

**CITY OF KALAMA  
PLANNING COMMISSION  
MARCH 14, 2019**

**OPENING**

Chairperson Fortuna opened the meeting at 6:00 p.m. Commissioners present were Joy Greenberg, Patrick Harbison, Dan Ohall, Craig Frkovich and Lynn Hughes. Commissioners absent were Susan Langham. Staff present was: City Planner John Floyd of McKenzie, Secretary Susan Junnikkala, Kelly Rasmussen Public Works Director, City Engineer Mike Johnson and City Administrator Adam Smee. Members of the audience are listed on the sign-in sheet.

**MINUTES**

Chairperson Fortuna asked the Commission if they have reviewed the minutes for November 11, 2018, January 10, 2019 and February 14, 2019. Commissioner Harbison made a motion to approve the minutes for November, January and February with some minor grammar correction. Commission Hughes seconded the motion and the motion passed with all in favor.

**PUBLIC HEARINGS – Cedar Springs Subdivision**

Chairperson Fortuna opened the Public Hearing at 6:07 p.m. Chairperson Fortuna asked Planner Floyd if he would give a review of his staff report.

The applicant has requested preliminary plat approval for the subdivision of an approximately 6.79-acre parcel into a 34-lot residential subdivision in three (3) phases. The proposed project is located on the northeasterly side of Old Pacific Highway, west of the Stone Forest subdivision. Five (5) of the newly created lots will obtain access directly from Old Pacific Highway, the remaining 29 will obtain access from new local streets to be constructed on the interior of the site. The site is located in the R-2 (Medium- Density) residential zone, and contains designated critical areas related to geologic hazards. The project site is adjacent to land containing Category III wetlands and riparian habitat but is entirely outside of those resource areas and their associated buffers as a result of a recently recorded Boundary Line Adjustment and Critical Areas Permit.

Possible Actions:

- Recommend Council Approve the request for Preliminary Plat Approval and Critical Areas Permit.
- Recommend Council Deny the request for Preliminary Plat Approval and Critical Areas Permit.
- Continue to a future date to obtain additional information or deliberate further.

Staff recommends that the Preliminary Plat be approved subject to the following conditions:

1. With the exception of the deviations approved herein, all infrastructure shall be designed and constructed in accordance with the Development Guidelines and Public 3/14/2019

Works Standards (DGPWS).

2. Design and install signage on Cedar Springs Loop acceptable to the City to mitigate for the reduced stopping sight distance.
3. The location of the Cedar Springs site access shall be coordinated with the location of the proposed southerly access to the Sunset Terrace subdivision.
4. The plants within the proposed bioretention facility shall be selected so that they do not obstruct sight distance at the Cedar Springs Loop entrances.
5. Frontage improvements along Old Pacific Highway shall include curb, gutter, sidewalk, storm drainage, and street lights. The existing 28-foot pavement width may be maintained.
6. Lots 30 and 31 and lots 32 and 33 shall be provided with shared driveways and each lot shall be configured with a driveway to allow a car to turn around so that cars do not need to back out onto Old Pacific Highway.
7. Screening shall be provided on the flag stems for Lots 1 and 12.
8. Prior to constructing on-site facilities, the applicant shall submit a final stormwater technical information report and stormwater plans demonstrating the requirements of the DGPWS have been met. If the direct discharge alternative is pursued, the applicant must demonstrate to the satisfaction of the City that the Cedar Springs stormwater management measures are compliant with City Standards and document that adequate man-made conveyance is being provided across the Sunset Terrace property. Any discharge to wetlands or work in wetland areas must demonstrate compliance with any permit requirements.
9. Fire hydrant location and spacing shall be consistent with the DGPWS. Final hydrant locations shall be verified with the local fire authority.
10. Sewer main extended along Old Pacific Highway shall meet the requirements of the DGPWS or provide mitigation acceptable to the City for sewer main proposed to be installed shallower than 3 feet.
11. Prior to construction, the applicant shall provide evidence of coverage by a Department of Ecology Construction Stormwater NPDES Permit.
12. Prior to approval of Final Plat, the applicant shall alter Lot 27 to comply with the minimum frontage requirement for cul-de-sac lots of 37.5 ft.
13. Prior to approval of Final Plat, the applicant shall submit a landscaping plan demonstrating the location and species of street trees to be located behind the public sidewalk, and consistent with planting standards set forth in KMC 16.10.140.E.1, 2, and 4.
14. Prior to issuance of final occupancy for a residential lot, street trees shall be installed



on the lot seeking final occupancy, consistent with the approved landscaping plan.

15. Prior to issuance of building permits, the applicant shall pay \$700 per lot in lieu of park land dedication.

16. Prior to any clearing, grading or construction on the project site, Ecological Land Services (ELS) or similar qualified professional shall present certification that all wetlands, wetland buffers, and riparian habitat buffers are identified through staking or other durable methods to prevent disturbance during construction, consistent with the previously approved boundaries in the Cedar Springs Boundary Line Adjustment and Critical Areas Permit (Exhibit "O"). Staking or other measures acceptable to ELS shall be maintained for the duration of construction activities.

There was lengthy discussion involving the developer, staff, city engineer, and the Commission members regarding many issues with the development of this property and the roadways, wetlands and the conditions of approval. There were several additional conditions added including

- The applicant shall extend sanitary sewer and water service to BLA Lot 01.
- As part of final plat, lot boundaries shall be modified to enable Lot 34 to obtain access from the nearest local street through a flag stem or other modification.
- As part of final plat, the flag stems for lots 1 and 34 may be reduced to 10 ft provided the following conditions are met: the flag stems are placed adjacent to one another, the flag stems are placed between lots 2 and 3, and an 18 ft wide shared and paved access is provided.

Commissioner Lynn Hughes made a motion the Commission recommend the City Council approve the preliminary Plat for Cedar Springs with conditions as outlined in the staff report with additions. Commissioner Dan Ohall seconded. The motion was approved with a vote 4 in favor and 2 opposed.

## **2. Economic Development Code Review – Height Limits in the C-1: Central Business District Zone**

Chairperson Fortuna opened the Public Hearing. City Planner John Floyd summarized the text amendments related to the implementation of the City of Kalama Downtown Revitalization Study. This study, adopted by Council in 2017, examined the city's Central Business District and identified a road map of investments and future planning work to drive redevelopment and activity in the downtown area. This road map was based on an extensive study of existing conditions, community visioning, and economic analysis.

The Central Business District Use and Height Amendments will affect the Kalama Municipal Code (KMC) Chapters 17.26 (Commercial Zoning) and 17.60 (Usage Table) to make changes identified, in part, in the 2017 City of Kalama Downtown Revitalization 3/14/2019

Study. Proposed changes include the following:

- Making multi-family housing a permitted use north of Geranium Street;
- Creating standards for maker buildings and maker uses; and
- Increasing maximum height limits for properties fronting N. 1st Street.

The Planning Commission is being asked to consider the proposed text amendments, receive public testimony, and make a recommendation to the City Council for final action.

#### POSSIBLE ACTIONS

1. Recommend the City Council approve the ordinance, as proposed.
2. Recommend the City Council approve the ordinance, with specified changes.
3. Recommend the City Council deny the ordinance.
4. Continue to a future date to obtain additional information or to consider information presented by staff or testifying parties.

Staff recommends that the Planning Commission consider the proposed ordinance and any testimony received and make a recommendation of approval to the City Council.

It was noted that the hearing was published and the SEPA has been published with the comment period ending on March 14, 2019.

Code changes being recommended are:

#### PROPOSED CHANGES – MULTI-FAMILY HOUSING

Multi-family housing, defined as a building containing five (5) or more dwelling units, is presently restricted to the R-3 (Multiple Family or High-Density Residential District) and MU-R (Mixed Use, Residential Sub Zone). These districts are located on the southern and northern edges of the city, and lack proximity to the Central Business District.

While not a direct job creator, increasing the amount of residential development within the district was found to be an important factor in catalyzing downtown redevelopment. An increase in the number of residents within walking distance of the downtown area is likely to provide a larger and closer customer base for existing and future businesses, as well as creating a greater sense of activity in the area.

Kalama is an underserved rental market, with an approximate undersupply of 100 to 120 rental units and has a significantly lower vacancy rate when compared to Kelso, La Center, Woodland, and Longview. Only 6% of the rental demand is being met by multi-family buildings (5 or more units). This is significantly lower than peer cities that range from 17% (Castle Rock) to 46% (Longview). This low availability is limiting the ability of permanent or temporary workers to live in town and is not responding to rising prices for all forms of housing.

At present, the Kalama Municipal Code limits residential development in Central Business District to mixed-use buildings and prohibits exclusively multi-family development. This prohibition forms a market barrier to property owners and investors

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looking to develop multi-family housing in Kalama, who may be unable or unwilling to combine residential and commercial development within the same project.

Based upon feedback from the planning commission, draft text amendments presented to the Planning Commission in June and July of 2018. The result of these changes would amend KMC Use Table 17.60.020 to permit multi-family development in the Central Business District, but only on properties north of Geranium Street. The purpose of this restriction was to recognize and protect the present success and historic development pattern on the south end of downtown, in contrast to the northern end characterized by larger lots and a generally lower intensity of development. In requesting this geographic limitation, the Planning Commission believed that

the limited addition of multi-family housing to the CBD would be less disruptive and more likely to result in projects with adequate on-site parking.

#### PROPOSED CHANGES – MAKER USES AND MAKER BUILDINGS

In addition to allowing multi-family development in the Central Business District, permitting “maker” or “Storefront Production” was identified as a complimentary planning effort to stimulate redevelopment and activity in the downtown area.<sup>1</sup>

Maker firms and storefront production businesses are artisan enterprises that make, process, and sell specialty goods on a small-scale using hand tools or small-scale, light mechanical equipment. They are ideal economic targets for small cities because they are generally smaller in scale, improve the community’s “brand”, and can grow into more established businesses over time. Examples of maker/storefront uses include:

- Craft breweries, wineries, and distilleries.
- Bakeries, specialty foods, and coffee roasting.
- Apparel, Jewelry, and custom sports equipment (e.g. bicycles and surfboards).
- Art and furniture.

Over the last few decades, the internet has removed barriers for makers to locate in areas where quality of life and lower overhead costs can supersede access to markets. By offering their goods in a local storefront, such businesses may also serve as an “amenity” for local residents and businesses, and a broader promotional role by raising awareness of Kalama and drawing new or repeat visitors.

The small scales of these businesses may also be a good match for the existing buildings stock within downtown Kalama. As documented in the Downtown Revitalization Study, only four (4) buildings within the study area are above 20,000 square feet in size. The remaining 42 averaged just 5,300 square feet in size, many of which are underutilized.<sup>2</sup> Out of the buildings examined, the Old Fairgrounds site was found to be an ideal candidate for a small scale “Makerspace” building due to its large size, easy conversion, and high visibility from both Interstate 5 and N. 1st Street.<sup>3</sup> However, existing zoning requirements are limiting the establishment of such a use in the Central Business District.

Like many new sectors of the economy, traditional zoning code language can often prohibit or hinder the establishment of new businesses that were not anticipated when

the code was written. In this case, small scale artisan manufacturers are being lumped together with larger industrial activity. Presently, the Central Business District Zone allows some, but not all uses that are often found in “maker” spaces. For example, bakeries and custom arts and crafts are permitted, whereas light industrial production facilities are not. Similarly, some uses such as food processing require a conditional use permit, which may not be appropriate for a small operation working out of a storefront location.

Based on discussions with the Planning Commission in July and September 2018, the following amendments are recommended:

1 See City of Kalama Downtown Revitalization Study (DRS), pages 62, 85, 87, and 100.

2 See DRS, pages 10-12.

3 See DRS, pages 41, 52, 80, 85, 87, and 110.

- A new section would be created within Chapter 17.26 (Commercial Zoning) to allow and control two types of land uses:
  - o Makerspace buildings containing multiple maker firms and designed to promote manufacturing, retail, and community.
  - o Maker firms operating as an accessory use to a permitted commercial use.
- The new section would include new standards to ensure the use remains consistent with the City’s goals for the Central Business District, including the redevelopment of vacant or underutilized sites into pedestrian friendly retail and community gathering spaces that enhance the livability and economic competitiveness of the district. These include:
  - o Requiring goods produced on-site to be sold on-site, through retail or eating and drinking space as appropriate.
  - o Setting minimum requirements for the amount of retail or food service on- site, to ensure the sales aspect remains a principal part of the site.
  - o Setting minimum parking requirements.
  - o Controls on odors and dust.
- The existing use table in KMC 17.60.020 already lists several use types that in some or all circumstances could meet the definition of a maker firm. These include uses such as “Bakery” (permitted), “custom arts and craft work” (permitted), “Food Processing” (conditionally permitted), and “Brewpubs” (conditionally permitted). No change is proposed to these categories, though firms meeting the standards for maker firms could opt into the proposed standards.
- Several uses currently prohibited in the zone would be permitted, provided they met standards for on-site sales and other requirements of the proposed standards. These uses include:
  - o Blacksmith.
  - o Light industrial manufacturing.
  - o Furniture and fixtures manufacture and assembly.

PROPOSED CHANGES – BUILDING HEIGHT

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The Downtown Revitalization Study found the buildings along First Street have low visibility from I-5 due to their orientation towards First Street, and visual separation from one of the city's biggest amenities, the Columbia River. The report did not specifically recommend increasing the allowable building height limit, but such an increase could be supportive of community goals as it could facilitate a greater density of jobs or housing within the zone, would make the buildings more visible from I-5 to increase profitability, and would provide views to and from the river. Raising the existing height limits could also make the CBD more attractive to potential developers looking to invest in Kalama.

To address this, staff suggested the Planning Commission consider raising the existing height limit from 45 feet (three stories max) to 50 feet with no limit on the number of stories. Feedback provided by the Planning Commission at the October meeting was that this was not sufficient to achieve city goals, and that height limits should be more aspirational and have a clear relationship to the slopes above downtown. This included a suggestion that maximum height might relate to the elevation of 2nd street, in order to preserve the views of existing homeowners

along the bluff while reflecting the natural terrain in the architecture of downtown. In January, the Planning Commission further refined this direction to include lower height limits on the west side of N. 1st Street to help protect views.

- Remove the three-story limit and increase the maximum height south of Geranium Street from 45 to 50 feet, to provide more flexibility in roof forms for new development and make three-story commercial development more viable. This is based on the following plate height assumptions for new development.
  - o 15 feet for the ground floor.
  - o 10.5 feet for residential upper stories.
  - o 14 feet for commercial upper stories.
  
- Progressively increase the height limit north of Geranium Street in proportion to the increased elevation of Second Street. The purpose for this is to allow the height of future buildings to mirror the height of the surrounding landscape and take advantage of views across the interstate highway, but in a manner respectful of existing views of the river from above, and of the bluffs from below. This would be included in table.

## COMPREHENSIVE PLAN

The proposed text amendments advance multiple goals and policies outlined in the Comprehensive Plan. These include, but are not limited to, the following:

- General Goal 1: Encourage a pattern of community development in concert with the land's capability to support such development, to avoid hazard areas and preserve unique natural and scenic areas.
- General Goal 2: Preserve the natural and scenic amenities that define Kalama and provide a distinct and unique quality of life.
- Environmental Goal 8: Encourage economic enterprises that will support and enhance the community and will result in minimal environmental impact.
  
- Land Use Goal 1: Promote the health, safety and welfare of the residents of

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Kalama through the encouragement of sound growth and development of

residential, commercial, industrial and recreation/open space areas.

- Land Use Goal 2: Promote new residential development that is appropriate in type and density considering existing land use patterns, capacities of public facilities, natural characteristics of the land and the general public interest.
- Land Use Goal 3: Actively plan and guide anticipated growth by seeking full utilization of existing land.
- Land use Goal 5: Maintain and enhance the sense of place and small-town atmosphere that helps to define Kalama and makes it a desirable place to live.
- Land Development Goal 1: Maintain and enhance the sense of place and small-town atmosphere that helps to define Kalama and makes it a desirable place to live.
- Land Development Goal 3: Encourage the orderly, efficient and beneficial development of lands within the city (including individual lots), while preventing an overload on existing infrastructure and services.
- Land Development Goal 4: Ensure that the subdivision of land will provide adequate light, air and privacy to each proposed lot given the anticipated use.
- Land Development Policy 4: Review and update as necessary the subdivision code and other standards to ensure that they allow for and promote innovative land development techniques.
- Housing Goal 1: Provide for and encourage a variety of housing types, options and densities with the intent of supplying a range of housing choices for every citizen of the community.
- Housing Goal 3: Plan and provide for a sufficient supply of land so that housing costs can remain affordable; promote in-fill and redevelopment in existing residential areas.
- Housing Goal 4: Promote Kalama's uniqueness in terms of scenic views, Columbia River access, Port influence, highway access and other amenities for future residential development.
- Housing Policy 1: Encourage new housing on vacant land within the city limits to utilize streets and urban services already in place.
- Housing Policy 5: Consider the impact each development will have on views from surrounding properties when reviewing residential plats.
- Housing Policy 6: Consider locating high-density residential development near commercial areas, employment centers, public transportation and where utilities and city services can provide appropriate levels of service.
- Housing Policy 9: Encourage in-fill development including small-lot development in existing residential neighborhoods.
- Transportation Policy 5: Require adequate off-street parking for future developments and discourage on-street parking in existing developments whenever feasible alternatives exist.
- Economic & Commercial Goal 1: Achieve a well-balanced, diversified economy to encourage a stable rate of economic growth and community prosperity.
- Economic & Commercial Goal 3: Work to improve level of commercial and industrial and service activities in the city.
- Economic & Commercial Goal 5: Encourage the creation of family-wage jobs in and around Kalama.



Commissioner Patrick Harbison made a motion to send the draft amendments to the City Council. Commissioner Lynn Hughes seconded and the motion carried 6-0.

**NEW BUSINESS – None**

**UNFINISHED BUSINESS**

**1. Election of Chair and Vice Chair.**

Commissioner Lynn Hughes made a motion to retain current Chair – Phil Fortuna and Vice-Chairman Dan Ohall in the positions. Commissioner Patrick Harbison seconded, and the motion carried.

**STAFF REPORTS – None.**

**ADJOURNMENT**

Chairperson Fortuna adjourned the meeting at approximately. These minutes are not verbatim. They are a general overview of what took place. An audio tape or video may be made available for listening upon request at City Hall during normal business hours.

A handwritten signature in cursive script, reading "Crow McFester", is written over a horizontal line.