

# **RIVERFRONT MASTER PLAN FOR NORTH CLARKSTON, WA**

**(NORTH OF BRIDGE STREET)**

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*If there is magic on this planet, it is contained in water.*

--Loren Eiseley

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## EXECUTIVE SUMMARY

### Master Plan Purpose

*If you want to know how the shoe fits, ask the person who is wearing it, not the one who made it. –Unattributed*

This plan is the product of community deliberations. One of the most important objectives for this master plan was to obtain the input of the people who live here, to assure that the plan meets their needs and wishes going forward more than two decades into the future.

This planning project was designed to meet the following goals for the area of Clarkston north of Bridge Street:

- Update decades old Waterfront Master Plans for the Lewis-Clark Valley;
- Expand the plans beyond the immediate area where land connects with the water; and,
- Where possible, preserve the working riverfront.

These “guiding questions” evolved from the scoping sessions and subsequent dialogues with planning participants:

- Are current uses the highest and best use of the land on or adjacent to the riverfront?
- How should the Port respond to requests from “big box stores”<sup>1</sup> to locate on Port-owned property within the study area?
- Should the Port shift its emphasis from creating manufacturing and construction industry jobs to encouraging the tourism and retail sectors (which is where the greater number of land lease and land sale requests have been coming from since the Walmart Superstore was announced)?
- What quality experiences can be encouraged within the study area as to make the riverfront a tourist destination? Can critical mass be created?
- Can those same amenities that attract tourists be marketed to a talented professional workforce which could then be attracted to live, work and play on the riverfront, and if so, what land should be reserved for a professional office complex?
- Within the study area, can educational, economic development, recreational and conservation objectives be combined into one seamless project that would benefit the whole region?
- How critical is the future development of a new business park in Asotin County (industrial use lands with adequate infrastructure located off the riverfront) to implementation of the recommendations in this report?

### Plan Key Recommendations

*Active, vibrant riverfront:* An overall vision for the riverfront, looking down the road to 2030, would be more people of all ages living and working at living wage jobs nearer to the river, a more beautiful grouping of improvements (less of an industrial look), good transportation access, healthy residents using improved recreational facilities, a walkable community with unique shopping opportunities and unforgettable experiences that could not occur elsewhere in the world. This is complemented by greater cooperation between public/private/Tribal and educational entities such that education, economic development, conservation, and recreation co-exist in harmony.

This vision translates into recommendations relating to very specific locations on or near the riverfront.

Expanded Walla Walla Community College (WWCC) campus: The campus is currently located at 15<sup>th</sup> and Bridge Street and has been recently expanded to include a new nursing building. The recommendation evolving out of this

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<sup>1</sup> “Big box stores” is intended to capture a group of retail businesses who build single structures of significant square footage, usually in excess of 75,000 square feet. Examples include Walmart, Target, Loews, Fred Meyer, etc.

planning effort results in a cooperative partnership between educational, business, Tribal, and local governmental entities to create a seamless campus that runs from Bridge Street to the riverfront and out into the water. (The Port of Clarkston owns 7 acres of land under the water.) While WWCC would have a significant expansion in the size of its campus, the campus itself would look even larger because the investments of private owners and other partners would not be distinguishable from the campus itself. WWCC would have more instruction buildings (for example for a culinary school), and perhaps a business incubator. The concept for the private business (whose focus is manufacturing nano and medically-based engineered products, assembly of medical devices, creating components relating to wind energy, or constructing other products) is that it would be located on land that is presently privately owned. This manufacturing/assembly process would tap the student population for part-time workers during their educational process with the goal of reemploying them at higher levels once they achieve their educational goals.

The opportunity for educational expansion in our region is tremendous, given the growth of wind farms in Garfield and Columbia counties. Jobs in green energy would be forward thinking. Perhaps the campus itself or even the larger extended campus including the manufacturing facility could be powered by a small scale wind turbine. That makes this recommendation one of the most exciting coming out of the planning process.

Experiential Manufacturing recommendation: The term “Experiential Manufacturing” has been coined to describe businesses that not only produce a product (i.e., manufacturing), they also produce an experience. An example of “experiential manufacturing” businesses are the winery and brewery which recently and independently opened within the study area. Cheese-making, pottery-making, glass-blowing and creating specialty foods are a few other examples of “experiential manufacturing.” The recommendation relating to increasing experiential manufacturing within a particular zone encourages multi-use, and thus maximization, of the riverfront planning area.

The recommendation is that “big box” stores be limited to the area south of Port Drive and that experiential manufacturing processes be encouraged throughout the study area. Geographically, concentrating these businesses to the extent possible in the area north of Port Drive creates a critical mass that will benefit tourists and residents alike. Further, it was recommended that the WSDOT maintenance yard relocation not occur in the study area.

Attraction of talented professional workforce: The roughly four acres of land at the intersection of Port Drive and 9<sup>th</sup>, including land under the current administration building for the Port of Clarkston has been subject to a lot of interest, particularly since the announcement of a new Walmart Superstore. Chain retail stores and service centers are predominant in that parties proposing to make investments at 9<sup>th</sup> and Port Drive—particularly if the Port of Clarkston would be willing to sell the land. The recommendation of this plan is to create a cohesive complex of multi-story professional buildings, likely with a parking garage in order to obtain a level of concentration heretofore unseen in the study area. These buildings, as they are envisioned, will exceed current city height restrictions on buildings.

Relocations for higher and better use:

The “highest and best use” concept as discussed in this report results from a real estate valuation term. It is used in this plan to evaluate alternatives as they relate to sustainable economic benefits. These benefits are measured by income growth for residents, living wage job growth, increasing investments resulting in collection of more property tax, business and occupation tax, and sales tax. Previously, the Port of Clarkston had looked at leases based on acreage. As a result of this analysis, the Port would decide based on “highest and best use.”

*Port of Clarkston administration office and two nearby office buildings:* These buildings would be removed and replaced by the higher density professional office complex described above.

*U.S. Army Corps of Engineers administrative office/maintenance yard:* The planning effort results in a recommendation that another location be sought for the Corps office located presently on the eastern most

end of Fair Street at the confluence of the Snake and Clearwater Rivers. It is believed that numerous higher and better uses exist for that property. Haul-out facilities for recreational boats, along with boat repair and maintenance yards are a need, and this land, being next to a well-used boat launch would be a good location for meeting those needs long term. One logical alternative for the Corps is co-locating with the Hells Canyon National Recreation Area Clarkston Field Office just south of Swallows Park. That facility has long been in need of an upgrade. Cooperation between two federal governmental entities could be achieved and efficiencies gained. Other alternatives should be explored as well.

*Clarkston Rent-a-Space recommendation:* The recommendation resulting from this planning effort is that the Port should not extend the lease beyond the current period. The business is not riverfront dependent, and storage space is available elsewhere. While this facility is well-kept with on-site security not offered by many storage units in the valley, there is a higher and better use of the unique property on which it is located. Unique features are that it is near the riverfront and within a main traffic pattern for customers to the Walmart Superstore. The storage unit's lease expires August 2026.

Port crane operations: The recommendation is that the crane remain operational in the mid-term, as part of the working riverfront, until such time that the existing piece of equipment is proven to have no benefit. Decisions regarding replacement of the old crane with either new equipment or newer equipment will need to be made based on a business plan and confirmed inflow of revenue to offset capital and operational expenses. As a result of consensus on this item, recommendations relating to continuation of a riverfront trail were revised, in order to keep the crane area secure.

Construction equipment/Contractors storage yard: A fair amount of acreage within the study area is used for storing heavy highway construction equipment and other equipment and materials relating to the construction business. Some of the land that is recommended for alternative uses discussed above currently holds that equipment. Alternatives in the form of convenient property with adequate infrastructure must be made available so that those businesses do not suffer or go away as a result of implementing other recommendations.

New Sustainable Business Park: In freeing up the riverfront for other uses, businesses that fit into the heavy industrial category have needs that are not met. In order to encourage such businesses to remain in Asotin County, it is important to provide land alternatives that have adequate infrastructure. The Port of Clarkston has been actively pursuing the creation of a new sustainable business park west of Evans Road that would consist of 60 acres of leaseable land when all phases are complete. This project is still in preliminary stages, with the Port negotiating with Asotin County on the purchase of the property. It is the conclusion of this planning effort that additional "shovel-ready" land for businesses needs to be made available in Asotin County. The Port of Clarkston's new sustainable business park could be one necessary and important initiative that will aid in achieving recommendations outlined in this plan.

Other recommendations resulted from this planning effort that have significance, but to a lesser degree than those summarized above. Please see Chapter 3 for information on these recommendations. Some deal with property or initiatives outside the study area and thus should be reserved for examination in subsequent phases of riverfront planning. Others relating to transportation and housing are within the study area, but not within the economic development focus of this plan.

# CHAPTER 1: BACKGROUND AND ORGANIZATION OF REPORT

## 1.1 OVERVIEW

From the Lewis-Clark valley's earliest days, transportation, commerce, and key amenities revolved around the riverfront. The first federal improvements on the Snake River were begun in 1902 to aid navigation and consisted primarily of river channel maintenance.

In 1975, slack water arrived in the Lewis-Clark valley with the completion of Lower Granite Dam, changing the character, location and configuration of the Lewiston-Clarkston riverfront. To effectuate this change, the federal government gained control of most of the riverfront, although some parcels were eventually released to or sold to local governmental jurisdictions, including the City of Clarkston and all three Port Districts (Clarkston, Lewiston, and Whitman County).

Land parcels purchased from the Corps by local governmental entities came with deed restrictions such that land uses were limited to "port" or "industrial" uses, without clear definitions of that terminology. For example, location of riverfront restaurants on those parcels could not occur without a dock or some other amenity justifying its presence on the riverfront. However, the 2007 Water Resources Development Act, Pub. L. 110-114 (2007 WRDA), lifted those deed restrictions.

While the 2007 WRDA also impacted the Ports of Lewiston and Whitman County, it is particularly relevant to this study because roughly three-eighths of the riverfront in North Clarkston is owned and controlled by either the Port of Clarkston or the City of Clarkston.<sup>2</sup> (See land ownership map in Chapter 2, Figure 3.) This makes a new Riverfront Plan, one with fewer constraints and with alternatives weighed through full public participation, of significant interest to the Port of Clarkston.

The Port of Clarkston has the tagline "Facilitating Sustainable Growth;" this is to reinforce its economic development mandate. The recreation and tourism focus in the two relevant comprehensive riverfront plans<sup>3</sup> was a less than perfect fit for determining future use of land controlled by the Port and land in private hands adjacent to Port-owned land. This reinforced the need for a new study. For local citizens to create new study that includes the property that remains in the permanent control of the U.S. Army Corps of Engineers is relevant because the Port of Clarkston has under lease for the next 27 years the remainder of the riverfront, with the exception of the local Corps office. The Port is an extension of the local people.

While all of the foregoing makes a case for a new riverfront master plan, a major change to the study area is occurring. Walmart acquired 26 acres within the study area and completed construction of a 184,000 sq. ft. Superstore which will open September 2009. Other retailers find benefits from co-locating with a Walmart Superstore. Since the Port controls land with the closest access to Walmart, in order to free up property for retail synergies, the Port would have to shift its emphasis from creating manufacturing and construction industry jobs to encouraging the tourism and retail sectors. This is a particularly difficult choice because the amount of land remaining unleased is very small—approximately 12 acres.

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<sup>2</sup> Even where the City of Clarkston owns land near the riverfront, the Port of Clarkston actually owns the strip where the water meets the land.

<sup>3</sup> 1) the 1974 Lower Granite Master Plan and 2) Washington State University's 1984 Lewiston – Clarkston Riverfront Commercial Recreation and Tourism Plan

The retail sector has not been an historic emphasis for the Port of Clarkston in the past, but the Port has had a major role in tourism product development discussions and provides the dock for cruise boats coming into the area (approximately 15,000 passengers at its peak). The Port found itself in the role of asking the question whether tourism related jobs were the only goal that should be encouraged. The tourist emphasis for future job creation was good in theory, but if that's the sole focus, what was the Port to do regarding the "working riverfront" which relied upon the river for continuation of economic objectives?

Exploration of a "working riverfront" has evolved into additional questions:

- What quality experiences can be encouraged within the study area by the business sector to such a critical mass as to make the community a tourist destination?
- How can those same amenities that attract tourists be made to appeal to a talented professional workforce which could then be attracted to live, work and play on the riverfront?
- Within the study area, can educational, economic development, recreation and conservation objectives be combined to benefit the whole community?
- How critical is the future development of a new sustainable business park in Asotin County (industrial use lands with adequate infrastructure located off the riverfront) to implementation of a riverfront strategy?

The resolution of these questions and implementation strategies associated with a riverfront master plan with an economic development emphasis is the subject matter of this report.

Reserved for future studies and requiring assistance from key partners are these community development questions:

- If residential living is not allowed in the Port-Commercial and Heavy-Industrial land use zones (even planned developments are not approved in these zones) near the riverfront, how can these individuals with high quality living wage jobs be expected to live near their work?
- What would a walkability audit of the study area and the City Center of Clarkston reveal?
- Will growth in the residential sector near the riverfront consist of balanced housing, meeting the needs of individuals across the income stream, or will it be exclusive?
- Will adequate public transportation continue to serve our community and thus, continue to make the riverfront accessible to the general public?
- Will future transportation initiatives call for more direct road access to the riverfront?
- Should the public transportation Transit Center recognized as a need by the Asotin County Public Transportation Benefit Area be located within the study area?

## **1.2 THIS PLAN IS PART OF A BROADER RIVERFRONT PLANNING EFFORT**

In December 2007, a broad riverfront planning effort kicked off with a field trip of local representatives who traveled to the Tri-Cities to visit with the Tri-Cities Rivershore Enhancement Council regarding their process for collaboration and specific improvements they made on their riverfront. Represented on this field trip were: City of Asotin, Port of Clarkston, Port of Lewiston, Lewiston and Clarkston Chambers, City of Lewiston, and the Southeast Washington Economic Development Council. The planning group, which expanded significantly beyond those participating in the field trip, calls itself the Lewis-Clark Valley Confluence Waterfront Coalition (CWC).

When CWC began, its goal was not only to update the 1974 U.S. Army Corps of Engineers Master Plan for the Lewis-Clark Valley, it desired to plan for lands adjacent to Corps-managed public lands. Some of the land near the river has never had substantial development and present unique opportunities; most of those undeveloped parcels are within the study area of this plan. Other properties have strong potential for redevelopment.

Since the kick-off field trip, specific planning objectives have been met or are in the process of being met, with leadership assumed for the objectives by individual jurisdictions. However, original planning members are staying in touch and coordinating results, with the expectation that the results will eventually be compiled into a single report. The Clearwater Economic Development Association representing North Central Idaho has been involved in developing a strategy that would assist in obtaining resources to blend the projects of the individual jurisdictions into a single planning document.

To date:

- The U.S. Army Corps of Engineers provided planning resources that helped achieve mapping objectives. While these resources were originally intended to benefit all the jurisdictions in the valley, they were later allocated to the Idaho jurisdictions because the lead Idaho jurisdiction's GIS mapping program was best situated to take advantage of the resource and because Idaho jurisdictions could provide match.
- The City of Asotin obtained \$10,000 in a GMA planning grant to help create a Parks and Recreation Plan as an update to that community's Comprehensive Plan, with the expectation that their riverfront master planning effort would have a recreational emphasis. This plan is on track for completion in June 2010.
- The City of Clarkston's Community Development Committee has discussed the need for a Parks and Recreation Plan which is expected to complement this study and expand the boundary of the riverfront examination south of the "Blue Bridge" on Highway 12. They are looking to the GMA planning funds as a potential resource for achieving this objective. In the meantime, the City Council and the City's Planning & Zoning Committee have expressed support for the Port of Clarkston's planning effort, as captured in this document, and may soon be a co-sponsor of a broader planning effort that involves additional riverfront properties within the city limits.
- Since August 2008, the City of Lewiston has had their planning staff actively involved in a comprehensive waterfront planning effort. They have identified seven neighborhoods or waterfront sub-areas as the focus of their planning efforts and have created a draft plan. This on-going work is captured in part through access to this website: <http://www.cityoflewiston.org/index.aspx?DID=1375> The City of Lewiston is expecting to wrap up their planning effort Spring 2010. The following are council goals relating to the waterfront:
  - Assemble and/or purchase of waterfront property for "signature development";
  - Complete a major development/redevelopment project along the waterfront downtown;
  - Establish more waterfront-friendly uses along the waterfront;
  - Create riverfront partnerships for revitalization to shift the focus along the larger waterfront to mixed uses, including commercial, residential, and recreational; and,
  - Create better connections between downtown and the waterfront.
- The Port of Clarkston obtained assistance from Washington's Community Trade and Economic Development Department (CTED), Rural Resources program, to complete an analysis of primarily the working riverfront. This report addresses the results of that analysis. CTED is a key partner in identifying solutions that preserve the working riverfront and help the community achieve its long-term goals for the riverfront.

## 1.3 THIS PLANNING STUDY FOCUS AND GEOGRAPHICAL AREA

### Geographical Area

It was determined through a series of discussions with community leaders and planning participants that an appropriate geographical determination of this study area would be that area north of Bridge Street in Clarkston. This geographical area does include on area outside the city limits, the Hells Canyon Marina and RV Resort. The study area is depicted on the following map:

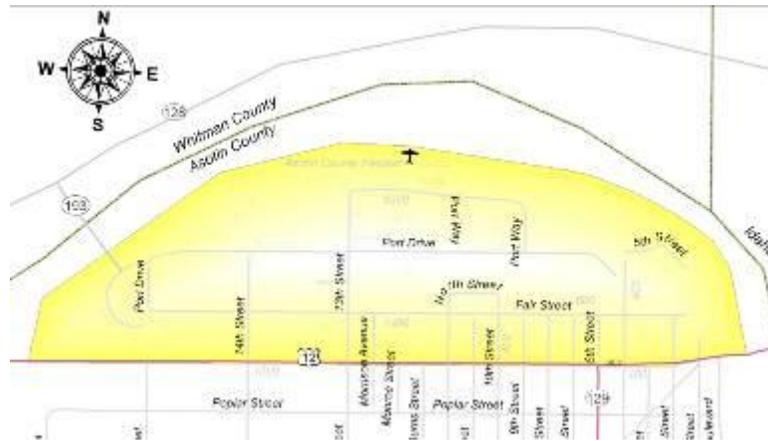


Figure 1. Planning Study Area

### Other Characteristics of the Study Area

- One hundred percent of the lands zoned industrial within the Clarkston city limits are within the study area.
- While housing is outside the scope of this study, it is interesting to note that no dwelling units are allowed in the Service Commercial area, unless they are part of a Planned Development. In addition to prohibiting dwellings of any kind, Heavy Industrial or Port-Commercial land use zones do not provide for Planned Developments. Thus, we conclude that if the community wishes to allow any dwellings near the riverfront, it will be necessary to make some land use zoning changes.
- The land within the study area (with the exception of the Hells Canyon Marina and RV Resort west of the Red Wolf Bridge) is within a historically underutilized business zone (HUB Zone) and thus provides a benefit to businesses wishing to provide products and services to the federal government.

## 1.4 THE PLANNING PROCESS

Throughout this planning process, partners involved in planning for other jurisdictions were consulted and were provided opportunities for input. The goal in these communications was to assure planning continuity and common deliverables as a result.

*Scoping:* Preliminary scoping discussions were held with planning partners and the funding partner. The result was definition of the study area depicted in Figure 1, and a process for completing planning objectives. Participants were afforded the opportunity to reflect on the content of discussions throughout the forums, as well as identify a process for planning.

*Research:* Research was completed on existing businesses in the study area, according to the North American Industry Classification System (NAICS). NAICS is the standard used by Federal statistical agencies in classifying business establishments for the purpose of collecting, analyzing, and publishing statistical data related to the U.S. business economy. This information was analyzed for the purpose of drawing conclusions regarding predominant existing uses. It was subsequently compared to the existing City of Clarkston zoning matrix, for the purpose of establishing patterns relating existing businesses in the study area.

The following documents were examined in this research phase:

- U.S. Corps of Engineers Lower Granite Master Plan completed in 1974;
- Lewiston – Clarkston Riverfront Commercial Recreation and Tourism Plan completed by Washington State University in 1984;
- Comprehensive plans for Asotin County, City of Clarkston, and Port of Clarkston;
- Shoreline Management Plans for Asotin County and City of Clarkston;
- Planning and Zoning Ordinances for Asotin County, the City of Clarkston;
- 2007 Water Resource Development Act;
- July 2007 Lewis-Clark Valley Tourism Strategic Plan sponsored by Valley Vision;
- June 2007 Visitor Information and Orientation Center Feasibility Study completed for the Port of Clarkston;
- May 2008 Concepts and Directions study prepared for Northwest Passage Scenic Byway Advisory Team by WGM Group;
- November 2006 Lewis Clark Valley Long Range Transportation Plan & Transit Master Plan; and,
- Destination Development’s 2002 Tourism Assessment for the Lewis-Clark Valley

*Consultant Procurement:* The process of selecting and hiring a consultant was then begun, but it became apparent that the costs of hiring an independent firm to take this study from the beginning to the conclusions was going to exceed our budget by a significant amount. Therefore, the responsibilities of the consultant were scaled back, and the Port Manager became the Project Manager, in order to move through the planning process effectively and cost efficiently. This decision also helped insure that there will be continuity when it was time to put the reports together. An independent consultant that would lead the process for North Clarkston was unlikely to be available a year from the conclusion of the project to piece together the work of various jurisdictions into a single cohesive report. Therefore, the Port Manager, it is planned, will provide that on-going interaction with other partners and determine the appropriate time to prepare a comprehensive single master plan.

The consultant group hired helped develop maps and other visual aids to convey the results of the completed report. USKH was the consultant group selected. Catherine Udenberg was named the lead contact for that firm.

*Kick-off and public input forums:* On March 13, 2009, the planning process kicked off with a focus group made up of local business owners, Port tenants, recreationists, land use planners, educators, elected officials, and others from the community. Between March 13 and June 9, 16 different opportunities occurred for individuals to brainstorm, reflect on the ideas of others, and offer input to the evolving recommendations (see schedule below). Drafts of the report were then made available through the Port of Clarkston’s website.

March-09		Preliminary Planning
	13-Mar	Focus Group - Roosters Landing
	18-Mar	Dialogue with Owners - Quality Inn Hotel
	5-Mar	Dialogue with Realtors, Sponsored by First American Title
	26-Mar	Dialogue with Asotin County Democrats
April-09		9-Apr Open House - Port Office
	20-Apr	Dialogue with Clarkston Planning and Zoning Council

	27-Apr	Presentation at Clarkston Chamber Membership Meeting
	30-Apr	Port Commission Work Session on Riverfront Master Planning – public invitation
May-09	4-May	Follow-up dialogue with Clarkston Planning & Zoning Council
	7-May	Public invitation to Alive After Five and 4 hour forum at Community event
	19-May	City of Clarkston Community Development Committee
	26-May	Presentation to Clarkston City Council at regular meeting
June-09	4-Jun	Public invitation to Alive After Five and 4 hour forum at Community event
	8-Jun	Dialogue with Clarkston School Board and youth groups
	9-Jun	First roll-out of draft recommendations – Clarkston Rotary
	11-Jun	Port Commission -- Roll-out of Recommendations

Even after June 11, the public continued to be encouraged to offer comments on the draft planning report posted to the Port of Clarkston website.

*Assessment of existing conditions:* Concurrent with the public input stage, the current geographic uses were captured through the mapping process. NAICS data was studied and opportunities and alternatives were incorporated into questions posed during the public input sessions.

*Development of alternatives and draft report:* Several of the concepts for change were generally supported, without the need for the development of several alternatives. Riverfront land use alternatives were developed, with greater emphasis on three key parcels, the Walla Walla Community College extended campus, the new cruise boat dock and additional retail opportunities, and the new professional office development concept for 9<sup>th</sup> and Port Way. Development of an implementation strategy and compiling the results into a written draft report followed.

## 1.5 PLAN HORIZON

With the exception of the recommendation relating to the Port of Clarkston’s crane dock, projects and efforts are included in this plan are expected to be implemented between now and 2030. Implementation recommendations will be identified in accordance with these phases:

- **Near-term, 2009 – 2013.** Near-term projects establish critical first elements for overall riverfront transformation. These projects, often small, reflect key investments of public and private resources anticipated to yield important short term results and/or to build a strong foundation for longer term project elements.
- **Mid-term, 2014 – 2020.** Mid-term goals are often the central goals anticipated for achievement over the life of the plan. Mid-term projects reflect the results of public and private sector cooperation to achieve large riverfront development or redevelopment projects
- **Long-Term, 2021 – 2030.** Ambitious long range efforts that, while important in general targets, are often kept flexible/modified to allow for changing marketing conditions, community needs, and other factors.

## I.6 MASTER PLAN COMPONENTS

This planning document begins with an Executive Summary identifying the key questions developed for encouraging public interaction. The Executive Summary also summarizes key recommendations. Chapter 1 deals with organizational or process elements connected with creating the Master Plan. Chapter 2 begins to provide substance behind the report and contains details regarding the current status of the study area. Chapter 3 contains detailed discussions of the recommendations which resulted from the planning effort, while Chapter 4 provides an implementation strategy for those recommendations. Appendices are attached for general reference.



Figure 2: Schematic of the Clearwater Snake National Recreational Trail

## CHAPTER 2. CREATING A COMPELLING VISION FOR CLARKSTON'S RIVERFRONT

### 2.1 CLARKSTON'S RIVERFRONT TODAY

This study area was scoped broader than the land zoned for *Heavy Industrial* and *Port Commercial* uses so that peripheral or related issues could be identified and recommendations for a cohesive riverfront community could be created. It was not known, at the time that the study area was determined, just how beneficial examination of this broader geographical area would be. (See discussion in Chapter 3 relating to expanded Walla Walla Community College campus.)

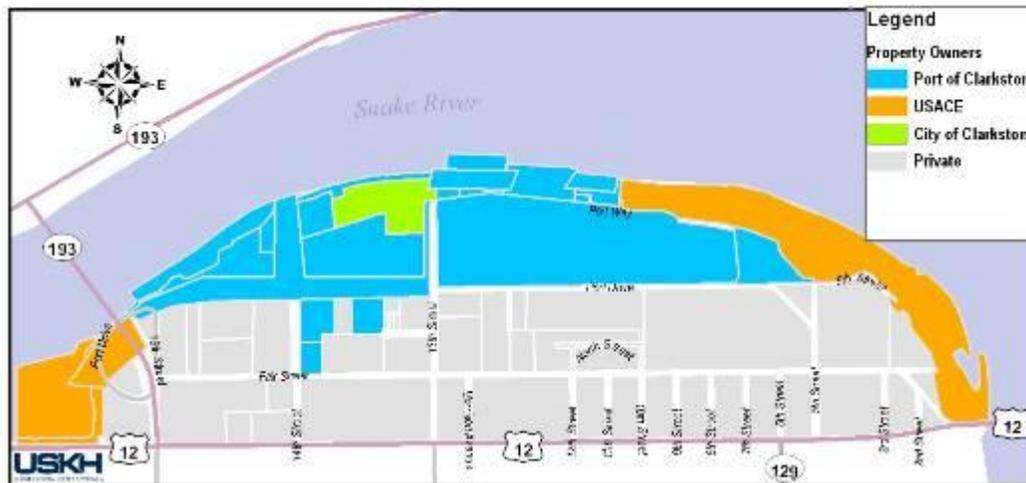


Figure 3: Land ownership map of study area

#### Land Ownership:

*Land next to the water.* The ownership of the area where the land meets the water, in the study area, is split between the Port of Clarkston and U.S. Army Corps of Engineers (Corps). The City of Clarkston owns the wastewater plant at the end of 13<sup>th</sup> Street. Its north boundary line is not far from the shoreline. The Port of Clarkston owns the strip of land north of the wastewater plant to the ordinary high water mark.

The Corps leases to the Port the land under the marina and the adjacent shoreline, including the parking east of the boat launch, but the RV Park, store, and amenities are privately owned.

The Port owns the land from the east side of Red Wolf Bridge, around the shoreline all the way to 22' west of the line of trees at Granite Lake Park. This consists of over 4,000 feet of shoreline. The remaining shoreline east to the Blue Bridge is federally owned and managed by the Corps for the benefit of the public.

*Land in the study area not immediately adjacent to the river.* Leaving out the area described immediately above, the ownership of the remaining land north of Port Drive is owned by the Port and leased out for public benefit.<sup>4</sup>

The land south of Port Drive is primarily privately owned, although the Port owns two parcels east of 14<sup>th</sup> between Fair and Port Drive and another 2.5 acre parcel further east (not contiguous) fronting Port Drive.

<sup>4</sup> Public benefit means that the Port made the initial investment(s) in land and infrastructure, and recoups that investment over time. The time period for recoupment is generally longer than similar investments by the private sector.

## Marine Activities



Figure 4. Aerial photo of study area

Marine operations on the water within the study area are listed below. For the most part, these facilities or amenities are considered water dependent:

- Marina, including a boat launch site and an RV Resort not far from the shoreline;
- Two commercial boat businesses and one part-time crawfish fishing business using the marina as a base of operations;
- Two parcels of land owned by the Port and under the water;
- The Port's crane dock and adjacent property for freight staging;
- A grain terminal, which stores grain and ships it by barge;
- One riverfront restaurant and one river view restaurant;
- A new recreational boat dock connected to the Granite Lake public park;
- A commercial jet boat dock;
- A cruise boat dock;
- An RV park near the riverfront (separated from the water only by the Clearwater Snake National Recreation Trail); and,
- A boat launch site managed by the U.S. Army Corps of Engineers.

## Land Use Designations

For the purpose of this study, the most important land use designations in the study area are the Heavy Industrial zone and the Port Commercial zone. They are designed lavender and blue, respectively, in the map below.

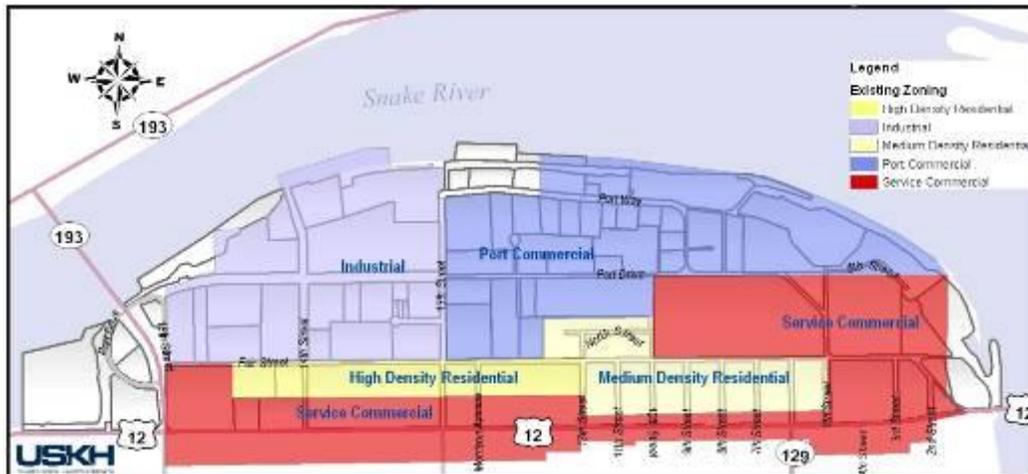


Figure 5. Existing land use zones in study area

The following definitions are included in the City of Clarkston’s zoning code:

**Heavy Industrial Zone – H-I Zone.** *The heavy industrial zone is intended to provide locations where uses are permitted outright for the manufacturing and assembly of materials into finished products; warehousing, storage and wholesale businesses; and offices that are related to the industrial uses allowed in the zone and located on the same site. The heavy industrial zone is also intended to provide locations for the manufacturing of products from raw material and/or products that may have a greater detrimental impact on environmental quality or the community. Additional restrictions may be imposed to mitigate these impacts.*

**Port Commercial – P-C Zone.** *The port commercial zone is intended to provide locations for the manufacturing and assembly of materials into finished products, warehousing, storage and wholesale businesses, and offices and limited retail and service uses which are compatible with or associated with the industrial uses allowed.*

While housing is outside the scope of this study, it is interesting to note that no dwelling units are allowed in the Service Commercial area, unless they are part of a Planned Development. In addition to prohibiting dwellings of any kind, Heavy Industrial or Port-Commercial land use zones do not provide for Planned Developments. The following definition is relevant:

**Planned Development – P-D Zone.** *This district is intended to permit flexibility in the design and development of larger tracts of land that are in common ownership or control.*

The land within the study area (with the exception of the marina and nearby RV Resort) is within a historically underutilized business zone (HUB Zone) and thus provides a benefit to businesses wishing to provide products and services to the federal government. The HUB zone designations for the valley are depicted in green on the map below.

The SBA Reauthorization Act of 1997 created the HUBZone program with the intention of promoting economic development in historically underutilized business zones by establishing preferences for government contracts in these areas. For qualified small businesses, the SBA HUBZone Program offers an excellent opportunity to secure government contracts. Fifty-one percent of the company must be owned by US citizens; the principal location of the business must be within a HUB Zone, and 35 percent of the employees must live within the area of the HUB zone.



Figure 6: HUB zones for entire valley identified in green

### For-Profit Business Distribution

As explained in Chapter 1, an examination of the businesses in the study area was completed, using the North American Industry Classification System (NAICS). Examined in the greatest amount of detail were businesses located in the City of Clarkston's Port Commercial (PC) and Heavy Industrial zones (HI) as well as the "Marina zone" in Asotin County where Hells Canyon Marina and RV Resort is located. This data is accurate as of December 2008. The Service Commercial zone in the study area was removed from the analysis in order to get a precise look at the area most likely to benefit from a land use change.

<b>General Category</b>	<b>Total Businesses</b>
Automotive Services	2
Utility-Related Companies	3
Storage Units	3
Manufacturing	5
Professional Offices	6
Retail	7
Construction	8
Tourism	13
Transportation/Distribution	<u>16</u>
Total	63

Appendix A provides a more specific analysis of the businesses in the PC/HI and marina land use zones, matching businesses in the PC/HI/marina area in December 2008 to the zoning matrix used by the City of Clarkston, rather than using the general categories assigned above.

*Findings:* Sixty-three businesses operate within the PC/HI and marina land use zones. Across the three geographical areas, businesses within the transportation/warehouse/distribution industry were most common, followed by businesses that were tourism related. What is telling, however, is the fact that tourism-related businesses were exclusively within the Port-Commercial and Marina zones, while the transportation/distribution businesses were split equally between Port Commercial and Heavy Industrial (see Appendix A for more specific information relating to these 63 businesses). This indicates that for the most part, the land use zoning process is working, since

several of the tourist type of categories were not allowed in the Heavy Industrial zone. The businesses in the Marina zone were 100% tourist oriented.

It should be noted that there is one hotel in the PC/HI/marina land use zone. This is relevant because the July 2007 Lewis-Clark Valley Tourism Strategic Plan recommended the building of boutique hotel(s) (see definition of boutique hotel and recommendations relating to additional lodging in Chapter 3.2).

The NAICS analysis of the PC/HI/marina land use zones showed two groups of size: a cluster of tourist-related businesses and a group of businesses providing transportation/warehousing/distribution services. It was not a surprise that tourism-oriented businesses were migrating to areas close to the water. Several of those--a marina, docks for jet boat tour companies (2), waterfront restaurants, a winery and brewery, and RV parks/hotel with views of the water were somewhat dependent upon the nearness of the river for the types of experiences they wished to create for visitors.

The 16 businesses providing transportation/warehousing/distribution mostly took advantage of the Highway 12 corridor. Only one of the businesses falling into this category used the river's navigable channel as a transportation mechanism, although one warehouse/distribution facility is near the crane loading dock and has the capacity to assist businesses in utilizing the river channel. The businesses were split evenly across the Port Commercial and Heavy Industrial zones. Factors of importance to these types of businesses are a convenient central location from which collection and distribution can occur, along with adequate transportation corridors

These businesses provide valuable services to the community and enhance the flow of goods. Determining the optimal area for locating new transportation/warehousing/distribution was a challenge. Although the north Clarkston waterfront does not offer rail options for movement of freight, rail is not available elsewhere in Asotin County, so businesses would have to locate either in Lewiston or at the Port of Wilma to be more distinctly mobile. The nexus between the river, Highway 12 and the Red Wolf Bridge was unlikely to be replicated easily elsewhere. In other words, although there was dependency on the water for only one business, the other businesses received geographical benefit from their existing locations. The new business park contemplated by the Port of Clarkston on Evans Road is not well-enough situated to be a preferred site, from a population distribution and transportation corridor standpoint. New transportation/warehousing/distribution businesses located within the Port Commercial or Heavy Industrial zones were likely to receive the same benefit enjoyed by the existing ones. Some of the same benefits could be achieved south of Highway 12 (Bridge Street), in terms of nexus to Highway 12 and the Red Wolf Bridge. Thus, it is only essential that new businesses that are water dependent be encouraged to locate in the study area.

The rationale was determined to be similar for existing business. With the availability of some vacant land available for some of the businesses well-suited to those locations in the long term, encouraging relocation of existing transportation/distribution businesses in the planning area was not deemed to be a high priority. Relocation focus for these existing geographically-dependent businesses being served *within the study area* was pushed out through and even beyond the mid-term of this planning phase.

For new businesses seeking transportation/warehousing/distribution amenities, the next question asked was whether there was a location, within the study area, that was more optimal than other locations. The answer was fairly straightforward: If there are existing facilities with available capacity, new businesses should be directed to those facilities. As the discussion and levels of input evolved, it was determined that the area zoned Heavy Industrial (i.e., west of 13<sup>th</sup> Street) was actually a preferred location both for helping achieve critical mass of tourist related services and tapping capacity that was available at the time of the study.

If the area between 13<sup>th</sup> and 14<sup>th</sup> streets was reserved for future transportation/warehousing/distribution businesses, then a goal was of achieving critical mass of tourist-related services and businesses to achieve a tourist destination could still occur east of 13<sup>th</sup> Street. This alternative was presented to planning participants and approved as a recommendation.

Thus, it is recommended focusing location of new transportation/warehousing/distribution ventures between 13<sup>th</sup> and 14<sup>th</sup> streets in the study area, but with the waste water treatment plant and the Port's crane dock as the northern boundary.

### Water-Dependent Transportation/Warehousing/Distribution Business

The transportation/warehousing/distribution business that was referred to above as the only water-dependent business is the Lewis-Clark Grain Terminal. (The Port's crane dock is government owned and thus discussed immediately below.) In the early stages of the planning effort, it was believed that adequate input was obtained from the interests benefiting from the facility. While the grain terminal's physical presence had been decreasing over time with relinquishment of land being leased and sale of the office building to the Port, conditions believed to exist regarding an assumption of waning interest in the facility were contradicted sharply when the original recommendation of the Riverfront Master Planning document was released. Throughout the summer and fall of 2009 and even early into 2010, the level of activity at the grain terminal has demonstrated that original assumptions were inaccurate. In addition, provisions within the new Farm Bill require that land in Asotin County be released from the Conservation Reserve Program (CRP), and those lands are likely to become productive once more.

The original recommendation of the planning effort, since rescinded, recommended that the lease the Port of Clarkston had with the grain terminal, which had an end date of July 1, 2021, not be renewed. At the time the report was released, that would have provided a readjustment period of exactly 12 years, allowing plenty of notice for the owners in the grain terminal to develop other options.

One of the reasons for the original recommendation is that river transportation was being viewed as a valley-wide system. Therefore, each community, supposedly, did not need to provide exactly the same services, as long as another location in the valley had adequate facilities to accommodate the movement of agricultural products. There were several facts unveiled in subsequent dialogue that shows this in a different light:

- Competing grain terminals resulted in lower transportation costs for farmers/producers. Removing this grain terminal from a Washington location would result in a single facility on the Washington side of the Lewis-Clark valley to purchase the grain, removing the element of competition. In addition, the one remaining grain terminal, located at the Port of Whitman, has different owners;
- Other grain terminals in Washington state were of greater interest than the facility owned by the same facility in Idaho because price supports for agricultural products are different depending on the state in which production occurs;
- The quantity of production, while always an unknown, is likely to be a greater unknown with the changing federal legislation, as referenced above on the Farm Bill and CRP. An increase in the level of production could potentially tap the capacity of all the existing facilities.

Another factor of concern expressed by area farmers was that the Port of Clarkston's support and advocacy for the continuation of the navigable channel this far inland might be perceived to have waned if they moved forward on this recommendation. The regular challenges to the four lower Snake River dams have stepped up substantially with the last federal biological opinion (BiOp) on endangered species. The current BiOp has been under court challenge for years. Commissioners for the Port of Clarkston assured parties providing input to this planning

process that advocacy for the navigable channel was, in their view, one of the essential roles for the Port and would be on-going.

The rescinded recommendation regarding not renewing the grain terminal lease after 7-1-21 was not replaced with another one relating to different lease periods. It was determined that this was a very specific area that the marketplace should dictate the best use for that property in the future.

Participants in reviewing this recommendation developed a new recommendation that would both enhance the experience of visitors and reinforce the important role of agriculture in our community. In order to celebrate the agricultural heritage and help educate visitors on why this type of facility was on the riverfront and how it worked, the new recommendation is that a kiosk of approximately three interpretive panels be constructed at the grain terminal lease (presuming permission from the lessee). The intent of the interpretive panels would be to describe the features of the grain terminal, help visitors understand more about how the agriculture industry works, and brief them on the benefits of the navigable channel for freight movement.

#### Existing governmental entities in the PC/HI/marina zones

Three governmental entities, two local and one federal, were identified under the existing conditions with the intent of discussing whether their use of the property was the “highest and best use.” The Port of Clarkston has two facilities, administrative office space at 9<sup>th</sup> and Port Way which is near but not on the riverfront and operations and maintenance facilities at the crane dock which does connect with the shoreline. The City of Clarkston owns the waste water treatment plant west of 13<sup>th</sup> Street. While it appears that the City’s ownership goes all the way to the shoreline, the Port actually owns some of the land fenced in by the City and owns the property up to the ordinary high water mark. The third entity, the U.S. Army Corps of Engineers, has an operations office and maintenance yard at the confluence of the Snake and Clearwater Rivers.

*Port of Clarkston Administrative building:* The examination of whether governmental facilities are the “highest and best use” of the property on which they are located can begin with the Port of Clarkston administrative building. While there is some element of convenience with the facility being located across the street from the park managed by the Port, it is not essential that this function take place at this location. Office and administrative functions can and do take place in a variety of locations. These activities require less support and infrastructure than many of the other businesses the Port attempts to serve. Therefore, it is concluded that these activities could be relocated elsewhere, if there was an immediate and viable land use alternative for the land under the Port’s administration building that would provide a greater benefit. Until that alternative presents itself, though, the use of the existing Port office building for Port administration is an acceptable use. (See Chapter 3 for discussion on recommendations for alternatives explored for that location.)

*Two other Port-owned office buildings on nearby:* The same examination needs to occur with regard to the Port-owned buildings at 845 and 845 ½ Port Way. Both of these buildings have historically been leased out for office use. One building houses the South East Washington Economic Development Association (a non-profit organization which therefore is not included in the business matrix) and the other is presently vacant. The same criteria—whether an essential function is occurring at that location—applies, with the same result. Therefore, a similar conclusion is appropriate in that until a higher and better use is identified, it is appropriate for the Port to continue to rent to the same tenants or other tenants that would use the facilities for similar administration purposes.

*Port operations and maintenance facility with crane dock and staging area:* This facility is located at the end of 14<sup>th</sup> Street. It is a several acre facility with multi-purposes. The Asotin County Public Transportation Benefit Area (ACPTBA) leases some of the secure space for the storage of their buses and vans. While it is not essential that

the ACPTBA remain in this location, the use is compatible with the Port's use of the remaining area. The crane operations are not currently active.

Because the operations and maintenance facility complement the key activity, the crane dock, recommendations regarding this facility are dependent upon recommendations relating to the crane dock. The crane moves freight from or to the shore, and the dock provides a foundation for the equipment and facilities the movements of freight on-shore. This facility is unquestionably water dependent.

Complicating the discussion of whether this land use should remain as it has been used is the age and inflexibility of the crane itself. The crane was originally built in 1938 and used to loan munitions on warships. After the Port took title to it decades ago, the Port rebuilt it from the ground up. It was changed from movement on tracks to a fixed pedestal base. The fixed base provides less flexibility in moving freight. The crane has been used in the recent past as a log-loading mechanism, moving yachts or other large boats, and sawdust for use in the pulp mill in Lewiston. It is not presently under contract for use, but is generally thought to be in good condition, with on-going maintenance being conducted regularly. For a 1938 crane, it is not obsolete except for the fact that a shovel (and the Port doesn't own one) is operated with two cables, requiring more finesse and training on the part of the operator than the single cable mechanism found on more current cranes. Theoretically, it could be converted to a single cable mechanism, if there was a need.

It is also known that the dock itself needs some repairs. At the present time, the Port is seeking an opportunity to use the crane which makes sense from a business perspective. Minimally, repairs and operations must break even. Port Commissioners have discussed the possibility of selling the crane, but have not made a definite decision. The concept is that the dock itself would be available for freight movement or cruise boat dockings, but that the dock would be leased to and the activities conducted by private business, rather than Port staff and Port owned-equipment.

*City of Clarkston wastewater treatment plant:* Unlike the Port administrative function, the wastewater treatment process cannot occur at just any location. Not only is the physical facility unlike others and subject to unique regulation, the facility is connected to a network of sewer lines that provide the raw material processed by the plant. It was concluded that the City of Clarkston performs an essential function at this location that cannot easily be replicated elsewhere. The amount of investment the community has made in the basic infrastructure, with a significant remaining life, needs to be honored in evaluating other potential uses of the land under the facility.

Not immediately obvious, due to incorrect placement of the fence, is the fact that there is still access to the riverfront north of this treatment facility. The Port of Clarkston owns a narrow strip of land north of the sewer treatment plant, part of which is enclosed in the fenced in area. This land provides an opportunity for future shoreline improvements and pathways without requiring relocation of the facility. However, the recommendation will be for the City of Clarkston to mitigate both odor and appearance of the facility in the mid- to long-term range of implementing this plan.

*U.S. Army Corps of Engineers (Corps) operations and maintenance building and yard:* The Corps has had a facility at the confluence of the Snake and Clearwater Rivers to manage the levy system and fulfill their mandate created through the 1945 Rivers and Harbors Act, relating to navigation and flood control as primary functions and recreation as a secondary function. Co-located with this facility is a boat launch and park area.

Planning participants determined that the boat launch area is separable from the other Corps functions at that site. Alternative locations in Asotin County for the Corps office could be found, thereby freeing up the existing location for a higher and better use. Commercial entities suggested for the office location were water taxi administrative offices, jet boat tour offices, bike rentals for greenbelt travel, fishing equipment and supply shops, and other recreationally

focused commercial for-profit businesses. If this recommendation comes to fruition, planning participants point to potential co-location with the Clarkston Field office of the Hells Canyon National Recreation Area. That facility is in clear need of an upgrade and could potentially be upgraded enough to meet the needs of the Corps for its activities in the valley.

*Port tenants—state agency field offices:* Two other governmental entities are Port tenants, the Washington Department of Fish and Wildlife, and the WA Department of State Parks. Since neither of these have a significant presence, they were not included in the discussions regarding highest and best use.

*Disclaimer:* Because these local, state and federal governmental entities are being provided with careful scrutiny is not intended to imply that governmental entities do not contribute to economic vitality. In fact, some economic development strategies are specifically designed to attract governmental investment in the community (military bases is one example). In North Central Idaho, there are two major contributing factors to the economic conditions, downturns in the timber industry and lay-off of Forest Service employees. Thus, our region is feeling a pinch from not having as many individuals on federal payroll as there used to be.

## **2.2 COMMUNITY PRIORITIES AND USES**

What are the highest and best uses of specific properties? What new uses should be considered and which could be transitioned? What important issues need to be addressed? Are current uses the highest and best use of land on or adjacent to the riverfront? Should the Port shift its emphasis from creating manufacturing and construction industry jobs to encouraging the tourism and retail sectors by leasing for decades the final few unleased parcels of property to complement the most recent investments in the study area? How should the Port respond to requests from “big box” stores to locate on Port-owned property within the study area? Does the alternative of moving the Washington State Department of Transportation (WSDOT) maintenance yard from 15<sup>th</sup> & Bridge to land near the riverfront make sense within the long range plan for the study area? What quality experiences can be encouraged within the study area by the business sector to such a critical mass as to make the riverfront a tourist destination?

These were important first questions posed during the focus group and subsequent public input sessions. The resulting community answers served as essential Plan formulation criteria and were consulted throughout the creation of riverfront alternatives, and ultimately, preparation of the final Riverfront Master Plan.

Those uses and priorities with the highest levels of public consensus included:

- Continue to assure public access to the riverfront, including public trails, by reserving that portion most close to the water for public benefit;
- Continue the greenbelt trail along the riverfront from where it currently stops at Granite Lake Park all the way to Chief Timothy Island;
- Reserve sufficient land around Walla Walla Community College so it does not become land-locked;
- Explore higher density year-round (compared to part-year) residential use on or near the riverfront without limiting public access;
- Connect the community (population centers) to the riverfront via trails and improved street corridors;
- Improve public access and public recreation opportunities through continued support of public transportation;
- Explore taller structures and higher density for working populations in order to maximize the benefits of a limited riverfront resource;

- Locate future big box stores on or nearer the Highway 12 corridor; do not locate large retail centers north of Port Drive;
- Seek out additional tourism products to grow our community into a tourist destination; and,
- Create diverse economic development opportunities, market “experiential manufacturing” and marry tourism with other economic development objectives to obtain a solid economic base.

From these discussions evolved these goals:

- Enhance community quality of life.
- Strengthen tourism product offerings as well as downtown retail, entertainment, residential and service activities.
- Improve North Clarkston’s image and attractiveness for investment.
- Provide pockets of protection for the working riverfront.
- Create public, private, Tribal and non-profit partnerships to create sustainable villages where people can live, learn, work and play on and near the riverfront.

## **2.3 EXPLORATION OF ALTERNATIVES**

Instead of having a planning team evaluate criteria and provide a range of alternatives for various locations, the focus group, workshops and public forum participants themselves explored alternatives and developed recommendations in the evolving sessions. Several individuals participated in four of the 16 forums, and one was present at five opportunities for input. We believe this level of participation demonstrated both their strong interest in the subject matter and because each presentation provided an evolution of ideas beyond the previous stage. Most participants expressed interest in reviewing the draft report, which is why it was posted on the Port’s website for review.

Some of the alternatives were simple. For the following amenities, the question was “Should these amenities/facilities/services continue to be located where they are for perpetuity if the businesses so desire, or should they be encouraged to locate elsewhere?” The answer to this question was “stay,” “go,” or, in the case of the crane operations “perhaps stay” or “stay, but managed privately.” The responses were consistent through the public input stage.

- Clarkston Rent-a-Space
- Port crane operations
- Heavy highway construction equipment
- Port administrative offices (and Port-managed buildings for administrative process)
- U.S. Army Corps of Engineers administrative office/maintenance yard

Creative juices got to flow for planning participants when highest and best uses were discussed on a property-by-property basis, and frequently, visions of one participant sparked ideas from another.

The public input forums were supplemented by completed comment sheets. At every session, comment sheets were distributed and people were able to complete them that day, or consider them carefully over time and mail them in. (The acknowledgement list above is so long due to the submission of verbal and written comments.) Several participants sent in lengthy letters identifying issues, opportunities, and alternatives. The following topics generated the most discussion and evolution over the planning process.

- Expanded Walla Walla Community College (WWCC) campus;

- Experiential manufacturing and where it should be centered; and,
- Attraction of a talented professional workforce and where to locate a professional complex.

An example of one of the topics that fell into a stage in between the categories described above related to increased or improved access to the riverfront. In this case, consensus was achieved from the beginning, but planning participants were able to build on the ideas previously expressed, expanding the list of available opportunities for achieving the objective. The recommendations resulting from the riverfront master planning process are captured in Chapter 3. Alternatives explored with regard to the recommendations, as well as details regarding the recommendations are discussed in 3.2 Plan Details.

## CHAPTER 3. THE RIVERFRONT PLAN (CONCLUSIONS)

A significant number of recommendations resulted from the Riverfront Master Planning effort. This section of the report captures all the recommendations and provides details behind their evolution. Many are directly related to the economic development objectives identified at the outset. Some are not related to economic development objectives, but are included in this report and discussed only briefly.

### 3.1 PLAN OVERVIEW

The major economic development initiatives emerging from the planning process were all upland (on shore). They include:

- Create a public/private/Tribal/educational partnership designating Walla Walla Community College (WWCC) and the Nez Perce Tribe as key partners to meet educational, economic development, and conservation objectives; combine into one seamless project that would benefit the whole region. This recommendation impacts the land from WWCC on Bridge Street and then proceeds north, all the way to the water and beyond—to the acreage under the water;
- Encourage more “experiential manufacturers” north of Port Drive, and primarily east of 13<sup>th</sup> Street;
- Create a multi-story professional office complex to house design and other professionals who can live, work and play near the riverfront;

The “highest and best use” relocation recommendations were these:

- Encourage the Port to market the entire parcel east of 9<sup>th</sup> Street between Port Way and Port Drive as if the three existing buildings on Port Way (845, 845½, 849) were not in place to facilitate the creation of a 3-4 story complex that primarily provides office space for professional design firms, supporting amenities such as a coffee shop, weight room, and day care center and perhaps even some condominiums;
- Relocate U.S. Army Corps of Engineers administrative office/maintenance yard from key location at confluence of Snake and Clearwater Rivers to a location elsewhere in Asotin County;
- Explore the advantages of relocating the driving range currently north of the Quality Inn,
- Relocate businesses with holding/maintenance yards for heavy highway and other construction equipment to the new sustainable business park; and,
- Put Clarkston Rent-A-Space on notice that their lease will not be renewed after July 2026, so that the location at 13<sup>th</sup> and Port Drive can be freed up for a higher and better use (unique retail, potentially a boutique hotel or other higher, better use).

The primary “in-water” recommendations were these:

- Improve the existing marina at Hells Canyon Resort and add amenities such as diesel fuel;
- Keep the Port crane available for freight movement while the existing one continues to work, but explore any and all options (i.e. private as well as Port) for management of operations;
- Continue to keep the Port crane dock as a secondary cruise boat dock or other tourism amenity if the crane itself ceases operations;
- Expand amenities at the Port-owned recreational boat dock at Granite Lake Park to include shore power, drinking water, holding tank pump-out, and internet connection to better accommodate boats up to 50’ in length; and,
- Improve the boat launch area at Greenbelt Ramp, managed by the Corps of Engineers, by dredging and adding amenities.

Other relevant recommendations include these:

- Preserve public access along the riverfront by expanding the system of recreational trails throughout the study area;
- Encourage retail growth north of Port Drive in the form of unique shopping experiences, rather than chain stores; Locate future big box stores on or nearer the Highway 12 corridor; do not locate large retail centers north of Port Drive;
- Encourage Walla Walla Community College's plan to offer culinary educational opportunities;
- When there is a choice between nonresident owners of businesses and "home-grown" owners offering the same services (example: coffee drive-throughs), encourage development of "home-grown" businesses;<sup>5</sup>
- Be open to allowing additional lodging facilities in the study area, after they have been shown to be feasible and sustainable;
- Locate tourism amenities primarily east of 13<sup>th</sup> and transportation/distribution activities primarily west of 13<sup>th</sup>;
- Create interpretive panels near the grain terminal to help locals and visitors understand the facility and the agricultural heritage of the region;
- Create better connections for vehicles, pedestrians, bicyclists and others between downtown and residential areas and riverfront; consider all access points through on-going circulation study, but in particular, focus on the feasibility of expanding 10<sup>th</sup> Street to the north between Fair Street and Port Drive; and,
- Beautification:
  - Create design standards for buildings and parking structures using a study-wide design review committee;
  - Phase standards in over time to upgrade the look of the study area from primarily industrial;
  - Plan for regular investment on existing facilities (Port-owned and otherwise) to improve look;
  - Plant the "boulevard" already existing between the lanes on Port Drive between 13<sup>th</sup> and nearly 15<sup>th</sup> Streets; and,
  - Plant more grass and trees throughout the zone to create a park-like setting to all improvements.

The following discussion items related to community development objectives at least part of which were in the study area. Since the ideas were not directly related to economic development objectives, they were not fully developed into recommendations. They should be considered in meeting broader planning objectives:

- Encourage a higher density of housing in the planning area, but make it a balanced community, rather than offering exclusivity, with most units providing views of the river;
- Create a walkable community, starting with a walking audit;
- Solve for additional traffic problems created by the Walmart Superstore and consider a potential roundabout at 13<sup>th</sup> & Port Drive where lanes are already confusing;
- Consider making Bridge Street and Fair Street one-way traffic to improve traffic circulation;
- Explore the possibility of a community garden on some currently un-used parcels of land; and,
- Explore location of a transit center within the study area.

The following alternatives relate to properties outside the study area, and thus were not developed as recommendations for this plan. These concepts can and should be considered when riverfront planning expands beyond the current study area:

- Explore the feasibility of creating an amphitheater on Corps-managed property immediately south of the Hwy 12 (blue) bridge;

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<sup>5</sup> Locally owned businesses have been shown to provide a stronger economic benefit in the community because not only are supplies more likely to be purchased locally, but profits are generally spent in the same community.

- Encourage the Washington State Department of Transportation to relocate their maintenance yard to free up the parcel at 15<sup>th</sup> & Bridge for a higher and better (commercial or service) use;
- Continue the greenbelt or walking/bicycle trail system along the riverfront all the way to Chief Timothy Island;
- Expand the temporary signage project to provide a system of wayshowing throughout the community to help people get where they are going; and,
- Develop a Tour Train that travels the greenbelt all the way, potentially, out to Asotin, that utilizes airport luggage handling equipment as the locomotion mechanism.

## 3.2 PLAN DETAILS

### Major Economic Development Initiatives

**Expanded WWCC Campus:** The most significant economic development initiative evolving out of this riverfront master planning process relates to the creation of an extended Walla Walla Community College (WWCC) campus that creates one seamless public/private/Tribal/educational partnership beginning with the WWCC facilities on Bridge Street and going all the way north to the water and into seven acres beyond the shoreline.<sup>6</sup> With WWCC and the Nez Perce Tribe as key partners, this extended campus would have the objective of meeting educational, economic development, and conservation goals in one seamless facility. The land on the campus would be owned by WWCC, private landowners, possibly the Tribe, and the Port of Clarkston. The concept is to create a project that benefits the entire region and seeks to address these initiatives:

- Creating a privately owned, privately run manufacturing/assembly facility in medical/green energy<sup>7</sup> areas with low environmental impact that utilizes student employment;
- Combining employment opportunities during and after educational process at the manufacturing/assembly facility or a business incubator on the campus (perhaps publicly owned);
- Utilizing acreage in the water for research/habitat enhancement for animal and plant species; and,
- Tying access to Snake River with water quality programs/initiatives similar to the main WWCC campus.

While residential dwellings are not addressed above, they could be a component of this recommendation, but only if they were integral to the other functions identified in the recommendation (i.e., student housing).

Walla Walla Community College itself owns only a small amount of acreage in the area included in this recommendation. It will require creative and innovative partnerships for the college to acquire the remaining land that would be owned and operated by WWCC.

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<sup>6</sup> The Port of Clarkston owns seven acres under the water in the Snake River directly north of the existing campus.

<sup>7</sup> One new wind turbine project with up to 444 wind turbines is in the permitting stage presently, to be located in neighboring Garfield County. The same LLC (Blue Sky LLC owned by RES, Inc and Puget Sound Energy) is planning to begin permitting a 200 wind turbine expansion to existing wind projects in Columbia County in September 2009. Other companies are exploring the possibility of wind projects in both Columbia and Garfield counties, with rumors that the wind projects could stretch into Asotin County (the location of this riverfront plan). Wind projects will do particularly well in Washington, given the passage of renewable portfolio standards for utilities. In addition, there are two factors in eastern Washington that make them particularly feasible: 1) the wind; and 2) access to Bonneville Power Administration transmission lines which can then transport energy to other parts of the country where it is needed.

For this reason, the “green energy” concept is not merely a dream in Asotin County. It is daily becoming a reality in the form of wind power. Walla Walla Community College is well situated to address workforce training issues relating to this growing industry. WWCC could model institutional energy projects, train the workforce, provide technical assistance to support industries, and provide other services. The campus in Clarkston is ideally situated for this kind of growth.



Figure 7: Concept for expanded WWCC campus, combining workforce training, employment, conservation

The location targeted for this recommendation was the focus of the greatest number of other alternatives, perhaps in part because approximately 10 acres of land is not currently improved. Proposed as alternatives were these options:

1. Create/encourage more retail—a boutique shopping center;
2. Extend the RV Park at Hells Canyon Resort in order to increase critical mass and make that facility more profitable; have this extension focus more on extended stays;
3. Create a residential gated community for seniors, consisting of single-family stand-alone manufactured houses
4. Combine options #2 and #3 above, with a focus of serving primarily “snowbirds” that would occupy their respective amenities for a portion of the year; and,
5. Build a movie theatre, co-located with a restaurant and catering business.

These alternatives were rejected in favor of the expanded WWCC campus recommendation for several reasons. A limited number of people, and quite likely not full-time community residents, would be the primary beneficiaries, and the option did not encourage the higher density and/or employment living solutions described in the recommendations discussed elsewhere in this report. Housing should be limited, if permitted at all, in this zone. A housing development could minimize flexibility in future land uses that might occur as future opportunities develop.

It is important to note that the following characteristics offer restrictions to all the alternatives and the recommendation listed above:

- This acreage is privately owned with the owners either uninterested in selling and/or owners looking to obtain a fairly high rate of return on their investments. Their wishes and desires relating to the future use of this land will be paramount with regard to its ultimate utilization.
- Public policy decisions through zoning can help shape uses, but all of these alternatives require some modification to the existing zoning.

Through the feedback process, we have developed a series of questions that may assist in evaluating proposed changes for the land located between 14<sup>th</sup> Street and the Red Wolf Bridge, from Bridge Street north to the water's edge and beyond:

- Does it serve people of diverse ages?
- Is it exclusive or inclusive, allowing people of a range of income streams to participate?
- Does it encourage full-year residency of owner-occupied dwelling units rather than part-year, transient residency?
- Does it complement and provide synergy for adjacent businesses or activities?



Figure 8: Brewery facilities—Courtesy of Riverport Brewing Company

**Experiential Manufacturing:** A second, important economic development initiative builds off recent investments in the study area, in the form of a winery and a brewery. Both involve manufacturing processes, which is an industry typically encouraged in economic development initiatives. These manufacturing processes, however, are unusual in that visitors to the business enjoy unique experiences. This provides the opportunity to bring manufacturing and tourism together. The concept behind this recommendation is to encourage more “experiential manufacturers” to locate north of Port Drive and primarily east of 13<sup>th</sup> Street. This would create a critical mass of businesses reinforcing the riverfront as a destination for both residents and visitors alike. In addition to wine and beer making, manufacturers whose products would be a good fit for this area are potters, artists, cheese and chocolate makers and perhaps a distillery, as well as more wineries and breweries. The goal is to encourage both the manufacturing of products that can be consumed locally and shipped out of the area and to provide an experience for those who wish to visit the business in person.

Discussions that lead to the evolution of this recommendation related as much to the terminology as anything else. It was suggested that the concept being conveyed in the recommendation was actually “ag tourism” because the wine industry in other communities fits under this heading. Others suggested “organic food processing” or simply “food processing.” Those suggestions were not tapped, because concept behind the phrase “experiential manufacturing” was not simply food and beverage related. It includes pottery, glass-making and other crafts people and artisans. “Ag tourism” is typically connected with a sense of place. The winery experiences referenced in examples revolved around tasting wines surrounded by the grape vines that had produced the grapes. “Experiential manufacturing” near the riverfront could help grow ag tourism in our region, but should not replace any progress in that direction.

Alternatives to “experiential manufacturing” were vague such as “tourism-related” and came before the concept of “experiential manufacturing” evolved. The real evaluation of alternatives resulted from identification of the concentration of transportation/distribution businesses in existence in the Port-Commercial and Heavy-Industrial zones. Planning participants weighed a series of recommendations that would both to co-exist. Since it had already been determined that transportation/distribution businesses could interrupt the synergy relating to creating a critical mass of experiential manufacturing, the consensus evolved that divided the areas such that from 9<sup>th</sup> to 13<sup>th</sup> Streets should be experiential manufacturing, while new transportation/distribution. However, it was determined that the Washington State Department of Transportation’s maintenance yard was not the same type of business as the distribution businesses identified by research.

Feedback received indicated approval of the connection between a potential water-based research facility that residents and visitors could tour along with experiencing the products of the manufacturers.

**Live, learn, earn, eat, drink, and play!** The concept behind this recommendation is that the riverfront can and should be the center of many life functions. Jobs should be located here, in a fairly high density, in buildings at a minimum of three stories high. While creating a multi-story professional office complex to house design and other “living wage” professionals is the primary thrust of this recommendation, a secondary component relates to the creation of nearby housing. The professionals can live in the housing, but so can retirees, and others of varied levels of income.

The concept of a professional office complex supports other recommendations relating to rezoning for a closer, higher concentration of people living on the riverfront. Those taking advantage of the broad range of amenities available at the riverfront should not have to live away from immediate location

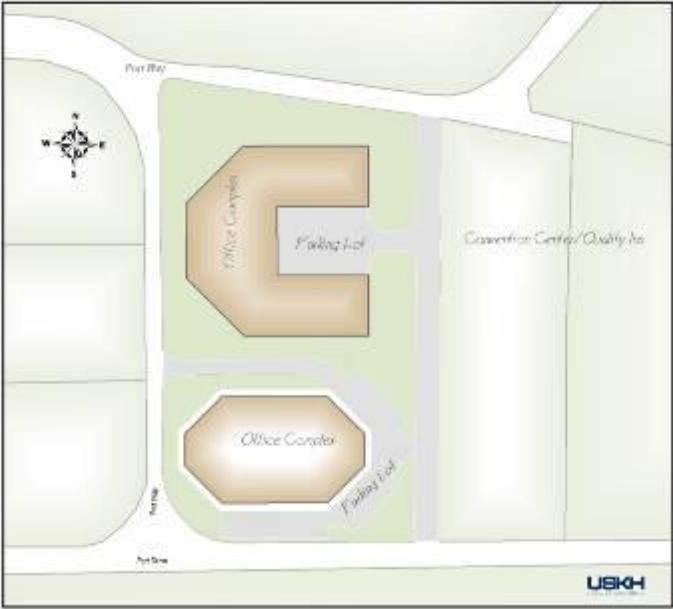


Figure 9: Potential layout of professional office complex between Port Drive and Port Way

This professional office complex is contemplated for the four+ acres part of which are located under the current administrative office for the Port of Clarkston. The location stretches between Port Drive and Port Way, on the east side of 9<sup>th</sup> Street and faces Granite Lake Park, a public park with pathways connected to the 26-mile Clearwater

Snake National Recreational Trail.<sup>8</sup> Likely, there would need to be a parking garage to accommodate this kind of density. The advantage of the facility being essentially on the same block as a well-established lodging facility is complementary to the business process in that clients, customers and others from outside the immediate area have a place to stay. As you can see from the concept drawing in Figure 10, people working in this building would have views of the riverfront if their offices are located on the north side of the building.



Figure 10: Drawing of potential exterior of buildings between Port Drive and Port Way

Not depicted in this concept drawing is a fourth story to the buildings that could potentially consist of condominiums on the top floor. A feasibility study/marketing study needs to be done to determine the right square footage of office space that could be sustainable in this location.

The idea that condominiums could be part of this adds complexities, but those are not insurmountable. Some of the complexities relate to whether lending institutions would be willing to loan money to borrowers whose homes are on leased land. The current Port of Clarkston commissioners have taken the position that that particular piece of ground is not for sale. It would break up existing contiguous parcels owned by the Port and encourage speculation without assuring positive economic benefits for the community.

These buildings, as they are envisioned, will exceed current city height restrictions on buildings. The City of Clarkston's height restrictions are currently based on the reach of the fire-fighting equipment owned by the City. While this is an important consideration for buildings under construction today, as equipment upgrades occur, it appeared possible that future City equipment could be capable of fighting fires in taller buildings. Firefighting partners, today, have adequate equipment to serve taller structures. Therefore, it appeared that modifying the height of buildings was a possibility going into the future.

The pros and cons of such a project as well as a business case for it can and should be fully evaluated before any marketing is done. Of note is the fact that toward the south side of this parcel, chain stores or other retail ventures of significant size are discouraged in this plan. This parcel is north of Port Drive. Another recommendation in this report is that the property north of Port Drive be preserved for "experiential manufacturing" and other unique type of amenities with appeal to tourists and residents alike.

One of the comments by a planning participant was: "Don't forget the people who live here." She was intending to convey that while turning the North Clarkston location into a tourist destination would tap the assets in a positive way for the community, there was something missing in the plan if it directed resources only toward tourism. We

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<sup>8</sup> The river it overlooks is on the Northwest Discovery Water Trail. That puts two federally designated areas right out the front door of the facility.

think this “*live, learn, earn, eat, drink, and play!*” recognizes the value of maximizing the riverfront for the benefit of its residents without removing the possibility that it can also be a tourist destination. Of all the recommendations, particularly if it includes dwelling units, it is most likely to create an active, vibrant riverfront.

**Locate Port administrative office and functions occurring in other small buildings on Port Way elsewhere:**

This recommendation sets the stage for the “*Live, learn, earn, eat, drink & play*” recommendation described above. Encourage the Port to market the entire parcel east of 9<sup>th</sup> Street between Port Way and Port Drive for a professional office complex as if the three existing buildings on Port Way (845, 845½, 849) were not in existence. The marketing plan should call for eventual removal of these buildings to facilitate the creation of a three or four story complex that primarily provides office space for professional design firms, supporting amenities such as a coffee shop, weight room, and day care center and perhaps even some condominiums.

**Relocate U.S. Army Corps of Engineers administrative office/maintenance yard:** The U.S. Army Corps of Engineers has an operations division office located with their boat ramp at a key location at confluence of Snake and Clearwater Rivers. This facility is located at the east end of Fair Street, just north of the Blue Bridge. This operations office has housed staff and equipment for on-going maintenance, security, and monitoring of the levy system in the Lewis-Clark valley. The boat ramp co-located with the Corps’ office is used occasionally by them or federal or state Fish and Wildlife officials, but it was intended primarily for recreational use.

The Corps has nearly 10 acres of land in that location not associated with the ramp or recreational parking that is not currently leased to the Port of Clarkston, approximately 6 which are unimproved. The remainder contain the facilities required for their operations. While on the surface, it would appear that the potential for planning relating to those unimproved 6 acres should be one of the priorities of this riverfront plan, this was not part of the planning discussion. The adjacent RV Park has been moving forward on subleasing from the Port of Clarkston the unimproved acres for an expansion of their RV Park for nearly 4 years. The draft lease documents have been circulating for approximately 18 months. It was felt that this window of opportunity had closed years ago. Therefore, planning participants were not encouraged to discuss options with regard to that location.

There are nuances to the “highest and best use” criteria used to evaluate existing Corps uses at this location. The Corps has peripheral facilities, the boat launch and parking area, that are located in ways that significantly solve existing river access problems. The boat launch<sup>9</sup> and adjacent launch area do provide essential services that cannot be located just anywhere. A question then arises regarding the need for the Corps administrative and operational functions to be co-located with the boat launch. Analysis of the circumstances results in a negative response—it is not essential that the Corps administration/operation function be co-located with the recreational boat ramp. In fact, if the Corps were willing to lease the boat launch area, the parking lot and its offices to another entity, such as either the City of Clarkston or the Port of Clarkston, those local governmental entities would be eligible for state boating money that would provide for upgrades or improvements for facilities that provide benefits to boaters.<sup>10</sup>

As discussed in Chapter 2, planning participants separated the Corps’ administrative office/maintenance functions away from the recreational facilities. In doing so, they concluded that the administrative/maintenance operations could be conducted from a location that was different from the one they currently use. The same could not be said with the recreational boat ramp. Planning participants felt strongly that the Corps should relocate within Asotin

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<sup>9</sup> It should be noted that the existing boat launch has some problems with sediment build-up that the Corps has not been able to secure resources for in order to dredge.

<sup>10</sup> This money seldom, if ever, is used for dredging, which is an on-going expense associated with every in-water amenity in the study area. Amenities recommended by commenters include a fish cleaning station, a full service boat yard that is perhaps organized as a co-op, a hydraulic lift to remove boats from the water, drinking water, electricity, short-term recreational boat moorage, a pump-out station, and internet connections. Some of these amenities may be eligible for state grant funds.

County, perhaps co-locating with USDA Forest Service's Hells Canyon National Recreational Area Clarkston Field Office. (This office is located just south of Swallows Park.) The Hells Canyon NRA has long been targeted for upgraded facilities (Destination Development's 2002 assessment). Cooperation between two federal governmental entities could be achieved and efficiencies gained. Other alternatives should be explored as well.

Alternative land uses include a full-service boat yard including haul-out facilities, water taxi operations, and additional recreational commercial operations at that location such as bicycle or boat rentals, fishing supply shops, and other amenities. Planning participants believed that numerous higher and better uses exist for that property.

The Corps is aware of this recommendation. As with many parties for whom relocation has been discussed, their unofficial response was "Make us whole." This indicates acquisition, if necessary, of other land and the building of facilities that meet their needs by parties other than them. The Corps has further stated at the levy system in the Lewis-Clark Valley is reaching an age such that they expect stepped up efforts for operations and maintenance, and have indicated that curtailing the amount of land at their present location did not anticipate the need for more on-going work.

***Put Clarkston Rent-A-Space on notice that their lease will not be renewed after July 2026:*** With a new Walmart Superstore, more traffic will be passing through the intersection at 13<sup>th</sup> and Port Drive. Clarkston Rent-A-Space leases several acres from the Port of Clarkston at the north-east side of the intersection. The business is not riverfront dependent; storage space is available elsewhere, and while this facility is well-kept with on-site security not offered by many storage units in the valley, planning participants concluded that there is a higher and better use of this property near the riverfront. Alternative uses for this property include more experiential manufacturing businesses, unique retail opportunities, potentially a boutique hotel or other higher, better use.

***Explore Relocating Driving Range:*** A final entity identified for "highest and best use" relocation is the driving range or "Golf Center" located north of the Quality Inn, with the riverfront trail as its northern boundary. Feedback related to this entity is that this recreational opportunity is not water-dependent. This particular facility is being mentioned, not because it is the focus of an immediate recommendation, but because it presents potential for a future recommendation. The driving range is located on Corps-managed property.

One of the reasons for potential relocation relates to the fact that golf balls are escaping the driving range and landing in the adjacent RV Park. Technology with regard to drivers and golf balls has exceeded the space currently dedicated to the driving range. The current solution has been that when winds are blowing a certain direction and a certain speed, they close the driving range. The option that has not been explored is relocating the driving range to another part of the community and freeing that space up for a higher and better use.

The recommendation in this case is not to move immediately forward on the relocation but to explore the option. It took a lot of work to get the proper permits from the Corps to make the current improvement, which is not significant. The alternative proposed in the planning process was to create a canal from the river's edge, similar to a canal in San Antonio, Texas, and have the canal lined with shops. These shops would be primarily accessible by boat. This concept is not generally the type of recreational opportunities that have been approved on Corps-managed lands; gaining the Corps' approval will be a significant step before implementing any alternative uses.

The concept involved such a significant displacement of soil and massive improvements on land that has been used partially as a car body depository. Any movement on exploring this potential needs to be thoughtful and with the right amount of investigation from a historical/cultural perspective. For these reasons, this plan does not call for the immediate relocation of the driving range. Rather, the recommendation is to continue the dialogue and explore the options for alternative use and the advantages of relocating the driving range currently located north of the Quality Inn.

**Relocate businesses with holding/maintenance yards for heavy highway and other construction** equipment to the new sustainable business park. Four businesses in the study area used land primarily for a holding or storage area for equipment between construction projects. A fair amount of acreage was tapped for these purposes. The improvements made on the property were shops or equipment maintenance buildings.

Planning participants identified the opportunity to free-up land near the riverfront by encouraging these businesses to relocate in the new sustainable business park being developed by the Port of Clarkston.

**Preserving public access to and along the riverfront.** This recommendation was offered by nearly every person participating in riverfront planning. The goal behind this recommendation is to assure that just as much of the shoreline throughout the planning area be preserved for public use as possible. Many defined access as a continuation of the existing biking/walking trail system that is defined as the Clearwater Snake National Recreational Trail.

Planning participants created a Phase I and Phase II relating to this recommendation. Phase I consist of extending the trail through the study area. Phase II consists of expanding the trail to the west, outside the study area, and potentially all the way to Chief Timothy Park, where the Maya Lin sculpture/amphitheater will be located.

Figure 13 shows where the existing trail is, in orange, and a proposed location of the trail expansion in red. Phase II is not depicted on this map.

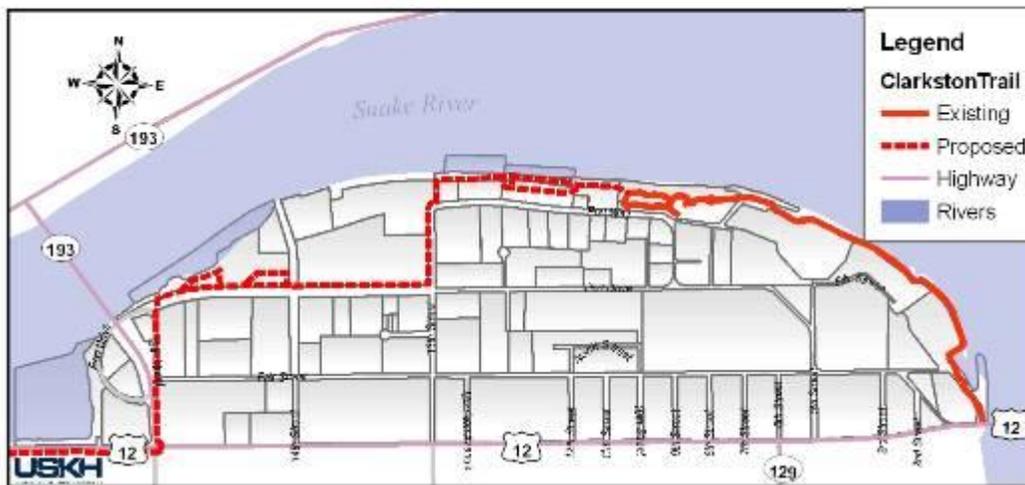


Figure 13. Planned trail expansion in study area

**Explore allowing additional lodging facilities in the study area:** Some planning participants were advocates for more hotels on the riverfront, similar to the Tri-Cities, along with a convention center. Input from other planning participants recommended a cautious approach; because new hotels and a convention center could be conceived of as a positive change does not guarantee that they would be profitable. The former convention center purchased from the City of Clarkston by the Quality Inn illustrated that having a convention center in Clarkston did not guarantee the kind of traffic and visitations usually anticipated as a result in that investment. Convention centers across the state of Washington are having difficulty remaining in the black. The convention center idea was rejected almost as quickly as it came up.

The building of one or more boutique hotels was recommended in the July 2007 Lewis-Clark Valley Tourism Strategic Plan sponsored by Valley Vision. “Boutique hotel” is a term used to describe intimate, usually luxurious or quirky hotel environments. Boutique hotels differentiate themselves from larger chain/branded hotels and motels by

providing personalized accommodation and services/facilities. Typically boutique hotels are furnished in a themed, stylish and/or aspirational manner. (In consumer marketing, an aspirational brand means a large segment of its exposure audience wishes to own it, but for economical reasons cannot. An aspirational product implies certain positive characteristics to the user, but the supply appears limited due to limited production quantities.)

Boutique hotels are usually considerably smaller than mainstream hotels, often ranging from 3 to 50 guest rooms. Boutique hotels are always individual and are therefore extremely unlikely to be found amongst the homogeneity of large chain hotel groups.

Planning participants developed a recommendation related to lodging for both types, the boutique hotel concept and/or additional regular hotels. The recommendation was to “explore” the opportunity, though, rather than recommending full-fledged implementation. Planning participants agreed that if this lodging option were carefully investigated with a true market analysis that demonstrates both feasibility and sustainability, one or even more lodging facilities should be encouraged.

Bed and breakfasts are not allowed in either the Port Commercial (PC) or Heavy Industrial (HI) zones. Hotels are allowed in PC zone, but not the HI zone. The zoning matrix does not distinguish between hotels and boutique hotels. Given the existing zoning codes, the best location for this type of business would be anywhere in the study area between 9<sup>th</sup> and 13<sup>th</sup> Streets. However, planning participants were not adverse to allowing lodging west of 13<sup>th</sup>, particularly near Walla Walla Community College, if that was determined to be feasible. A zoning change would be necessary in that case.

**Recommendations relating to Port crane and Port crane dock:** Planning participants recommended keeping the Port crane available for freight movement while the existing one continues to work, but explore any and all options for management of operations. Of all the areas examined, this was the one where it was most difficult to look into the future. How long would a double cable crane originally constructed in 1938 continue to be effective in the movement of cargo on the Snake and Columbia Rivers? Because it is on a pedestal, the crane is not as flexible as if it were on a track. Therefore, while it can assist with freight movement and is quite efficient for some kinds of work, it is not ideal for all operations. Therefore, the recommendation that evolved was for near-term. The Port should continue to market the crane, making small expenditures for peripheral equipment to do the work, but not investing in a new crane until demand was sufficient to get full payback of capital and on-going expenditures within a 10 year period.

The planning participants recommended continuing to keep the Port crane dock as a secondary cruise boat dock or other tourism amenity if the crane itself ceases operations.

**Other In-water use recommendations:** The following recommendations relate to “in-water” uses. These are primarily self-explanatory.

- Improve the existing marina at Hells Canyon Resort and add amenities such as diesel fuel;
- Expand amenities at the Port-owned recreational boat dock at Granite Lake Park to include amphitheatre style seating, shore power, drinking water, holding tank pump-out, and internet connection to better accommodate boats up to 50' in length, and promote entertainment/competition potential; and,
- Improve the boat launch area at Greenbelt Ramp, managed by the Corps of Engineers, by dredging and adding amenities for recreational boaters.

**Other recommendations in general:** The following recommendations resulted from

- Encourage retail growth north of Port Drive in the form of unique shopping experiences, rather than chain stores;
- Locate future big box stores on or nearer the Highway 12 corridor; do not locate large retail centers north of Port Drive;
- Encouraging Walla Walla Community College's plan to offer culinary educational opportunities thereby expanding to qualify of chefs to the local restaurants but also providing support for food processing businesses;
- When there is a choice between nonresident owners of businesses and "home-grown" owners offering the same services (example: coffee drive-throughs), encourage development of "home-grown" businesses;
- Locate tourism amenities primarily east of 13<sup>th</sup> and transportation/distribution activities primarily west of 13<sup>th</sup>;
- Create interpretive panels to be placed near the grain terminal to help locals and visitors better understand the facility itself and the agricultural heritage of the region;
- Create better connections for vehicles, pedestrians, bicyclists and others between downtown and residential areas and riverfront; consider all access points through on-going circulation study, but in particular, focus on the feasibility of expanding 10<sup>th</sup> Street to the north between Fair Street and Port Drive; and,
- Beautification:
  - Create design standards for buildings and parking structures and implement through the use of a study-wide design review committee;
  - Phase standards in over time to upgrade the look of the study area from primarily industrial;
  - Plan for regular investment on existing facilities (Port-owned and otherwise) to improve look;
  - Plant the "boulevard" already existing between the lanes on Port Drive between 13<sup>th</sup> and nearly 15<sup>th</sup> Streets; and,
  - Plant more grass and trees throughout the zone to create a park-like setting to all improvements.

## CHAPTER 4. IMPLEMENTATION STRATEGY

Implementation of these recommendations, for the most part, will consist of the building of partnerships, translating the vision into marketing documents and marketing it to potential investors, and keeping the dialogue going.

The following priority steps were identified as key components to assist with implementation.

### Near-term

#### Immediate actions involving the **Port of Clarkston**:

1. Review results of Riverfront Master Plan with public and private partners to garner their support.
2. Continue advocacy for navigation on the Columbia/Snake River channel.
3. Continue to take steps to develop parcels of land with adequate infrastructure away from the waterfront so that the waterfront can be freed up for the other recommendations identified in this report.
4. Put the Clarkston Rent-A-Space on notice that when its lease expires, the lease will not be renewed. Further, the Port should work with the business owner(s) to assure that their business needs will be met elsewhere.
5. Actively market the Port-owned property that is not currently leased for the purposes identified for those specific parcels in this report.
6. Review and revise the Port of Clarkston Comprehensive Plan to adopt these recommendations into that plan. Incorporate comprehensive revisions into annual work plan.
7. Continue to market the crane, the crane dock, and other water transportation amenities.
8. Work the Nez Perce Tribe to evaluate level of Tribal support for extended WWCC campus and conservation/habitat analysis recommendation.

#### Immediate actions involving the **City of Clarkston**:

1. Review the results of this Riverfront Master Plan and determine the City's support for various recommendations;
2. Compare recommendations to the existing City Zoning matrix and discuss potential changes.
3. Instruct Planning and Zoning Council to work on further refinements of the recommendations and to also explore applicability of similar recommendations to areas in the city limits but outside the study area.
4. Designate individuals to serve on a study-wide Design Review Committee to help create and implement design standards.
5. Take recommendation relating to extension of 10<sup>th</sup> Street north to Port Drive through Public Works Committee, City Council, and, if appropriate, MPO for current circulation study discussion.
6. Explore design standards for the study area tapping the City's planning and zoning council.
7. Review and revise the City of Clarkston's Comprehensive Plan to adopt appropriate recommendations, as needed.

#### Immediate actions involving **Walla Walla Community College**:

1. Adopt the expanded campus concept through their comprehensive planning process.
2. Identify landowners and discuss with them estate planning options.
3. Educate legislators and others regarding the potential for this plan.

#### Immediate actions involving entities in the **Lewis-Clark Valley**:

1. Continue collaboration toward single waterfront master plan.

## Mid-Term

1. Begin to make ownership transfer of properties to facilitate goals of the plan.
2. Regularly re-evaluate objectives and make adjustments as necessary.

## APPENDICES

### APPENDIX A– DETAILED CATEGORIZATION OF EXISTING BUSINESSES, SORTED THROUGH CITY OF CLARKSTON ZONING MATRIX

	P-C	H-I	Marina Area	Totals
Automobile body repair shop	1	1		2
Bowling alley/commercial amusement	3		2	5
Building supply outlet		1		1
Business or professional office	5			5
Cabinet/furniture shop	1	1		2
Contractors' storage yard	2	2		4
Equipment rental/sales yard	1			1
Food processing plant	2			2
Freight terminal	1	1		2
Grain storage	1			1
Hotel	1			1
Industrial use, light		2		2
Machine shop		1		1
Marina			1	1
Medically related professional office	1			1
Monument works		1		1
Nursery for flowers and plants	3			3
Public utility yard	1	1		2
Recreational Vehicle Park	1		1	2
Restaurant	2			2
Retail store	4			4
Storage rental unit	3			3
Terminal yard, trucking	1	1		2
Transportation Facility		1		1
Truck and tractor repair		1		1
Upholstery shop		1		1
Warehouse		2		2
Wholesale distributing facility	3	3		6
Wireless telecommunication facility		1		1
Wood processing plant		1		1
<b>TOTALS</b>	<b>37</b>	<b>22</b>	<b>4</b>	<b>63</b>

Notes: While the North America Industry Classification System was used to download data, it was difficult to make NAICS codes fit into the specific zoning categories used by the City of Clarkston. In fact, there are not 5 bowling alleys in the area examined. There are none, but there is a driving range/mini-golf course, 3 commercial jet boat tour operators, and a helicopter tour business. Thus, this category was selected for its "commercial amusement" terminology. The winery and brewery, likewise, were difficult to categorize. These were placed in the food processing plant category.

**APPENDIX B – DETAILS RELATING TO EXPANDED WALLA WALLA COMMUNITY COLLEGE CAMPUS CONCEPT**



## APPENDIX C – APRIL 10, 2009 ARTICLE IN LEWISTON MORNING TRIBUNE

### Port manager shares vision of future

By Elaine Williams of the Lewiston Morning Tribune

Friday, April 10, 2009

Picture this:

Existing Clarkston Port businesses, Basalt Cellars, a winery, and Riverport Brewing Company, a beer brewery, would be joined by others that would make cheese, fudge and hard liquor. A boutique hotel would be constructed.

And that might only be the beginning, said Wanda Keefer, manager of the Port of Clarkston, who hosted an open house Thursday. The purpose of the event was to gather public comment about what should happen in the area north of Bridge Street in Clarkston in the next 20 years.

The concentration of big-box stores that started with Costco, and a super WalMart scheduled to open in October, would grow. Those new retailers might be accessed from Bridge Street. Land might be reserved to permit an expansion of the satellite campus Walla Walla Community College has in Clarkston.

The roughly 26 miles of asphalt pedestrian trail in the Lewiston-Clarkston Valley along the Snake and Clearwater rivers would be extended from its present end in Clarkston near the Quality Inn all the way to the park at Chief Timothy Island. A committee might be formed to review how buildings looked to be sure the architectural styles blended.

The use of land where the Lewis-Clark Grain Terminal stands now might change after its lease expires in 2021.

Some or none of that could happen in the future depending on the comments the port receives in the coming weeks, Keefer said.

The comments will form a plan that will be finalized early in the summer and guide development, Keefer said. "We'll hit the right chord that's going to serve the community."

Change is inevitable, Keefer said, and when no one plans, the projects completed have a higher chance of being ones people don't want, such as a 30-foot cell tower in a place most community members believe has a better purpose.

Choices made now, Keefer said, can have a huge impact on what happens later. For example, the lease the port has for Rooster's Landing is for 60 years. Rooster's Landing is a restaurant that just relocated from one Clarkston riverfront location to another. "If we make a wrong decision we're stuck with it for a long time."