tourists to stop and spend time there.
- The city should develop a design plan to replace the existing overhead light and traffic signal poles with new structures that are pedestrian scaled. At a minimum, the

## DOWNTOWN GATEWAY AND GATEWAY CORRIDOR



poles should be lower, painted black and of a consistent design. They could have a historic character or some other design character that also announces that someone is in the downtown and not on the strip.

### DOWNTOWN GATEWAY LONG TERM RECOMMENDATIONS

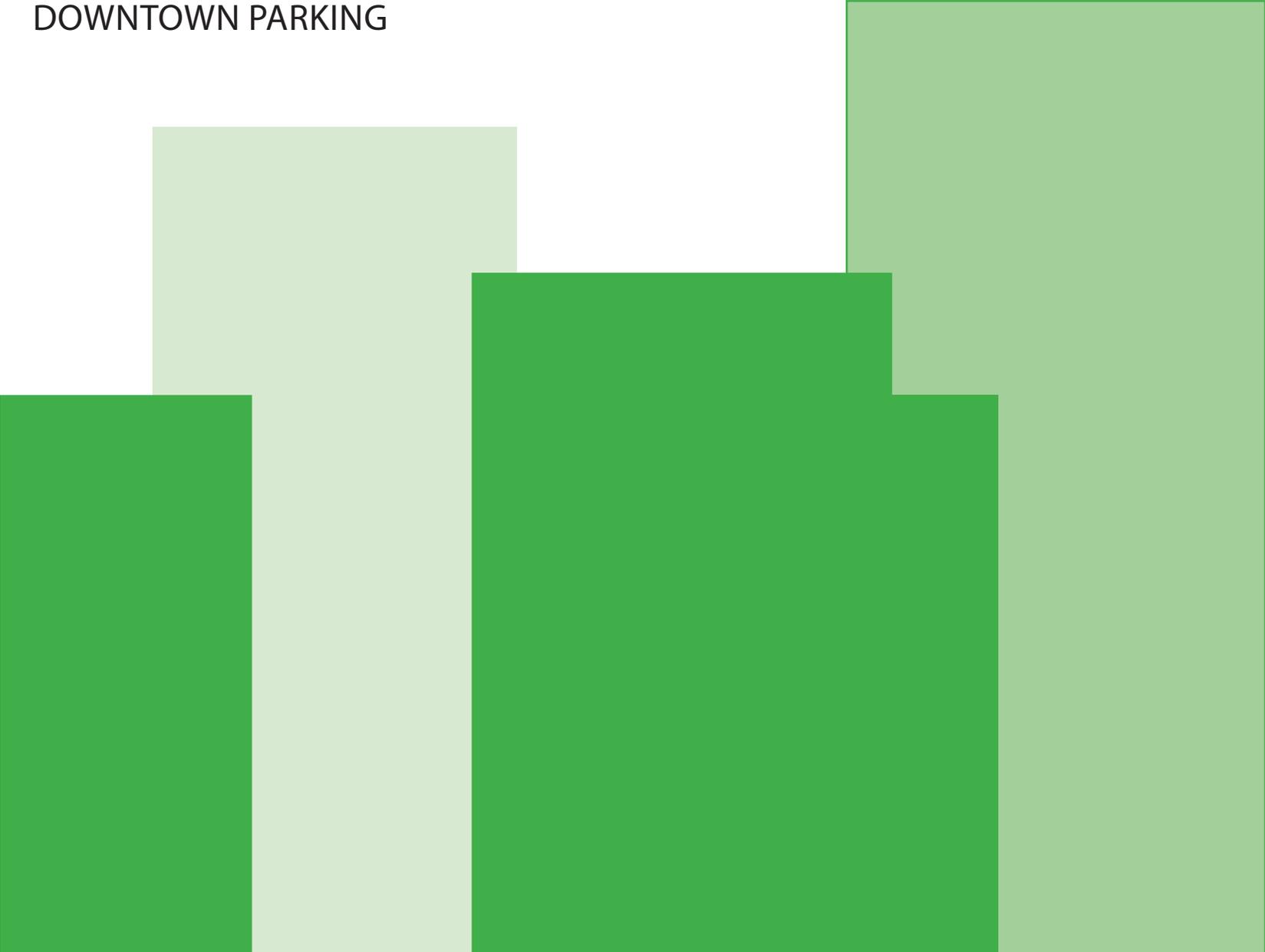
- Rewrite city regulations and requirements to reflect the goals and vision of this effort and the ongoing Comprehensive Plan update. The design review process should be strengthened for downtown development. It is critical that future building rehabs and new infill development enhances rather than detracts from the architectural and pedestrian scaled character of the downtown. The successful design, scale, height and facades

of any new buildings at critical corners are especially vital towards creating a new and enhanced downtown.

- Consider the adoption of an overlay district for the downtown to respond to sign, design and parking issues.
- Investigate the possibility of locating water features at the gateways, building off the connection to the water that has long defined Port Angeles. This might include the possibility of daylighting portions of Peabody Creek along Lincoln Street. This would provide a feature that would be another indicator that visitors are entering the downtown district and would also provide a water feature for pedestrians to enjoy.
- Consider actions to better link the downtown district and the Lincoln Street civic and commercial districts. These two areas, although immediately adjacent to one another, are not linked in any significant way. The proximity of the historic buildings, civic uses, Peabody Creek etc. should be thought of as an asset to the downtown district. Through the use of wayfinding signs, coordinated pedestrian/sidewalk materials, landscaping, banners, and walking tour brochures for example, it would be fairly easy to imagine these two areas being an attraction for visitors to the city.

For both the short and long term recommendations, the goal is to create a "presence of downtown" image with additional services, living spaces and visitors. That image can bring more people to downtown and would strengthen existing businesses and build momentum to create investment opportunities for development and new businesses and activities.

DOWNTOWN PARKING



### BACKGROUND

Parking is a significant issue in the downtown area, particularly in the summer months at the height of tourist season. The construction of the new Gateway multi-modal center will provide additional parking directly across from the ferry terminals. There are numerous private and public parking lots throughout the downtown, but they dominate the landscape of the western side of the downtown. In addition, the parking lots lack visual appeal as they are not well landscaped and are not well signed for both the pedestrian and the automobile.

### DOWNTOWN PARKING ASSESSMENT

There were a wide variety of issues raised about parking in the downtown. Many of the issues relate to existing perceived problems. Some of the issues relate to longer term potential for problems or success. Some of the issues were based on common misunderstandings of parking needs and requirements. Currently, parking is provided on both sides of most streets as well as in numerous public and private lots. An aerial view of the downtown shows just how much asphalt is devoted to parking, particularly in the western sections of the downtown.



There are large gaps in the building streetscape caused by parking lots, which is a disincentive for pedestrians to stroll along the streets. This creates the feeling of a sea of asphalt in some areas,

which is the antithesis of the image of successful downtowns.

There is a great fluctuation in parking demand from the summer to other seasons. There is a mix of private and public parking availability. Because of weak demand, parking is very inexpensive. The city codes require a variety of parking spaces to be provided based on different type of uses. In addition there is an up-front parking fee required as well as an annual fee required from some uses. There is the lack of a consistent wayfinding sign system for parking throughout the downtown. There was a lack of common understanding of what the parking issues are, or should be as well as how parking can serve to enhance the viability of downtowns and to be detraction to that goal.

The most valuable parking real estate is on-street parking adjacent to businesses. When possible this parking should be expanded by putting roads on a diet and narrowing and dropping travel lanes. On-street parking will require the highest level of management to ensure that short-term uses are accommodated. Parking zones of as little as 15 minutes to as long as 2 hours are recommended depending on the amount of turnover desired. A dry-cleaner or coffee shop may need one or two short-term spaces for the quick dashes that occur throughout the day, while a florist may do well with a one-hour zone. On-street parking is not as appropriate for theaters, fine dining, or employee parking, since those users typically linger in excess of two hours.

Although on-street parking is critical, there are times when spaces must be removed to increase visibility and safety, add

## DOWNTOWN PARKING



travel or turn lanes on collector streets, add bicycle lanes, or widen sidewalks for pedestrian or outdoor retail use. Each space lost should be carefully examined before any decision is made.

To date, the discussion of parking in Port Angeles has centered on perceptions of convenience, ownership and availability. It must, however, also focus on whether the land devoted to parking is harming downtown viability by limiting density. A higher density of businesses increases the convenience for patrons to visit one area over another; this is the allure of any successful downtown and one-stop big-box stores like Fred Meyer, Wal-Mart and Target. The more you can do in one location, the more you are likely to spend there.

Port Angeles appears to have an excess of off-street surface parking lots on prime real estate, though the seasonal demand can change where parking is available. To better manage who parks where, Port Angeles should evaluate the percentage of filled spaces, both on and off street, during a couple of times during a typical off-season, shoulder, and peak-season day. Surveys during the AM opening and at the lunch hour are recommended as a minimum. During the

peak season, a PM commute or dinner hour survey is also recommended. Include a spot review of license plates for the spaces considered of highest value to determine how many of the spaces are being used by local citizens or employees. The survey data supports parking management decisions and helps communicate a true picture of parking availability. Parking management should provide the right mixes of parking availability and convenience so that most visitors can park once and visit each destination in the area.

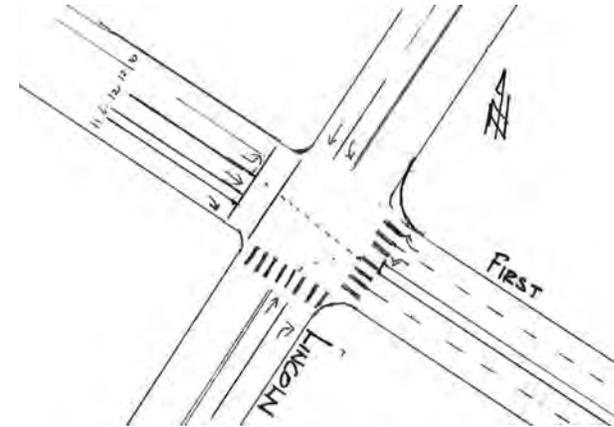
Traditional Parallel Parking-- On street, parallel parking is ubiquitous. Parallel parking is not an easy task, particularly if the spaces are not clearly marked out. Most everyone has been behind the person who backs in too far on the first





try, or not far enough. It is possible to provide assistance to motorists by combining spaces between every other vehicle so that those vehicles are parked very close. The space between the remaining vehicles can be slightly enlarged and used as a shared maneuvering space. With the right layout, a motorist can pull out of the travel lane and into the parallel space before repositioning their vehicle next to the curb, thereby reducing delay to through traffic.

**Forward Angle Parking**— In forward angle parking a motorist drives toward the curb from the travel lane to park. This was once the dominant form of downtown on-street and can still be found in many places; particularly where the streets are wide and traffic volumes are low. Forward angle parking can provide about 30% more on-street parking spaces than parallel parking, although less when there are driveway curb cuts or mid-block pedestrian crossings. Curb extensions at curb cuts and pedestrian crossings can improve visibility, especially when using angle parking. Forward angle parking is much easier to enter than parallel parking. The big downside to forward angle parking is when it's time to leave. In forward angle parking, the driver faces away from the travel lane, requiring drivers to back into traffic with very limited visibility. The problem is exacerbated with SUVs and light trucks that block visibility. This can be particularly



dangerous for cyclist who can be easily missed among all the background information a driver is trying to view. Another issue is that in order to look back a driver must twist their body or neck to do so, which is more difficult for many older drivers.

**Reverse Angle Parking (RAP)** – This is a safer alternative than forward angle parking. With reverse angle parking drivers begin to park just like traditional parallel parking but instead of having to line their vehicle up with the curb they only need to back into the angled space. Reverse angle parking can eventually have the same increase in parking capacity (30%) on the street that forward angle parking does, though wider spaces are recommended when first implementing it so there is little more room for error. The true benefit of reverse angle parking is during departure. Though adjacent parked vehicles may still be an issue, drivers are now facing the travel lanes and there is much less physical demand on the driver to look in the direction of on-coming traffic.

## DOWNTOWN PARKING

Reverse Angle Parking opportunities are limited by available space and road grades and may often be appropriate only on one side of a street and not in situations where a car will roll into traffic if its brakes fail. Reverse angle parking can seem confusing at first, but in cities where it has been implemented, the learning curve has been very quick. The figure below depicts one method to implement a road diet on First Street west of Lincoln that would add reverse angle parking and a bike lane by eliminating one through lane.

Cities with reverse angle parking report a decrease in the number of parking related crashes. Montreal has had a pilot project for reverse angle parking since March 2001. As of May 2003 there had been no reported crashes. Seattle and Tucson reported a decrease in parking-related crashes after reverse angle parking was implemented. Portland has had a block of Reverse Angle Parking on NW Johnson, a two-way street, since the summer of 2002 and there has been only one reported crash through the end of 2007. Reverse angle parking is also beneficial when placed adjacent to a bike lane. Drivers can see cyclists before pulling out and doors no longer open into the adjacent bike lane. Reverse angle parking is increasingly used around the country, including in Long Beach, Washington, D.C., Wilmington, New York City, Salt Lake City, Olympia, and Vancouver. For more information, see: <http://contextsensitivesolutions.org/content/reading/back-in-angle-parking/>  
<http://www.saveourlandsaveourtowns.org/ordinances.html>  
[http://www.pps.org/imagedb/category?gallery\\_id=824](http://www.pps.org/imagedb/category?gallery_id=824)

## DOWNTOWN PARKING VISION

The vision for the parking in the downtown is to have a well organized and managed set of parking requirements, regulations, fees, and facilities for the populations who may live, work, visit and shop in the downtown. Parking facilities should be aesthetically designed and the wayfinding system should include information about parking.

## DOWNTOWN PARKING SHORT TERM RECOMMENDATIONS

Because of the many issues identified in the assessment facing the city, the SDAT recommends:

- That a comprehensive parking study be undertaken for the downtown area. This study should explore the range of issues affecting the downtown and conduct analyses about parking in the downtown. These issues should include supply/demand, parking rates, parking requirements, short, mid and long term parking issues, employee versus visitor parking, potential sites for parking decks (such as over existing below-grade parking lots), potential locations for long term action to construct a parking garage, leasing of private lots for public parking, parking aesthetics and shared parking.
- As part of creating incentives and reducing barriers to development in the downtown, the existing parking requirements and parking payment requirements should be revisited, particularly pertaining to requirements for housing. This is most important for any proposed rehabilitation of upper stories into housing units. The SDAT team believes that new housing in the downtown is important to the successful future of this district and

parking requirements should not be a barrier to that success.

- There should be an increase in the availability of bike racks and bike storage facilities throughout the downtown. One of the strengths of Port Angeles is the number of existing and potential bike paths in the region. Providing a more pleasant biking experience in the downtown and providing facilities so bikers can stop and stay awhile are another important action that can be undertaken in the relatively short term.
- Existing parking lots should be redesigned where necessary to provide screening, better pedestrian pathways within, to and from them and more functional parking arrangements.
- There should be a joint parking improvement plan and system developed with the new medical offices and the new medical center for the west end of downtown with the consideration of shared parking.
- As the historic photographs of the downtown show, angled parking was once part of the parking system. Given the wide streets through the downtown, it is recommended that Port Angeles investigate once again using this type of on-street parking scheme. At a minimum, it would provide additional parking space and it would assist in calming the through traffic.

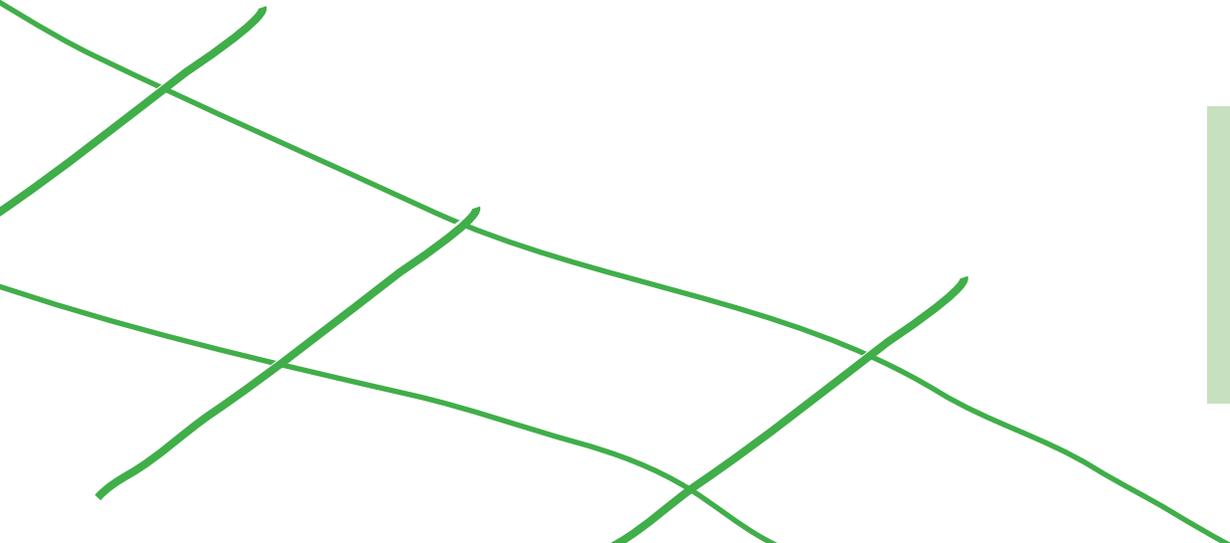
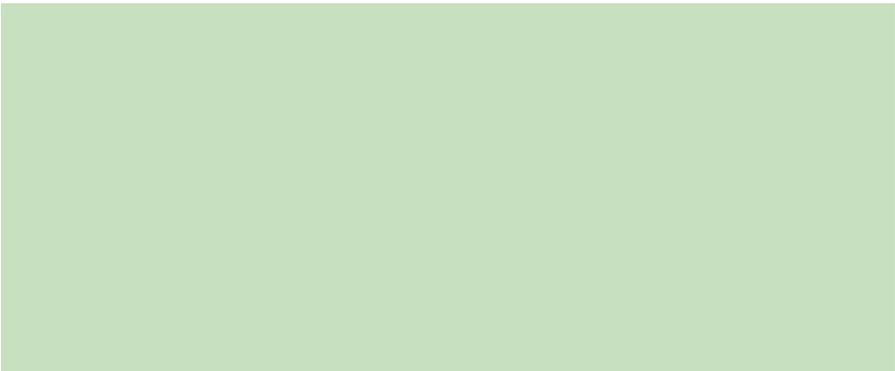
#### DOWNTOWN PARKING LONG TERM RECOMMENDATIONS

Longer term recommendations depend in part on the success of revitalizing the downtown. But if the vision of a revitalized downtown with housing units, new in-fill development, new shops and services, museums or cultural centers or similar is

realized, then additional parking actions would likely be needed.

- As improvements and development occur over time, the city should regularly conduct parking studies to analyze supply and demand to ascertain where the demand is coming from (visitors, locals, nearby residents) in order to make adjustments to the number of parking spaces, fees, hours and locations of parking facilities.
- The city should consider identifying a potential site or sites for structured parking. In the mid-term, potential decking over existing below grade lots should be considered. For the longer term, Port Angeles should analyze whether any of its existing lots could support a parking garage of sufficient size to make it economically feasible. If so, any lot so identified should continue to be used for surface parking and not sold off. If not, then the city should study private lots for the potential for purchase for a future garage.
- The city may need to revise its parking rates as more demand is placed on the system. Short, mid-term and long-term parking rates may be necessary to accommodate the various demands placed on the system by visitors, locals, workers and others.
- Consider abolishing parking requirements for all new construction and rehabilitation in the downtown. As more and more cities undertake this strategy, the private market becomes more important in the provision of parking. As a phased approach, once the downtown becomes healthier, the city may want to consider some contribution to the parking fund in lieu of providing parking. However, this must not act as a barrier to development activity.

DEFINING DOWNTOWN  
AND DOWNTOWN ECONOMIC DEVELOPMENT



## DEFINING DOWNTOWN AND DOWNTOWN ECONOMIC DEVELOPMENT

### RAILROAD AVENUE: THE KEY CONNECTING LINKS

Our visual inspection of downtown quickly brought us to two key blocks that provide the connective link between the waterfront promenade and the traditional downtown shopping district. These are the blocks bordered by Railroad Avenue, Lincoln, Front, and Oak Streets. These two blocks of Railroad Avenue represent the first visual sights of Port Angeles for ferry visitors entering Port Angeles. The image they receive does not reflect positively on Port Angeles. It does not suggest a place where people can spend their time and money.

The Railroad Street blocks have two primary problems. First, they act as a barrier between the waterfront and the traditional downtown. Laurel Street is a good example of a connection that draws people toward the center but this



is the only good connection. Estuary Park, at the west end of the area, draws people into the City but not to the core business district. There is a need for more pedestrian access from the waterfront to Front Street.



The second problem is the aesthetic appearance of the area. The two Railroad Avenue blocks are predominately surface parking oriented. They are also multi-level. The few buildings that still remain do not relate well to one another.



### RAILROAD AVENUE SHORT TERM RECOMMENDATIONS

To improve this area, the following short term actions are recommended:

- Create a portable staffed kiosk/info cart (during peak season): A staffed kiosk would serve to intercept visitors as they disembark by using a seasonal ambassador staffing a portable wheeled information cart/kiosk. In Ithaca, NY, room tax funds are used to pay for the cart and pay for a hospitality ambassador six hours a day, seven days a week for six months.
- Install additional street art: Laurel Street does an excellent job drawing visitors toward the center using

## DEFINING DOWNTOWN AND DOWNTOWN ECONOMIC DEVELOPMENT

public art. Continue this well conceived program and use art to strategically invite people into the City.

- Place pedestrian and vehicular way finding signage on Railroad Avenue: There is an urgent need for both pedestrian scale and vehicular way-finding signage throughout downtown and the City. One of the most important places for these signs will be on Railroad Street at the entrance/exits to both ferries. For example, without such signage it is difficult to even find the Chamber visitor information center.
- Signage to Chamber of Commerce: The Chamber of Commerce operates a visitor information center on Railroad Avenue. There is a need to install better signage to direct ferry boat travelers to this important resource. Wayfinding signage will help with this task.
- Place Flags/banners on Railroad Avenue: Particularly in winter, but possibly throughout the year, there is a need for additional color and animation on Railroad Avenue. The use of international flags and banners can be a simple yet striking action that will provide color.
- Use bollards to open/close Laurel Street for temporary festival/events: Laurel Street lends itself to events. It is suggested that Port Angeles explore the idea of adding removable bollards at the ends of the block.
- Create a program for street/sidewalk vendors : Another way to animate the Railroad Avenue area is to encourage street vendors as well as sidewalk busking (street performing). The City or more likely the Downtown Association or Chamber of Commerce can take the lead in planning for sidewalk vending. Specific vending spaces will need to be designated.

A fee structure will need to be established. A season commensurate with the ferry boats would also need to be created. Busking is frequently seeded, using funds to encourage performers to adopt a specific site and time period. One issue raised about street vending is always the impact on existing merchants. While the presence of vendors may have some limited impact on existing businesses, the animation of the area by vendors will help to hold and eventually disperse ferry patrons into the community.

### RAILROAD AVENUE LONG TERM RECOMMENDATIONS

- Use portions of these blocks for a future parking ramp, utilizing the below grade features of the site. Any such ramp should be engineered to accept additional development above it.
- Encourage in-fill development on the block with attention paid to maintain block faces.
- Create new pedestrian walkways through the block as in-fill development occurs. Such walkways can be combined with larger public plaza space.
- Create or provide for a public gathering place amidst the in-fill development. This space can help create wind sheltered locations, and could be used for outdoor dining.

### DEVELOPING DOWNTOWN HOUSING

Throughout the United States, in large and small cities alike, housing has been one of the key drivers if not THE key driver of downtown revitalization. Housing provides downtown districts with year round, 365 days a year, 24/7 activity from

residents who eat, shop, entertain themselves, and recreate with great frequency all in their downtown neighborhood. There appear to be two success criteria for successful downtowns that relate to housing: the presence of nearby residential neighborhoods and the presence of Central Business District urban housing.

In Port Angeles, there are neighborhoods that are adjacent to and within walking distance of downtown. These neighborhoods can provide a ready source of patrons for downtown establishments. The only apparent impediment to pedestrian travel into downtown is the bluff, which acts as a geographic barrier. While there are several stairs that traverse the bluff, there may need to be improved pedestrian access points to allow smoother foot traffic.

As of 2009, there has been no sustained development of new housing in downtown Port Angeles in a number of years. Despite potential demand, there is no real supply of urban, city center housing. In Port Angeles, the likely demand for

#### Key Downtown Housing Points:

- No current supply
- Housing is a year round traffic generator
- Likely Users: Young professionals, empty nesters, and second home/seasonal residents.
- Key issues that must be addressed include building height, parking requirements and building code interpretation

## DEFINING DOWNTOWN AND DOWNTOWN ECONOMIC DEVELOPMENT

downtown housing will come from young professionals, empty nesters, and second home/seasonal residents. Several key issues act to retard housing development in downtown Port Angeles. These issues tend to be regulatory and relate to height, code requirements, and parking. New downtown housing, however, will not be built without some essential preliminary steps. These steps are short term in scope and will significantly facilitate the development of new housing:

### RECOMMENDATIONS FOR DEVELOPING DOWNTOWN HOUSING

- Commission a Demand Market Study: Developers, bankers, investors, and public officials all will want to understand and grasp the marketplace demand for new downtown units. They will want to know what absorption capacity exists, what rents people are willing to pay, and what amenities would be needed to market completed units. A generic downtown housing demand study can provide these answers and serve as a spring board for talking with the development community about housing. Such a study, undertaken by an experienced firm, might typically cost \$10-20,000.
- Undertake an Economic Study of Housing Projects: It is crucial that the community understand the economic fundamentals of downtown housing prior to making any revisions to ordinances or code that will affect residential development in downtown. Such a study could be undertaken locally and jointly by the city and private developers. The key questions revolve around height and massing. For projects to pencil out economically, they will most likely need to be a certain

## DEFINING DOWNTOWN AND DOWNTOWN ECONOMIC DEVELOPMENT

size or volume. There are costs that are typically spread among all units. If the project is too small, the cost per unit may balloon above a sustainable point. Conducting an economic “pro forma” study would help the City determine appropriate heights and massing for its downtown zoning.

- **Downtown Heights:** Currently, there is a 45 foot height limit in downtown. The unanswered question is whether 45 feet (or up to 4 floors) is sufficient to support the economics of a project. If there is a need to consider a higher number, the City may want to investigate incentive zoning that would provide extra height in exchange for a community benefit such as mixed-use, affordable housing, or some other locally appreciated issue.
- **CBD Parking Requirement and Development:** A potential impediment to developing housing or any other private sector project in downtown is the existing requirement for parking. According to City code, new residential dwelling units in the CBD require two parking spaces per dwelling unit. New retail stores are required to produce one space per 300 SF. Sit down restaurants are required to have one space per 125 SF of floor area. In many very successful downtowns, the Central Business District zone exempts businesses and development from parking requirements altogether. In these cases, downtown businesses and projects are presumed to be able to utilize the assembled public garages and lots that exist. Parking requirements are typically found in neighborhood, suburban or strip highway settings where building to the lot-line is not done and where automotive dependency is essential.

In downtowns with CBD zoning that have no parking requirements, the market is used to determine if and how a new project may move forward. If sufficient public supply of parking exists, the project is likely to proceed. Without an adequate supply, the project would stall or the community would be forced to invest in more downtown public parking. In Port Angeles, businesses or developers can opt out of the requirement by paying a fee to the City of \$7,500 per space. This extra fee results in an added \$15,000 per housing unit in downtown. For a 10 unit housing project, this would amount to \$150,000 of added cost. It is recommended that Port Angeles consider eliminating the downtown parking requirement that is part of its CBD zone in an effort to stimulate downtown development.

- **Financial Incentives for Development:** In many small city markets, rents are often not sufficient to cover the costs of developing housing. This results in a project funding gap. Developers and bankers who see such gaps often quickly determine that there is no rational financial justification for moving forward with a project. If a city wants this type of development, it then falls to the community to find a way to fill the project “gap”. Attached is an illustrative pro forma that describes an actual small building project in another market. It is provided to illustrate how a gap is created and more importantly, how gaps can be filled to help projects move forward. In this example, the developer is only able to attract \$712,000 in bank financing. Combined with reasonable developer equity, this project could



only assemble 45% of the funds needed to move forward. To the casual observer, this would be considered an impossible project. By using Historic tax credits and a State grant, the gap was able to be filled and the project is made solvent and possible. Port Angeles will need to be able to assist in a similar manner with project gaps if it is to be successful in attracting new development to its downtown. Among the financial tools to consider are:

- CDBG funding;
- CDBG Section 108 loans;
- Local tax abatement
- Tax Increment Financing
- Federal Historic Tax Credits
- State Historic Tax Credits
- Other State grants or loans
- National Register District: To become eligible for Federal historic tax credits, buildings must be eligible historic designated buildings. The least intrusive and perhaps easiest way to accomplish this is by creating a downtown National Register District where the older buildings of the district would be automatically considered historical and eligible. Once the City has

## DEFINING DOWNTOWN AND DOWNTOWN ECONOMIC DEVELOPMENT

prepared for the creation of new housing, there will be two paths open to developers: build new in-fill buildings or renovate and restore existing older buildings. In-fill projects should be mixed-use in nature, with ground floors reserved for commercial/retail uses. Rehabilitation projects should strive to link adjacent or abutting buildings in an effort to share elevators and/or stairs. Such efforts can help to spread costs among more units, lowering the financial per unit cost.

### THE GOTTSCHALKS DEPARTMENT STORE

Located at First and Oak on the western end of downtown, Gottschalks is a junior department store that has recently closed. Gottschalks served as a major downtown anchor, especially to other retailers. Department stores have become rare in downtowns across America, part of an endangered species of retail operations. In light of its recent closure, the following recommendations are suggested:

- Investigate a community purchase of the business. Determine if there is a product to purchase and if there is a community minded local investment group who would be willing to underwrite the project and hire a seasoned department store professional to run the operation.
- Launch an exercise to explore building re-use opportunities. Possible ideas might include replacement retail, a community meeting center, and a project with the NPS or Peninsula College.
- Work to improve the physical linkage with Railroad Ave. and Oak, using banners, flags, and art in order to support any future use of the building.

## DEFINING DOWNTOWN AND DOWNTOWN ECONOMIC DEVELOPMENT

### IMPROVING THE EXISTING BUILDING STOCK

A common concern mentioned by SDAT participants in the public forum was the physical condition of downtown. Much of this concern relates to the visual presentation of the downtown. Two things contribute to the unfavorable image: the physical condition of the buildings and the proliferation of unattractive surface parking lots.

One tangible short term strategy to improve the image of downtown is to undertake a façade improvement program for existing buildings. There are a number of downtown buildings that could benefit from a cosmetic exterior improvement. Currently, the downtown program operates a small program capped at \$300 per business. This is not sufficient to induce a property owner to tackle exterior façade upgrades.

To create a program that will be more likely to be utilized by local property owners, the following illustrative model is suggested:

- Seek funds from CDBG or some other specific State of Washington program.
- Offer reimbursable grants of up to \$10,000 per storefront.
- Require matching from the property owner or business. Consider a 50/50 match. Hence, a property owner undertaking a \$20,000 project could receive half (\$10,000) for free. This is a powerful incentive to move owners to action.
- A program funded at \$100,000 (without any administration) could improve up to 10 properties.

- Port Angeles' 2009 voluntary façade spruce-up program, implemented shortly after the SDAT site visit, is a model of how intense community spirit, even absent many resources, can make a difference to how people view downtown and how small changes can make a difference.
- Façade improvement programs provide an excellent low cost way to begin to introduce new private investment back into the downtown. Once the community sees the physical improvements, more investment is likely to be stimulated.

### ARTS, ENTERTAINMENT, & CULTURE

A second key driver of downtown revitalization across America is entertainment, supported by arts and culture. Retail follows foot traffic. Wherever significant foot traffic exists, retail will follow. Entertainment, art, and culture help to provide the foot traffic needed to stimulate retail and restaurant investment. Port Angeles has an outstanding opportunity to add to its art, entertainment, and culture base.

#### Arts

The arts have emerged as a strong downtown theme. The outdoor sculpture program in Port Angeles is one of the better small city programs in the United States. There are also gallery walks and Second Weekend activities that highlight art and galleries in downtown. It is smart to use this existing strength to leverage additional arts related investment.

## DEFINING DOWNTOWN AND DOWNTOWN ECONOMIC DEVELOPMENT

### DEVELOPING THE ARTS SHORT TERM RECOMMENDATIONS

- Continue to grow the sculpture program, using it as a tool to draw people into the heart of downtown, following the successful Laurel Street example.
- Art should be prominent at all traffic and pedestrian entrances to downtown. The goal is to highlight the art nature of downtown and be certain visitors immediately recognize this feature.

### DEVELOPING THE ARTS LONG TERM RECOMMENDATIONS

- Create an artist incubator that clusters together art studios and shared gallery space. This project might be an excellent partnership with the local College,
- Investigate the feasibility of artist live/work space. This project would combine housing with artist space, taking advantage of the interest of the arts community in downtown living.
- Recruit a foundry to the community, preferably on the outskirts of downtown. A foundry will serve not only as a local business, but will also help to stimulate more artists to cluster into the Port Angeles area.

### Entertainment

Residents of all ages, from youth to seniors, expressed the desire to see more entertainment options available in the community. Since entertainment is such an important driver of downtown revitalization, it is important to focus on this topic. Entertainment can generate the foot traffic that is needed to support other desired uses- such as retail and restaurants.

### DEVELOPING DOWNTOWN ENTERTAINMENT SHORT TERM RECOMMENDATIONS

- Undertake a community entertainment analysis and plan. An entertainment plan/strategy is a fun and important tool for the community. It will inventory existing entertainment services and business, identify gaps and missing elements, and suggest approaches to filling and recruiting some of these missing elements.
- Launch a Twilight festival. The Twilight buzz is worth pursuing while it is timely and national in scope. Start immediately to craft and market a Twilight festival to be centered in Port Angeles. It will attract both locals and visitors.
- Consider winter month festivals and events. The community is heavily dependent on summer tourism. There is a need to grow the shoulder and winter seasons. Incentivize local groups to plan and host winter time festivals and events. Weather need not be an impediment to festivals.
- Secure a downtown farmers' market location. A farmers market is a strong and extended foot traffic generator for a community. It should be located in the heart of the City, not somewhere where the attendees have no ability to interact with other businesses and/or attractions. That place should be downtown. The precise downtown location can be debated locally. The primary concern is to make sure the market returns to the downtown core, where its patrons can also become more acquainted with the businesses of downtown.

## DEFINING DOWNTOWN AND DOWNTOWN ECONOMIC DEVELOPMENT

### DEVELOPING DOWNTOWN ENTERTAINMENT LONG TERM RECOMMENDATIONS

- Examine upgrading and improving the downtown theater. The downtown theater is a key community asset that should be retained. It is important to begin now to plan for its renovation, not wait until it falls into disrepair and vacancy. Working with the owner, the community should begin to understand what is needed to restore the theater.
- Explore moving 5-plex cinema back downtown. Movie theaters can stimulate and strengthen downtowns in very significant ways. Cinemas provide high levels of foot traffic. If a five-plex theater averages only 25 people per screen per night, this translates into 45,625 people during the course of a year. It is suggested that the community work toward attracting back the first run five-screen cinema now located in the County beyond City limits. Built 15-20 years ago, it is possible that the operator may be willing to consider upgrades to seating and facilities in the next 5-10 years. The community should be ready and pro-active in offering to work with the cinema owner to find a prominent downtown location.
- Explore venues for periodic art/classic films. Independent, art and/or classic films can still be shown in smaller communities such as Port Angeles, but the venue may be non-traditional. Currently, the downtown bookstore is offering selected films. It is possible and desirable to expand this offering. Additionally, the community may want to pursue a cinema pub concept that combines beverages and film in intimate settings.

The community may also want to investigate a multi-faceted operation that might combine coffee, music, comedy, and film. Peninsula College may be a possible partner for such a venture.

- Work with local nonprofits or public agencies on creating a teen/youth center. Several young people expressed a desire for more entertainment for youth. A teen or youth center can be done on a for-profit or non-profit basis. It is most likely a project that will require a nonprofit local or regional partner.

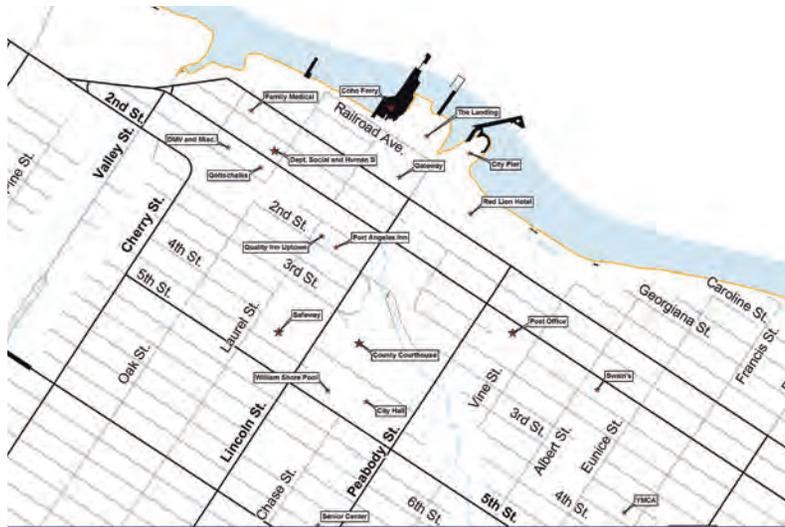
### CULTURAL DEVELOPMENT

The Port Angeles area is home to the Lower Elwah Clallam Native America Tribe. The Tribe has indicated an interest in creating a cultural interpretive center as one of their economic development projects. The SDAT believes such an attraction could be a powerful tool for tribal as well as regional economic development. Locating the center should be an exercise that seeks to benefit both the Tribe and the Port Angeles community. It will benefit all for the project to be located in downtown at a high traffic location. The Center will benefit economically from the high traffic of a central downtown location. The community will benefit from the spin-off impact of visitors to the Center. Such a location should be within eye sight and easy walking distance of the ferries.

### FOOT TRAFFIC GENERATORS

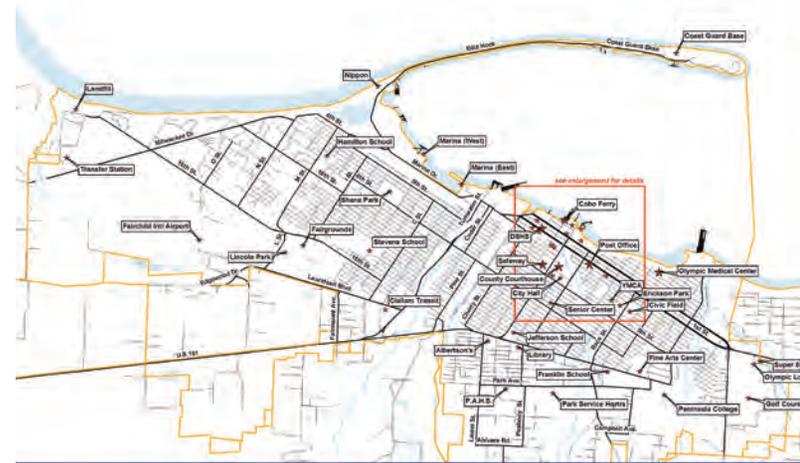
A fundamental characteristic of successful downtowns is the ability of a community to cluster and concentrate many of its foot traffic generators into their downtown core. By locating various foot traffic attractions and generators

## DEFINING DOWNTOWN AND DOWNTOWN ECONOMIC DEVELOPMENT



together within easy walking distance of each other, a steady and overlapping stream of pedestrian traffic can be regularly delivered to downtown businesses, ensuring their sustainability.

This concept is easy to describe but difficult to achieve. Most communities struggle to cluster their pedestrian foot traffic generators in the downtown cores. The pressures to shift these enterprises to the periphery of town are strong and relentless. Such pressures include donations of land and property, need for more room or space, the cost of doing business in the downtown, the ease of parking, the cost of land and buildings, and countless other issues. Yet communities that make the effort to cluster foot traffic generators in their downtowns will be rewarded with strong, more sustainable downtowns.



Port Angeles has had mixed results with clustering foot traffic generators in downtown. The attached map illustrates the existing generators that are now located in downtown. There are at least nine or so. Very successful downtowns often have in excess of thirty. A second map documents the dispersion of foot traffic generators throughout the entire community, illustrating the need to work diligently to recruit new traffic generators to downtown.

### FOOT TRAFFIC GENERATORS SHORT TERM RECOMMENDATIONS

- Adopt a strategy to reach out to key institutions. Building or attracting new generators of downtown foot traffic is a long and difficult, albeit necessary, task. To accomplish this task, Port Angeles should immediately

## DEFINING DOWNTOWN AND DOWNTOWN ECONOMIC DEVELOPMENT



begin to enlist institutional partners from the surrounding community who may have the motivation and the resources to assist in this effort. This list of partners should include, but not be limited to, the Lower Elwah Clallam tribe, the National Park Service, the local Medical Center, NOAA, and Peninsula College.

- Improve partnerships with the National Park Service (NPS) to help be a partner in community sustainability. In the short term, the NPS could work with the community on expanding operations in the shoulder and winter months. The use of shuttles from downtown Port Angeles may be one way to help monitor and guide off-season visitation. By parking visitor vehicles in downtown, the community benefits from the visitors. In the long term, any new park visitor center should be located downtown, in walking distance of the ferry, preferably co-located with the National Atmospheric and Oceanographic visitor center and a new Lower

Elwah Clallam tribe archaeological center.

- Open a dialogue with Peninsula College to determine joint needs. Across America, colleges have become new and dynamic partners in community revitalization efforts. Peninsula College can be such a partner in Port Angeles. The crucial first step is for the City and College leadership to meet and begin a dialogue that could identify overlapping and joint needs. A college cannot be expected to undertake projects that are not mission critical and/or financially viable. When such dialogues occur, many communities and their institutions of higher education find common ground that can result in projects beneficial to all.
- Go to the tribe and work with them on the location of the Tribal Cultural Center location. As noted, a Tribal Cultural Center located in the heart of the community, preferably co-located with a new park headquarters, could be a win/win situation for all. The Tribe and the city should initiate regular discussions to help both parties understand each other's needs and respect the Tribe as a sovereign entity.
- Locate the Farmers' market in a permanent downtown site. The team strongly endorses a downtown location for the farmers' market. This is one of the most important and easiest building blocks for making sure that downtown is the center of the city.
- Develop a plan for leveraging the new ambulatory care center to obtain spin-off office growth. In the short term, the city should meet with the hospital to discuss ways to leverage the new downtown ambulatory care facility for addition medical service and office growth.

### FOOT TRAFFIC GENERATORS LONG TERM RECOMMENDATIONS

- Create a NPS orientation center/permit center in downtown. Work with the NPS to plan and advocate for an orientation center to be located in the downtown – outside of the park. There are examples of this type of facility in other communities with national parks and Port Angeles and the NPS should begin a dialogue that could end with the creation of such a center.
- Explore the potential of a downtown student housing project in conjunction with a private developer. Peninsula College and the city should investigate the creation of downtown student housing for college students. This effort need not be solely a college funded project. It could be done in conjunction with a private developer, with the college only committed to providing students for the project. Such a project could be a catalytic project that might jump start the downtown housing movement.
- Work with Peninsula College to create a downtown art incubator, performance space, and/or meeting space. The college may also be a possible partner for several other key community traffic generating projects. These include an art incubator, a downtown performing arts space for theater and/or music, and a meeting/conference space.
- Review the location of the Chamber Visitor Center. The Chamber currently operates a visitor information center on Railroad Street. Over time, the Chamber and the community may want to evaluate whether this location best captures the visitors to Port Angeles.

### DEFINING DOWNTOWN AND DOWNTOWN ECONOMIC DEVELOPMENT

- Explore possible partnerships with the hospital to develop downtown housing and/or office space. Hospitals often have an interest in ensuring that their staff, particularly nurses and travelers, has adequate access to affordable and appropriate housing. The community should work with the hospital to see if such a need can be translated into a downtown housing project.
- Develop a NOAA marine visitor center. NOAA has a small presence already in the community. If Port Angeles is successful in its effort to attract a larger NOAA facility, there could be an opportunity to create a visitor destination that features NOAA technology and research.
- Expand the existing Discover & Marine Centers. The existing Marine and Discover Centers could be grown over time to become larger destinations for both local residents and tourists.
- Consider expansion or creation of an additional marina and boat slips. The marina is an important source of visitors, particularly people with disposable income. The community could explore the feasibility of growing the marina to add slips or to create a new, second location.

### MARKETING YOUR ASSETS

Port Angeles has a number of assets that can be better promoted and marketed today. These assets include its heritage and historic buildings, its arts, its authentic, one of a kind stores and shops, its ravines, its waterfront and trails, and its Native American cultural heritage. There are two critical groups of visitors that need better marketing

## DEFINING DOWNTOWN AND DOWNTOWN ECONOMIC DEVELOPMENT

attention: people arriving by ferry and people in vehicles traveling to the national park.

### MARKETING YOUR ASSETS SHORT TERM

#### RECOMMENDATIONS

- Promote authentic, one of a kind stores with targeted pamphlets
- Identify and promote clusters of store types with pamphlets for each cluster
- Install permanent information kiosks at key tourist locations including the Landing, ferry terminals, the National Park visitor center, the major hotels, and the marina.
- View Victoria, B.C. as a potential market and set up a kiosk in the ferry terminal in Victoria.
- Install a way finding signage program for both pedestrians and cars.

RETAIL IN DOWNTOWN			
	<u>Total</u>	<u>% of Total</u>	
Food/Beverage.....	24		27%
All Other.....		13	14.5%
Gifts & Antiques.....	12		13%
Gallery/Photo.....	11		12%
Personal Service.....	11		12%
Outdoor/Sports.....	6		7%
Apparel.....		6	7%
Home Furnishings.....	4		4.5%
Books/News.....	3		3%
			100%
THE TRAFFIC GENERATORS OF DOWNTOWN			
Safeway			
DMV			
Coho Ferry Terminal			
The Landing/Passenger Terminal/Discovery Center			
Chamber of Commerce Visitor Center			
Marine Life Center			
Red Lion Hotel			
County Courthouse			
MAJOR TRAFFIC GENERATORS OUTSIDE OF DOWNTOWN			
City Hall			
Post Office			
City Pool			
Marina			
Library			
Peninsula College			
Fine Arts Center			
National Park Visitor Center			
YMCA			
Senior Center			
High School			
Community Playhouse			
Medical Center/Hospital			
Olympic Lodge			

## URBAN DESIGN AND FORM BASED CODE



## URBAN DESIGN AND FORM BASED CODE

The role of urban design and form-based codes, in terms of the larger effort associated with the Port Angeles SDAT project, is to focus on translating the larger strategic goals and objectives defined by the team into a physical framework which facilitates their implementation. Form-based codes provide both a physical and regulatory framework which specifically supports the key recommendations made by the team by creating an overall master plan sufficiently robust enough, and flexible enough, to sustain the longer-term challenges related to their realization.

### FORM-BASED CODES

Form-based codes (FBCs), like their more conventional regulatory counterpart - zoning codes- are intended to provide clear instructions and parameters to both guide and inform the nature of development. Unlike conventional zoning, which tends to focus more extensively on uses, and what is not allowed, FBCs tend to focus on the physical form of development, and what is allowed. Whereas form-based codes typically code for mixed-use and walkability, using complimentary forms to create a pleasant and physically coherent built environment, historically conventional zoning tended to segregate uses as its means of moderating the impact of physically incompatible forms, creating an incoherent, ad hoc landscape, one that essentially requires the use of automobiles as a necessary ingredient for everyday life.

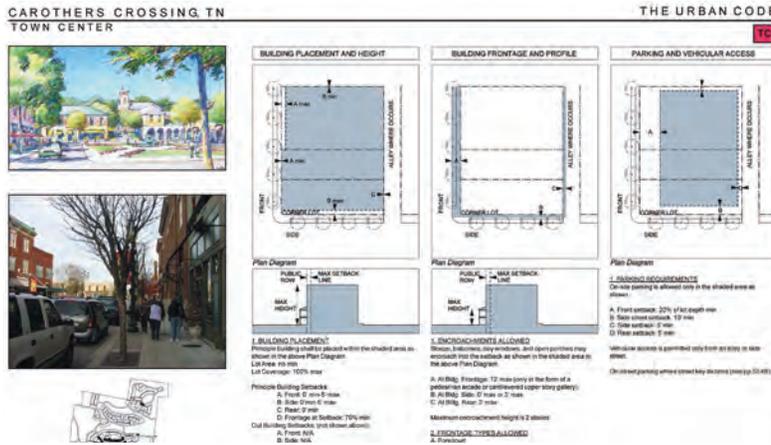
Form-based codes typical work through the coordinated application of two basic tools. The first is a "Regulating Plan," which is somewhat analogous to a zoning map in

that it indicates where different types of specifically-coded physical environments are allowed to be built. The other part describes the physical nature of these environments in great detail, including the types of buildings that are allowed, their relationship to the street, their disposition on the site, the physical characteristics of the street itself, and the basic attributes of the buildings in terms of their massing, form, overall height, architectural features, etc.

The idea is to create a regulatory framework which is capable of describing in specific detail, and with great predictability, exactly what a particular place, or neighborhood, is going to look like when it is fully built out or completely realized. This can be important, not only in guiding green-field, and/or infill development, but also in helping to shape and inform how existing places might evolve over time.

Most of our pre-war communities, like the older parts of Port Angeles, were built with these basic tenets firmly in mind, whether or not they were formally coded, which helped to create many of our most beloved towns and communities. However, with the widespread adoption of conventional zoning codes, these distinctive community features often gave way to the generic, almost universally unattractive, environments which characterize so many of our suburban areas today.

Form-based codes work by emphasizing how neighborhoods look and function as both place and as a collective enterprise because they recognize the importance and value of urban form in creating environments in which the whole far



Form-Based Codes provide a very explicit set of instructions, related to the overall form, massing, and disposition of a building on its site, intended to deliver predictable outcomes, consistent with community preferences.

exceeds the sum of the parts. This is in distinct contrast to conventional zoning, which tends to treat everything as discreet, competing pieces which needed to be segregated from one another, lest any one piece be adversely affected by the proximity of the other.

Form-based codes help to ensure not only that adverse impacts are not a concern, as a matter of course, because everyone knows exactly what to expect, but that proximity and mixed-use are, in and of themselves, valuable attributes which can help to maximize the efficiency and collective value of all of the constituent parts. These were the principles under which Port Angeles was original conceived, and thrived, and they are principles under which Port Angeles can help to reposition itself for a long and prosperous future.

Specifically, Form-based Codes can:

- Provide predictability for both the community, as well as potential investor-developers.
- Help to strengthen, protect, and enhance attractive community features and attributes, while enabling desirable change, over time.
- Facilitate the long-term expression of sustainable neighborhood/community formats which allow for mixed-use, walkability, transit-choice, housing/life-style options, etc.

Finally, Form-based Codes can provide a simple, easy to comprehend, but effective platform for additional design-related guidelines and regulations that, collectively, can help Port Angeles realize its goal of being an attractive, livable, progressive, and sustainable city for the 21<sup>st</sup> Century.

### URBAN DESIGN/ILLUSTRATIVE MASTER PLAN

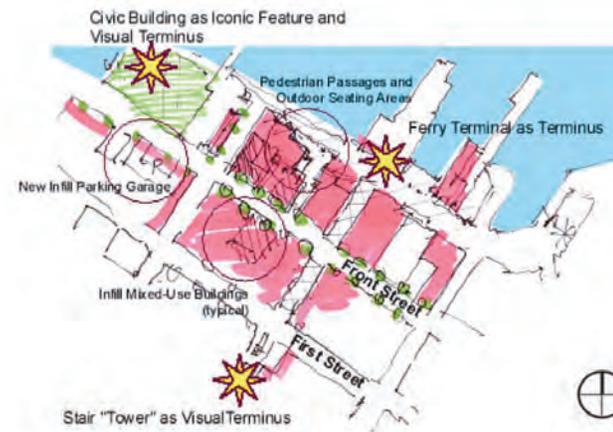
The Illustrative Master Plan documents the various design strategies and approaches which have been developed in response to the observations and recommendations made by the team. This is a schematic-level drawing intended to illustrate the specific urban design concepts proposed, and is the basis upon which the Regulating Plan and Form-based Codes are developed. In the case of the Port Angeles SDAT, only a detailed illustrative plan of the downtown area was produced; however, the intent of creating a larger, study area-wide illustrative plan is implicit in the Regulating Plan that was produced. Both are included in this report.

## URBAN DESIGN AND FORM BASED CODE

The overall design strategy and approach focused on two principal areas, the downtown, and the long State Highway approach into town which constitutes the corridor part of the study area. In the downtown, the principal conceptual approach was to encourage infill development consistent with the town's historical urban fabric. Along the corridor, the approach focused on eliminating the existing one-way couplet, and on breaking down the generic corridor into more discreet, comprehensible parts.

## THE DOWNTOWN DETAILED STUDY AREA

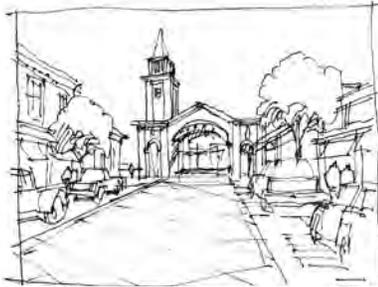
At present, the downtown area is characterized by gap-tooth development, compromising the continuity of the walkable fabric, and heavy truck traffic, which also negatively affects the quality of the pedestrian environment. The prevailing land-use, other than the remaining historic buildings, which are generally of very good quality, is surface parking lots, which presents both an opportunity (in terms of the potential for infill development), as well as a challenge (in the sense that their presence significantly impacts the quality of the visitor experience downtown). Therefore, a key strategy is to consolidate the existing surface parking lots into strategically located



The Illustrative Detailed Master Plan shows many of the proposed key design elements.

parking reservoirs, which will serve to not only facilitate the redevelopment of those existing surface lots by accommodating the existing demand those lots are serving, but also by locating the bulk of the parking accommodation where it can best support the adjoining land uses, while promoting walking in the downtown.

At the same time, a form-based code which promotes mixed-use buildings, pulled up to the sidewalk, with parking either below or behind the building, will go a long way toward promoting a more vital pedestrian environment with continuously merchandized storefronts, and with local residents and professionals living and working above. In particular, a more fully developed Railroad Avenue along the waterfront would encourage both visitors and local residents alike to linger downtown and take better advantage of the



Visual Terminations can provide compelling attractions to help encourage pedestrian movements.



A new parking garage can be “embedded” in the block structure at the north end of downtown, helping to “anchor” that side of town.

other waterfront amenities currently planned or in place.

With respect to encouraging walking and linking “places” within the downtown, several key strategies are expressed in the detailed plan. One is the idea of creating a more “permeable” block structure, thereby allowing multiple pedestrian linkages to connect Railroad Avenue more directly with Front Street. Along the same lines, visual landmarks, or terminations, have been articulated for both ends of Laurel Street, which itself is suggested to be detailed as an “event” street which could be closed for special occasions and community events.

These pedestrian connections can also be combined with small plazas to create a series of “nooks and crannies” which can provide a respite from the cold shore breeze

which can express itself on even the warmest of days, thereby creating a sequence of sun spots throughout the downtown which could encourage outdoor seating for dining and other activity clusters which might be thematically programmed around each outdoor space.

Another key termination and local gathering spot proposed in the plan is a waterfront park on the currently vacant land along Front Street, west of Oak, at the water’s edge. This proposed park, combined with some type of civic building (which would be located at the point of the park to help terminate Railroad Avenue), would help to provide an ideal “anchor” to attract people west along the waterfront, and ultimately back up Oak toward Front and First Streets. The placement of an anchor in this location would help activate the streets in that area, and would provide vitality and patronage to the downtown merchants in that area.

Corners, particularly those at the entrance to the downtown when approaching along Highway 101 in either direction, are critically important in defining both the streetscape and marking the entrance into the downtown. A form-based code will help to ensure that these corners are appropriately filled in with attractive buildings which help to reinforce the image that downtown Port Angeles wants to project.

### HIGHWAY 101 CORRIDOR

Presently, the 101 corridor is a one-way couple designed to State Highway standards, and characterized by ad hoc commercial development, interspersed among pre-existing residences. The physical attributes of the commercial

## URBAN DESIGN AND FORM BASED CODE



One idea to clearly denote the eastern gateway in town is to emulate the City Hall Tower at the western entrance, thereby bracketing the arrival points into the City.

properties are a mixture of older buildings, built up close to the street, and more recent developments setback from the road with off-street parking out front, consistent with the current bulk zoning regulations. The overall effect is that of a rural or suburban highway with little sense of neighborhood structure, and an intimidating impediment for residents north of the highway wanting to cross the road to access either the natural or commercial amenities on either side.

The strategy outlined for the corridor is to first “de-couple” Front and 1<sup>st</sup> Streets, enabling 1<sup>st</sup> Street to essentially assume the role of a two-way Highway, optimized for that function. This, in turn, will allow Front Street to return to a local two-way street, with on-street parking, optimized for slower design speeds and a more pedestrian and bicycle friendly use.



The Regulating Plan breaks the Study Area in to four distinct parts: the Downtown Mixed-Use Commercial District; the Mid-Town mixed-use neighborhood center; the Eastern Gateway neighborhood center; and the corridor itself. This approach breaks the corridor into discreet centers and facilitates better connections between uses, amenities, and natural features.

In both cases, the uninterrupted length of the corridor is still problematic in terms of encouraging slower traffic speeds and facilitating North-South pedestrian crossings between the neighborhoods on either side of the corridor. As efforts to consolidate community civic functions and community amenities around predetermined neighborhood centers are pursued, rational crossing points have been identified that can be used to reinforce the physical presence centers and at the same time cue drivers that they are entering a more pedestrian-active area, and that they should drive more carefully.

There are two proposed “crossing points” of the existing

Front Street/First Street Corridor: Race Street and bracketing Ennis Creek. The Race Street crossing is intended to function also as a neighborhood center, providing a focal point for the provision of neighborhood goods and services, and helping to link residents on both sides of 101 with the community assets and recreational amenities nearby.

To help break down the corridor into more visibly discreet parts, while providing a clear indication of the more pedestrian-oriented environments intended at the crossing points, the Regulating Plan is designed to encourage buildings to encroach much closer to the existing rights of way along First and Front streets, than is now typical along the either thoroughfare. This is in marked contrast to the conditions

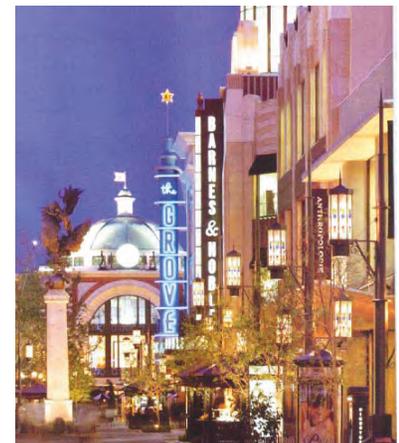
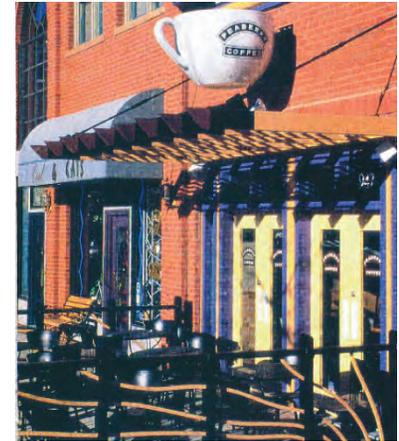


As one is approaching the mid-corridor “crossing” points, the buildings will be encouraged to encroach into the driver’s line-of-sight, helping to indicate a more pedestrian friendly zone.

along most of the corridor, which are assumed to retain that existing character for the foreseeable future.

The design strategy, therefore, is to treat the majority of the corridor in a more cosmetic fashion, relying primarily on an improved street section, including street trees and more coordinated sign design standards, to provide an enhanced level of consistency along most of the length of both First and Front Streets. However, as both streets approach the intersection of Race Street, incentive zoning -- specifically tied to the Regulating Plan -- should encourage infill development to effectively “neck down” the apparent look and feel of the street section to effect

a more intimate setting, with street front business and sidewalk cafes, and a signalized intersection with a well defined crosswalk, helping to create an active neighborhood center within a discernable “node,” and a much safer pedestrian and bike crossing linking both sides of Highway 101.



## URBAN DESIGN AND FORM BASED CODE

### THE REGULATING PLAN

The Conceptual Regulating Plan attached to this report follows the general thrust of the team's recommendations in term of infill development in the downtown area, and the corridor centers described above. It is a relatively simple document, in that it breaks down the entire study area into essentially just two zones – Town/Neighborhood Center, and Neighborhood General, though a further level of refinement or resolution could make a distinction between Town Center, for the downtown area, and neighborhood Center, for the nodes along the corridor, creating an additional, or third, zone.

Additional elements which may be added to the regulating plan could include areas of mandatory ground floor retail frontage, and/or terminated vistas, "gateway" features, etc. Open space, including more urban places such as formal greens or squares, should be clearly delineated, as should natural parks and wildlife corridors.

The other parts which would comprise a form-based code, which include specific references to building types, site disposition, and ideally, architectural regulations are illustratively represented in this report, but these would ideally require a more detailed analysis and additional public input than this workshop offered, prior to adoption.

Likewise, additional codes and design regulations, including landscape regulations, signage and lighting codes, etc., should be thoughtfully integrated with the Form-based Code to help ensure an attractive, fully integrated built environment, consistent with the community's wishes and reflective of the community's history, culture and traditions.

### CONCLUSION AND NEXT STEPS

Form-based codes, produced in concert with a publicly-supported master planning process, can be an effective tool for helping communities to articulate a clearly defined intent for its future. Form-based codes, when properly applied, also have benefits in and of themselves, by promoting the growth and development of healthy and sustainable communities, with many benefits that are readily quantifiable.

Specifically, Form-based Codes can:

- Promote walking through the creation of attractive pedestrian environments and compelling destinations.
- Comfortably accommodate a wide variety of uses, lifestyles, and life-stages,
- through the use of compatible urban forms and architectural styles.
- Help to enhance and protect existing neighborhood character, while facilitating incremental change over time in areas deemed in need of improvement.
- Generate a predictable built environment, consistent with the Community's stated goals and objectives.
- Promote transportation choice.
- Add coherency and legibility to neighborhood structure.
- Provide appropriate settings for important civic buildings.
- Accommodate a broader spectrum of business types and interests, particularly locally-owned, independent business enterprises.
- Help to define and articulate gateways, facilitate connections, frame views, accentuate natural features, etc.

CAROTHERS CROSSING-TN REGULATING MATRIX		BUILDING TYPES			
TYPOLOGY DEFINITION	NEIGHBORHOOD ZONE				
	TOWN CENTER	NEIGHBORHOOD CENTER	NEIGHBORHOOD GENERAL	NEIGHBORHOOD EDGE	
<p><b>mixed use</b></p> <p>A multi-family type with varied flats combined in the form of a large building block, and generally accessible by common lobby, elevator and entry corridor. The ground floor on the street is designed as a storefront available for use as a dwelling, an office or a store. Parking is mid-block and accessible off an alley. This type is proposed on a 64-84 foot lot with the minimum building depth typically being 60 feet.</p>					
<p><b>rowhouse</b></p> <p>A single-family attached housing type consisting of a dwelling with a ground floor storefront space available for the use as a dwelling, an office, or a retail store. Two types are offered: one with direct access to all units from the street, the other with direct access from the street and a patio partially open to the street. Both types are placed in a garage off an alley, and are located on 24-30 foot wide lots.</p>					
<p><b>townhouse</b></p> <p>A single-family attached housing type typically located with a porch or stoop and public rooms facing the street and a garage off an alley, on a minimum 18 foot wide lots. This kind of house offers to street side to the street. A decision to an attached compound of single-family homes forming a contained courtyard.</p>					
<p><b>cottage</b></p> <p>The smallest possible detached single family house type, configured as a dwelling, typically located with a porch and public rooms facing the street and a garage off an alley, on 32-50 foot wide lots. This kind of house offers to street side to the street. A large lot is a grouping of small cottage type houses clustered around a common green.</p>					
<p><b>two-unit</b></p> <p>A multi-family, attached double house type, with dwelling combined as adjacent town houses or stacked flats, designed to the form of a very large single-family house, with a porch, all entrances and public facing the street and a garage off an alley. Two types are proposed on 60 foot wide lots.</p>					
<p><b>med/large house</b></p> <p>A medium detached single family house type typically located with a porch and public rooms facing the street, and a garage off either a rear alley or the facing street, on a 54-150 foot wide lot. This kind of house offers its front side to the street. The edge house is one type that falls into this category.</p>					
<p><b>mansions/villa</b></p> <p>A very large detached single-family house type, typically located with a substantial porch and public rooms facing the street on 60-150 foot wide lots. Packages may be located either off a rear alley or off the facing street, positioned in both cases to the rear of the house. The villa type is a multi-unit version of the house that can serve as a transition into the neighborhood general.</p>					

- Provide a range of community amenities and gathering places (libraries, parks, squares, nature trails, etc.).
- Protect critical areas and view sheds.
- Provide context-sensitive thoroughfare design.
- Encourage and permit mixed-use in pursuit of a more vibrant and robust local economy.
- Provide a greater range of physical environments tailored to specific business needs (i.e., Highway Commercial, Neighborhood Retail, Pedestrian-oriented/mixed-use specialty retail and entertainment districts, etc.)
- Generate consistent, predictable outcomes, to encourage long-term investment.
- Provide a simplified regulatory framework for expedited

TABLE 7. PRIVATE FRONTAGES

SMARTCODE  
Municipality

TABLE 7: Private Frontages. The Private Frontage is the area between the building Facades and the Lot lines.

	SECTION		PLAN		
	LOT PRIVATE FRONTAGE	R.O.W. PUBLIC FRONTAGE	LOT PRIVATE FRONTAGE	R.O.W. PUBLIC FRONTAGE	
<p>a. <b>Common Yard:</b> a planted Frontage wherein the Facade is set back substantially from the Frontage Line. The front yard created remains unroofed and is visually continuous with adjacent yards, supporting a common landscape. The deep Setback provides a buffer from the higher-speed Thoroughfares.</p>					T2 T3
<p>b. <b>Porch &amp; Fence:</b> a planted Frontage wherein the Facade is set back from the Frontage Line with an attached porch permitted to Encroach. A fence at the Frontage Line maintains street spatial definition. Porches shall be no less than 8 feet deep.</p>					T3 T4
<p>c. <b>Terrace or Lightwell:</b> a Frontage wherein the Facade is set back from the Frontage line by an elevated terrace or a sunken Lightwell. This type buffers Residential use from urban Sidewalks and removes the private yard from public Encroachment. Terraces are suitable for conversion to outdoor cafes. Syn: Dooryard.</p>					T4 T5
<p>d. <b>Forecourt:</b> a Frontage wherein a portion of the Facade is close to the Frontage Line and the central portion is set back. The Forecourt created is suitable for vehicular drop-offs. This type should be allocated in conjunction with other Frontage types. Large trees within the Forecourts may overhang the Sidewalks.</p>					T4 T5 T6
<p>e. <b>Stoop:</b> a Frontage wherein the Facade is aligned close to the Frontage Line with the first Story elevated from the Sidewalk sufficiently to secure privacy for the windows. The entrance is usually an exterior stair and landing. This type is recommended for ground-floor Residential use.</p>					T4 T5 T6
<p>f. <b>Shopfront:</b> a Frontage wherein the Facade is aligned close to the Frontage Line with the building entrance at Sidewalk grade. This type is conventional for Retail use. It has a substantial glazing on the Sidewalk level and an awning that may overlap the Sidewalk to within 2 feet of the Curb. Syn: Retail Frontage.</p>					T4 T5 T6
<p>g. <b>Gallery:</b> a Frontage wherein the Facade is aligned close to the Frontage line with an attached cantilevered shed or a lightweight colonnade overlapping the Sidewalk. This type is conventional for Retail use. The Gallery shall be no less than 10 feet wide and should overlap the Sidewalk to within 2 feet of the Curb.</p>					T4 T5 T6
<p>h. <b>Arcade:</b> a colonnade supporting habitable space that overlaps the Sidewalk, while the Facade at Sidewalk level remains at or behind the Frontage Line. This type is conventional for Retail use. The Arcade shall be no less than 12 feet wide and should overlap the Sidewalk to within 2 feet of the Curb. See Table 8.</p>					T5 T6

Form-based Codes come in many forms, and can either be custom tailored to the needs of the municipality or acquired “off-the-shelf”.

## URBAN DESIGN AND FORM BASED CODE

approvals and implementation.

- Provide a flexible platform for accommodating additional mechanisms for pursuing further aesthetic objectives (architectural design and signage codes, etc.).
- Encourage a “Park once, and walk” mentality which can help to reduce traffic congestion and create a more appealing pedestrian environment which can promote greater “length of stays” and enhanced business patronage.
- Provide greater “market differentiation” in Port Angeles regional market context.

In terms of moving forward, there are several short-term steps which can be immediately undertaken. The first is simply leveraging the value of the SDAT process by reinforcing the perceptual relationship between urban form and neighborhood structure, and community and economic vitality. This will encourage the residents of Port Angeles to more directly relate the value of a form-based code to specific objectives outlined in the SDAT report, with the net result being a sort of enhanced “literacy” in understanding how specific codes and regulations can either improve or degrade our built environment, and how those changes can affect their lives on both an individual and collective basis. Researching specific examples and case-studies of other communities could help Port Angeles in beginning to think about the kind of place they’d like to become, as well as documenting those aspects of Port Angeles (particularly downtown), which have historically best represented these ideals.

Port Angeles should begin exploring options for developing a form-based code, ideally including some type of public-participatory process. This could include custom-building a form-based code specifically for Port Angeles, as Redmond, Washington is currently doing; acquiring an “off-the-shelf” form-based code as a starting point; using city planning staff or retaining a local consultant to assist in researching the various form-based codes out there, and determining which code, if any, best suits the needs of Port Angeles.

And finally, the city could investigate the possibility of modifying their existing zoning code, to incorporate elements of form-based codes to their own bulk-zoning regulations, to enable them to more fully realize the kinds of benefits outlined above.

Longer-term, Port Angeles should work toward restructuring their regulatory and development approval process to take advantage of the simple and predictable nature of form-based codes to expedite entitlements for projects which conform to the basic parameters described in the code. The City can then more fully leverage the value of their form-based code and associated regulating plan, to help market the City in its regional context. This could include touting its business-friendly regulatory environment, which offers a predictable, expedited entitlement process, based on a simple regulatory framework which has been pre-vetted by the community and which, as a consequence, enjoys broad support.

NEXT STEPS



## NEXT STEPS

Port Angeles has some unique opportunities to restore the glory of downtown and the waterfront as the city's focal points, tame its sprawling gateway, make the streets friendly for all modes of travel, expand the local economy, and become the Olympic Peninsula's sustainability leader. Port Angeles is a community that has the energy to make great things happen. Throughout the report, we detailed the issues, possible approaches, and recommendations. This section extracts key points to highlight critical next steps. Many efforts require city staff, but a large number can be accomplished by volunteers or non-profit partners.

## GRAB THE LOW HANGING FRUIT

### (SHORT TERM: 2009-2010)

- Traffic calming and street real estate: As part of the 2009 asphalt overlay of downtown streets, line painting should be done consistent with this report.
  - Narrow travel lane width to ten or 11 feet on all repaved streets.
  - Use the "extra" road real estate to convert parallel parking to reverse angle parking when possible, especially on Front Street, and otherwise to add bicycle lanes or wider shoulders.
  - Improve downtown crosswalk markings and signage.
- Let the private market determine off-street downtown parking needs: Do not require single-use parking lots, although the market will supply if there is demand:
  - Amend zoning to end downtown parking requirements, especially for housing above the first floor, retail, institutional uses, non-medical offices, and services, the uses which downtown most desperately needs.
- Plan and manage the parking system:
  - Prepare analysis of parking and usage patterns, parking supply and demand, parking rates, parking requirements, short, mid and long term parking issues, employee versus visitor parking, potential sites for parking decks (such as over existing below-grade parking lots), potential locations for long term action to construct a parking garage, leasing of private lots for public parking, parking aesthetics and shared parking.
  - Use regulations, enforcement and fees to ensure short-term use of downtown on-street parking and to rationalize long term parking policies.
- Implement wayfinding and visitor focused programs:
  - Remove non-critical public and private signs in and near downtown and along the Highway 101 corridor.
  - In downtown and especially on Railroad Avenue, direct to and along the Olympic Discovery Trail, recognizing that the trail has the potential to retain many visitors passing through Port Angeles, to the Chamber of Commerce Visitor Center, to downtown, the waterfront, and along a new marked downtown walking route from the sea to a scenic point the bluff above downtown.
  - At the two downtown gateways install wayfinding signs visible to automobile travelers that inform them they are entering the downtown and the opportunities to stop and stay.
  - Consider downtown banners, especially on Railroad Avenue where the street is somewhat bare and on

Lincoln Street where the light poles already have brackets that could hold banners.

- Create a portable staffed kiosk/info cart near ferry during peak season.
- Expand Laurel Street corridor art program to draw people downtown. Art should be prominent at all traffic and pedestrian entrances to downtown.
- Encourage street/sidewalk vendors and street performing on Railroad Avenue.
- Expand on the 2009 “Our Community at Work”: Expand renovation and rehabilitation efforts to build a stronger downtown sense of place.
- Secure a downtown farmers market location in the downtown core: Utilize either street closures or off-street options in order to create a downtown farmers market.

## A JOURNEY OF A THOUSAND MILES BEGINS WITH A SINGLE STEP

(LONG TERM: FIRST STEPS 2009-2010)

- Start a Comprehensive Street Classification System: Begin with a staff-led community participatory effort to classify all aspects of the street system. Consultant-led efforts should follow after staff takes it as far as possible. Merge into the comprehensive plan.
- Start planning for decoupling Front and First Streets and reclaim Front:
  - Staff-led community dialogue and consultation with the Washington State Department of Transportation (WSDOT); and
  - Consultant-led detailed feasibility study followed

by full design. This will require significant capital improvements, grant, or state funding.

- In the shorter term, modify signal timing if necessary along Front and First Streets and modify timing to ensure 30-35 corridor speed.
- Plan for a Front/First/Washington/Race/Francis Streets node:
  - Improve north-south crossings of Front and First in this area.
  - Create a distinctive area that breaks up the Highway 101 strip and changes the node from strip commercial to a neighborhood/commercial appearance and function, using street design, wider sidewalks, crosswalks, traffic calming, bicycle lanes, landscaping and land use regulations.
- Consider developing the eastern Front/First split as a roundabout using a significant new gateway entrance feature with a prominent vertical element.
- Designate and sign Second Street as an east-west bike corridor with Francis Street as a bike corridor to connect to the Discovery Path.
- Plan for stronger multi-use zoning downtown and implement a staff-led or consultant effort to remove impediments to mixed use development.
- Plan for corridor form based zoning using either a dedicated-staff or consultant-led effort, but with staff doing much of the initial community outreach.
  - Initiate community design discussions on the link between urban form and neighborhood structure and community and economic vitality. Document those aspects of Port Angeles which have

## NEXT STEPS

historically best represented these ideals.

- Begin a staff-level effort to explore options for developing a form-based code in a public-participatory process.
- Modify existing zoning to incorporate elements of form-based codes much faster than a comprehensive code rewrite would allow.
- Continue efforts to expand/improve the Olympic Discovery Trail.
  - Make improvements to Railroad Avenue as an interim measure.
  - Improve inhospitable trail between the Marina and the west end of the Front-First couplet.
- Bring housing, artist live/work space, and institutions downtown: This should be the top land use priority and be reflected in the comprehensive plan.
  - Partnerships with the National Park Service, the hospital, the Lower Elwah Clallam Tribe, and Peninsula College are critical. ANY new college housing (built by the college or for-profit partners) should be downtown.
  - Commission housing demand market and economic studies to understand demand and regulatory/financial concessions necessary to attract housing.
  - Develop a tool kit of potential financial incentives for downtown development, especially housing and hotels.
- Develop shared visitors centers in the downtown: Begin long term discussions with a goal of eventually building a consolidated downtown visitor center in walking distance from the ferry to serve Olympic National Park,

the National Atmospheric and Oceanographic Administration, the Lower Elwah Clallam Tribal Cultural Center, and Port Angeles.

- Restore portions of White Creek, possibly daylighting portions of the creek and adding walking and/or bike paths to link the college to the waterfront.
- Redevelop Railroad Street:
  - In-fill development with buildings to the street and pedestrian walkway.
  - Create or provide for a public gathering place amidst the in-fill development.

## IT'S THE JOURNEY, NOT THE DESTINATION

Becoming a sustainable community isn't just about specific actions; it's also an approach to problems and challenges. We suggest a few important rules:

- "Be a local hero" and buy local and relocalize the economy when practical, even while being actively connected to the needs of the global economy.
- All new waterfront projects and infrastructure projects should be designed for all but certain sea level rise over the next century.
- Encourage and support environmental efforts to protect and enhance estuaries, bluff and creek ravines to improve water quality and wildlife habitat.
- Ferry terminal and public or private waterfront efforts should tie the city better to and along the waterfront.

## ACKNOWLEDGMENTS

### PORT ANGELES STEERING COMMITTEE

- Mike Gentry, AIA local component representative, Gentry Architecture
- Terry Roth, private sector representative, Port Angeles Downtown Association
- Mike Edwards, citizen at large representative
- Terry Weed, public entity representative
- Nathan West, City representative, Port Angeles Planning Department

### PA FORWARD (PROJECT SPONSOR)

Cherie Kidd, Chair	City Council
Don Perry	City Council
Dan Di Guilio, Alternative	City Council
Mike Chapman, Vice Chair	Clallam County
Jim Jones, Alternative	Clallam County
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Jan Habrick, Alternative	PA Downtown Association
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Scott Johns	Associate Planner
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The SDAT Team would like to thank all of the residents of Port Angeles who participated throughout the project. We would like to particularly acknowledge the efforts of the below participants.

Mike Edwards	Steering Committee
Mike Gentry	Gentry Architecture
Stuart Bonney	Olympic Design Works
Betsy Reed-Schultz	Chamber & Tudor Inn
Carol Gentry	Gentry Architecture
Willie Nelson	All Points Charters & Tours
Don Perry	Heritage Tours
Clea Rome	Built Green of Clallam County
Susan Chadd	Built Green of Clallam County
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## AIA SUSTAINABLE DESIGN ASSESSMENT TEAM

### Wayne Feiden, FAICP--Team Leader

Mr. Feiden is the planning director for the City of Northampton, Massachusetts. His work helped Northampton become one of the most sustainable communities in Massachusetts, based on the states scoring system for municipal sustainability efforts. Mr. Feiden has also worked sustainability projects in Hungary (Eisenhower Fellowship), South Africa (University of Venda-Fulbright), and as a consultant for other municipal clients. His publications include numerous research papers, monographs, and planning studies. Mr. Feiden is an adjunct faculty at the University of Massachusetts and Westfield State College.

Mr. Feiden is a Fellow with the American Institute of Certified Planners. He has a B.S.N.R. from the University of Michigan and a Masters in Regional Planning from the University of North Carolina and 27 years of planning experience. Mr. Feiden previously served as a leader for the AIA design assessment teams in Staten Island and Tampa. He participated on AIA teams in Lake Havasu, Longview Washington, Alpena Michigan, New Orleans, Central Louisiana, and Culver City California.

### Scott Batson, PE—Sustainable Transportation

Mr. Batson has been with the Portland, Oregon, Bureau of Transportation (PBOT) since 1994. He is currently lead engineer for the PBOT Community and School Traffic Safety Partnership, which includes safer routes to school activities and neighborhood livability capital projects. Previously, Mr. Batson worked in the PBOT as a lead engineer in their Traffic Calming Program and as a district traffic engineer working

on traffic safety analysis, traffic operation review for private development of the public right of way, and complex intra-bureau and inter-agency projects.

Prior to coming to Portland, Mr. Batson worked for the City of Los Angeles, first in their Department of Department of Public Works on tasks ranging from issuing permits to road and storm drain design and project management and then in their Department of Airports on tenant facility management, consultant oversight and roadway design. Mr. Babson has a B.S. from the University of Washington. He is a licensed professional engineer in Washington, Oregon and California. Mr. Batson has 20 years of transportation experience.

### Gary Ferguson—Economic Development and Main Street

Mr. Ferguson is the executive director of the Downtown Ithaca, New York, Business Improvement District. He specializes in business attraction and retention, urban design, public policy, and strategic planning. He serves on the Ithaca Design Review Board, Public Arts Commission, and Commons Advisory Board, several civic and economic development boards, and faculty at the International Downtown Association, Downtown Institute.

Mr. Ferguson was a Cornell University Civic Fellow, which allowed him to research and write "Characteristics of Successful Downtowns: Shared Attributes of Outstanding Small & Mid-Sized Downtowns." He has served on the Board of the International Downtown Associations. His previous economic development work was with Lewiston, ME; Haverhill, MA; Dayton, OH; and Grand Junction, CO. Mr.

Ferguson has a B.A. in Government from Bates College and a Masters in International Affairs from American University. He has 30 years of economic and community development experience.

Seth Harry, AIA, CNU—Urban Design and Form Based Coding

Mr. Harry is Principal of Seth Harry and Associates, Inc., Architects and Planners in Maryland. His current work there focuses on design, master planning, and implementation of existing urban centers, traditional neighborhood developments, mixed-use developments, urban entertainment projects, and waterfront complexes. Recent projects include two large scale village center and new urbanism projects in Nashville, a 400 acre project in Southern New Jersey, a 400 acre project in Northern California, large new TNDs in Guatemala and El Salvador, a city center redevelopment strategy for Christchurch, New Zealand, and numerous new town centers throughout the country.

Previously, Mr. Harry was Design Director for James Rouse's Enterprise Development Company. In that capacity, Mr. Harry contributed to many successful projects, including Tempozan Specialty Marketplace in Osaka, Japan, Sky Garden Mixed-use Development and Urban Entertainment Complex in Sydney, Australia, MillStream Factory Shops in Lancaster Pennsylvania, a master plan for a new 675 acre urban center and residential community near Osaka, Japan, and a new \$500 million urban mixed-use district for Belfast, Northern Ireland. Mr. Harry has a B.S. in Architecture from

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Carol Mayer-Reed, FASLA—Streetscapes and Harbor

Ms. Mayer-Reed, FASLA, is the partner in charge of Mayer/Reed's landscape architecture and urban design group, which is recognized regionally and nationally for design excellence and sustainability leadership. Her experience spans a wide range of project types in both the public and private sectors, including waterfront site master planning, transportation corridors, urban renewal, parks and recreation, and corporate and university campuses.

Ms. Mayer-Reed Carol is a Fellow of the American Society of Landscape Architects and has served as Chair of its National Awards program. She is appointed to the national General Services Administration Peer Review panel. She currently serves on the Executive Committee of the Architecture Foundation of Oregon. Carol holds registration as a landscape architect in the states of Oregon, Washington, Idaho and Ohio. She earned a B.F.A. Ohio State University and a Master of Landscape Architecture & Planning from Utah State University. Ms. Mayer-Reed has 31 years of landscape architecture experience.

Robert P. Mitchell, FAICP—Land Use and Code Analysis

Mr. Mitchell is Special Assistant for Planning Initiatives in the Massachusetts Executive Office of Housing & Economic Development, working to advance smart growth and sustainable development initiatives statewide. He was formerly the Special Assistant for Sustainable Development

## AIA SUSTAINABLE DESIGN ASSESSMENT TEAM

in the Massachusetts Office of Commonwealth Development. He has over 30 years experience at state and municipal levels in planning, land use and zoning issues. Previous to coming to state government, Mr. Mitchell was the Planning Director for both Amherst, Massachusetts and Burlington, Vermont and a planner in Rockville, Maryland. For the past 20 years he has also been an Adjunct Professor in the Department of Landscape Architecture & Regional Planning at the University of Massachusetts-Amherst.

Mr. Mitchell is a Fellow of the American Institute of Certified Planners, Past President of both the Massachusetts Chapter of the American Planning Association and the Massachusetts Association of Planning Directors and past Commissioner on the American Institute of Certified Planners Commission. He has a B.A. from Providence College and a Masters in Regional Planning from the University of Massachusetts. Mr. Mitchell has 31 years of planning experience.

### Erin Simmons--AIA National Staff

Ms. Simmons is the Director of Design Assistance for the American Institute of Architects in Washington, D.C. Ms. Simmons leads selected initiatives involving community outreach and facilitation to foster leadership opportunities for AIA members, AIA local components, and the public. She focuses on the relationship-building aspects of creating healthy, sustainable, safe, and livable communities. Ms. Simmons previously served as a senior architectural historian and historic preservationist. Ms. Simmons has a B.A. in history from Florida State University and a Master's in Historic Preservation from the University of Georgia, College

of Environment and Design. Ms. Simmons has staffed over 25 AIA design assistance teams to date, as well as overseeing all other design assistance teams during her tenure.

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