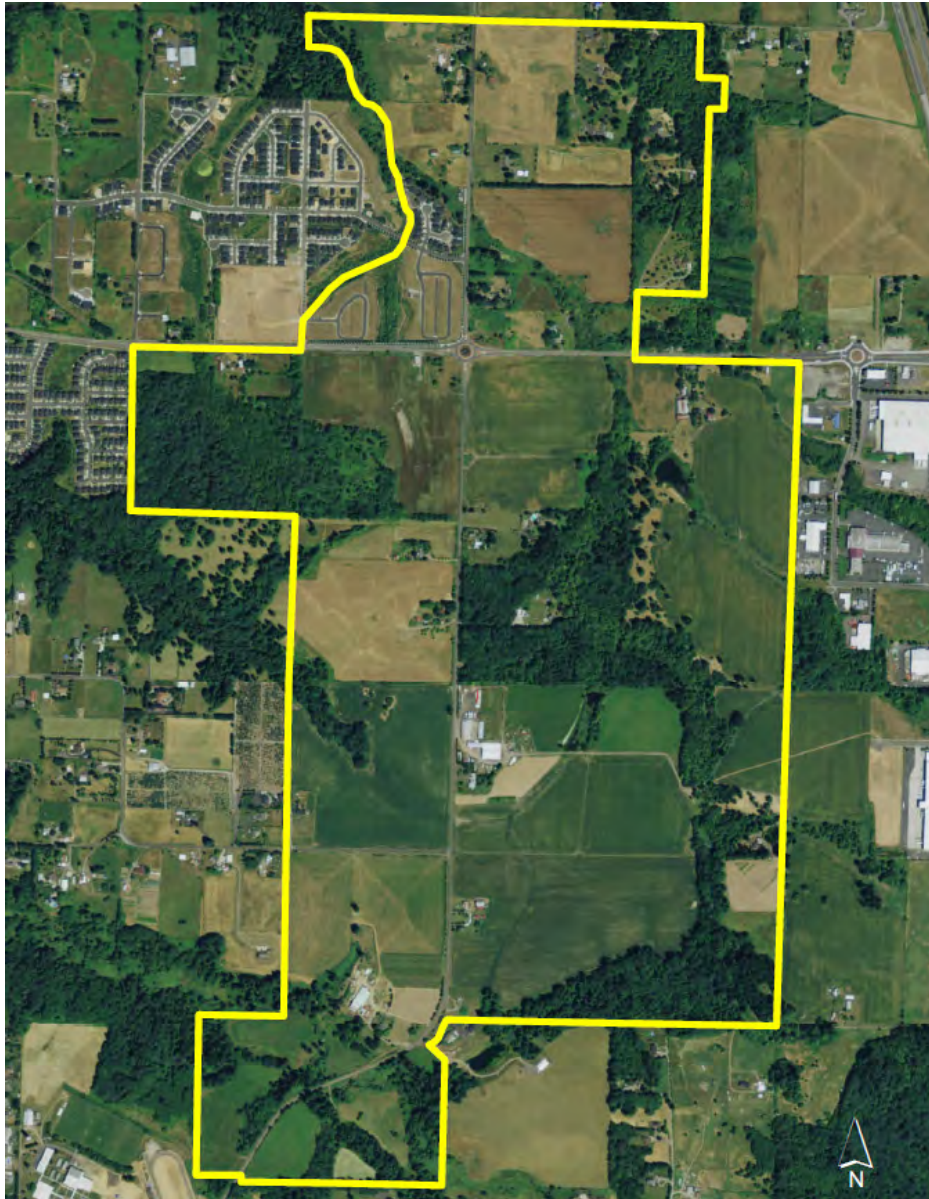


# CITY OF RIDGEFIELD: PIONEER & 45<sup>TH</sup> SUB-AREA PLAN



December 2015



# AT-A-GLANCE SUMMARY

The Pioneer and 45<sup>th</sup> Sub-Area Plan is one of several planning efforts currently underway by the City of Ridgefield (City) in conjunction with the update of the 2013 Ridgefield Urban Area Comprehensive Plan, scheduled to be finalized in early 2016. This area encompassed by the plan comprises 730+ acres. A summary of plan findings and recommendations follows.

**Existing Conditions.** Current zoning for the sub-area represents a mix of uses – including single/multi-family residential, commercial retail/office, and parks/open space zoning. Most of the sub-area situated between Ridgefield’s downtown and the I-5 junction is as yet undeveloped. While street and utility infrastructure capacity is generally in place to serve future development, extension of utilities and a more complete street grid plus recreation trail system is envisioned as development occurs. Critical areas (including wetlands) comprise nearly 300 acres (or over 40%) of the sub-area – a constraint that also offers opportunity to serve as an enhancement for a high amenity community.

**Market Context.** With 6,400 in-town residents, communities served by Ridgefield encompass a total trade area of nearly 40,000 residents. Residents of the primary trade area tend to be well-educated, homeowners with families and with relatively high median incomes – and with an expanding *Discovery Corridor* job base. Key developments suggested by sub-area plan market analysis include a diverse mix of single- and multi-family residential, community retail, and campus office in a setting offering opportunity for horizontal mixed use.

**Stakeholder Participation.** The Pioneer and 45<sup>th</sup> sub-area planning process has drawn on extensive stakeholder participation, also including feedback from a well-attended September 2015 public open house. The preferred planning concept has been shaped by suggestions received.

**Pioneer & 45<sup>th</sup> Plan Concept.** The plan concept selected reflects four guiding principles developed by stakeholders with input from the City. The preferred concept identifies the mix and location of land uses within the sub-area. While not a regulatory map, the preferred concept serves as the basis for zoning map amendments recommended in conjunction with sub-area plan adoption – with the intent of establishing a development pattern consistent with the guiding principles.

**Action Agenda.** Public sector implementation of the sub-area plan will occur through an action agenda involving:

- Land use strategies for plan adoption, overlay district, and modified planned unit development ordinance.
- Transportation and utility infrastructure investment.

## Pioneer & 45<sup>th</sup> Sub-Area Guiding Principles

- Creates the opportunity for appropriately scaled and attractive development that is complementary to and adds value to downtown and the junction, consistent with the Ridgefield character
- Creates a walkable community with multimodal connections within and beyond the sub-area
- Equitably distributes development opportunities
- Offers flexibility to adapt to changing community and market expectations over time.

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This Pioneer & 45<sup>th</sup> Sub-Area Plan has been prepared by E. D. Hovee & Company, LLC in cooperation with BergerABAM and DKS Associates for the City of Ridgefield, Washington.

Work on this plan was guided by active involvement of sub-area stakeholders and citizens of Ridgefield including opportunity for discussion and community feedback on sub-area planning at a public open house on September 23, 2015.

This participation is gratefully acknowledged.

A review draft of this sub-area plan has also been revised based on input received from Planning Commission and City Council discussions in November and December, 2015.

Cover photo is per Esri, the City of Ridgefield, and BergerABAM.

# I. PIONEER & 45<sup>TH</sup> PLAN INTRODUCTION

As one of the fastest growing cities in Washington state, Ridgefield 's adopted vision is to: *become a regional employment center, build and maintain quality neighborhoods, protect and manage abundant natural resources, and carefully manage growth of the community over time.* The proposed Pioneer and 45<sup>th</sup> Sub-Area Plan is integral to fulfilling this vision for an emerging neighborhood linking Ridgefield's downtown with the I-5 junction.

The Pioneer and 45<sup>th</sup> Sub-Area Plan is one of several planning efforts currently underway by the City of Ridgefield (City) in conjunction with the update of the 2013 Ridgefield Urban Area Comprehensive Plan, scheduled to be finalized in early 2016. This sub-area plan is centered on the intersection of 45<sup>th</sup> Avenue and Pioneer Street, encompassing an area of over 730 acres.

## PLANNING PROCESS

This multi-step sub-area planning process has involved three overall phases:

### **Data Gathering**

- Existing conditions analysis
- Stakeholder interviews
- Demographic and market assessment

### **Concept Plan Development**

- Establish sub-area guiding principles to set a broad vision for the sub-area
- Develop draft conceptual plans to address stakeholder feedback and market conditions
- Determine a preferred concept plan and zoning consistent with the guiding principles

### **Policy Refinements & Action Plan**

- Public open house (September 23, 2015)
- Recommend policy refinements and implementation strategies

## PLAN ORGANIZATION

This Pioneer and 45<sup>th</sup> Sub-Area Plan document is organized to cover the following topics:

- Existing conditions
- Market context
- Stakeholder perspectives
- Pioneer & 45<sup>th</sup> plan concept
- Action agenda

## II. EXISTING CONDITIONS

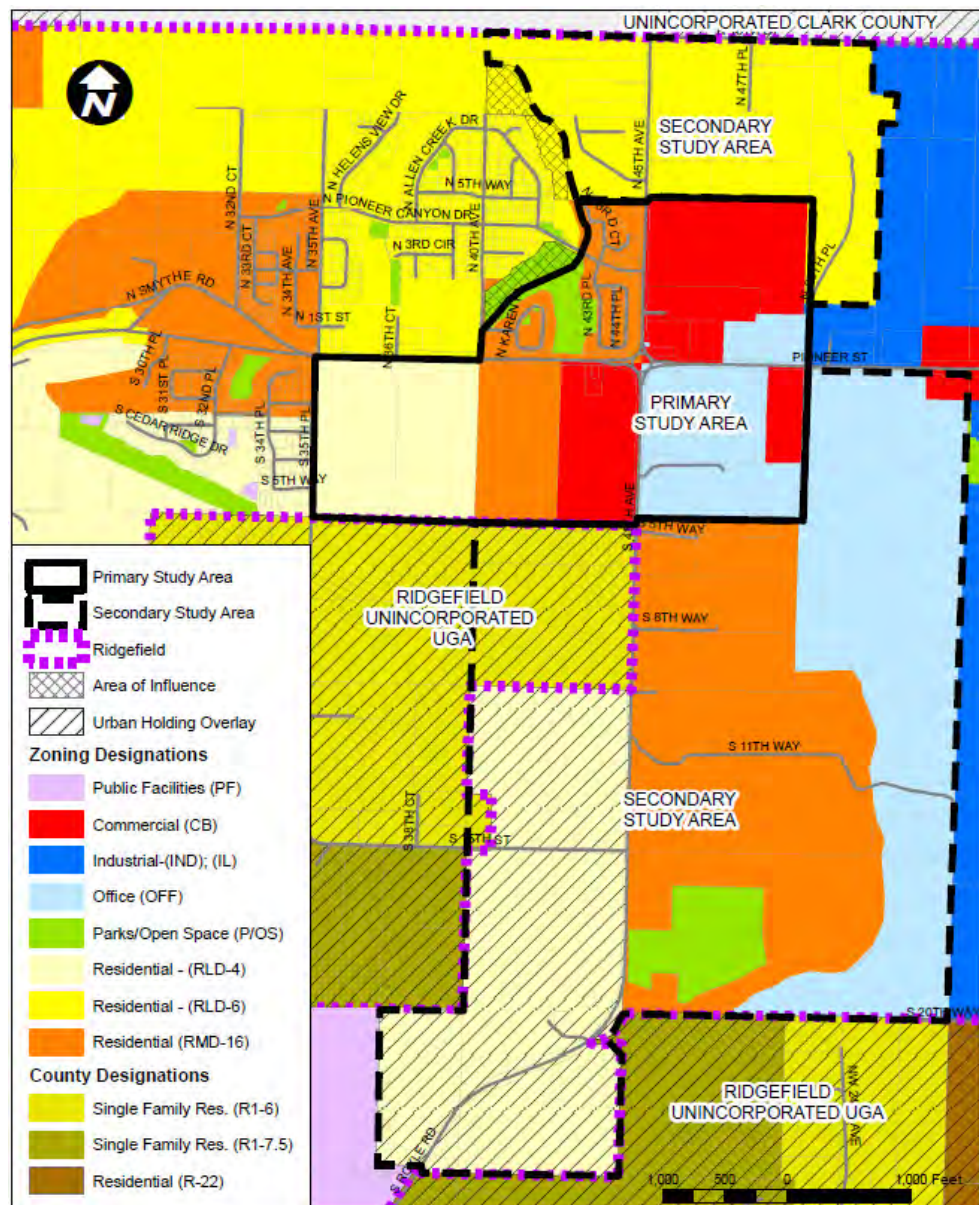
Existing conditions evaluated as part of the Pioneer and 45<sup>th</sup> sub-area planning process have included zoning and comprehensive plan considerations, parks and open spaces, critical areas, utility and transportation infrastructure, and build-out capacity for future development. Information is summarized from more detailed existing condition reports of June 2015.

### SUB-AREA ZONING

As illustrated, current zoning of the 733-acre Pioneer and 45<sup>th</sup> sub-area covers designations of:

- **Low density residential** (RLD4/6) zones totaling close to 314 acres for single-family residential use.
- **Medium density residential** (RMD16) zone with 174 acres currently zoned at densities of 8-16 units per acre.
- **Commercial Community Business (CCB)** zoning of 60 acres for general retail trade, services and hospitality.
- **Office (OFF)** with 158 acres zoned for campus office including limited use retail.
- **Parks/Open Space (P/OS)** current zoning for 26 acres.

Sub-Area Plan Boundaries & Zoning



A *primary* portion of the sub-area includes properties in proximity to the node at Pioneer Street and 45<sup>th</sup> Avenue – as a major focus for anticipated near-term development. A *secondary* area was noted both north and south of the primary area. Much of the residential property to the north is already committed to development. Development to the south is expected to occur over a multi-year build-out period, responding to the impetus of primary area investments.

Of note is that an urban holding district (UH-10) designation has been applied on an interim basis to some land where capital facilities are currently inadequate to support development. Also noted is that an approximately 40-acre portion of the study area has not yet been annexed to the City, but is subject to a Clark County single family residential (R1-6) zoning designation.

## COMPREHENSIVE PLAN CONSIDERATIONS

The Pioneer and 45<sup>th</sup> sub-area covers five Comprehensive Plan and six associated existing City zoning designations for this area and adjoining property as depicted by the following chart:

Plan Designation	Applicable Sub-Area Zoning
<b>City of Ridgefield</b>	
Residential Urban Low (UL)	Residential Low Density (RLD4, RLD6)
Residential Urban Medium (UM)	Residential Medium Density (RMD16)
General Commercial (GC)	Community Commercial Business (CCB)
Office Park/Business Park (OP)	Office (OFF)
Park/Open Space (P/OS)	Public Park/Open Space (P/OS)
<b>Clark County</b>	
Urban Low Density Residential (UL)	Single Family Residential (R1-6)

Existing Comprehensive Plan policies support the Pioneer and 45<sup>th</sup> sub-area planning process. It is anticipated that the 2016 update of the Ridgefield Urban Area Comprehensive Plan will incorporate recommendations of the sub-area plan, subject to Planning Commission and City Council public hearing and adoption processes.

Related planning and implementation features associated with the Comprehensive Plan process have been identified by the existing conditions analysis to include:

- **Parks and Recreation Comprehensive Plan** – completed in 2014 as a community vision for an interconnected system of parks, trails and greenways.
- **Ridgefield Development Code (RDC)** – with key implementing features including the zoning code, urban holding overlay district, planned unit development (PUD) ordinance, and private development agreement process.

This sub-area plan is intended to build on the existing planning framework including potential refinements, especially with a proposed overlay district and planned unit development (PUD) process as outlined later with this plan document.

## PARKS & OPEN SPACES

Existing sub-area trail and park facilities are currently limited to small pocket parks and playground locations within recently constructed single-family residential developments north of Pioneer Street and west of 45<sup>th</sup> Avenue. A community park (CP-5) is planned within the study area, currently designated as an approximately 17-acre community park to be located east of 45<sup>th</sup> Avenue in the southern portion of the study area.

In conjunction with this sub-area planning process, concerns have been expressed about the location of this CP-5 park. If the CP-5 site is not retained as a park location, one or more alternative sites within the planning area will need to be identified.

## CRITICAL AREAS

The Ridgefield Development Code (RDC) identifies critical areas as wetlands, fish and wildlife habitat conservation areas, geologically hazardous areas (steep slopes, erosion hazard areas, and seismic hazard areas), critical aquifer recharge areas (CARAs), and frequently flooded areas. Based on a review of the National Wetland Inventory (NWI) and Clark County GIS critical area mapping, the study area includes wetlands, riparian habitat conservation areas, and steep slopes as part of critical areas mapping.

Riparian habitat conservation areas exist throughout the study area along stream corridors and steep slopes exist in the southern portion of the study area along the banks of Gee Creek and a tributary of Gee Creek. Also noted is that most of the study area south of Pioneer Street is within an area of high probability on the Archaeological Predictive Model Map.

## UTILITY INFRASTRUCTURE

The existing sewer and water infrastructure within the study area is currently concentrated along Pioneer Street and extends north into newly developed residential areas. Planning-level studies for water and sewer by the City and the Clark Regional Wastewater District (CRWWD) recommended infrastructure extensions along 45<sup>th</sup> Avenue will be required to serve regional growth, including development within the study area.

Within the recently developed residential areas of the study area, stormwater is currently managed on site. It is anticipated that future development will include stormwater detention/retention basins sized appropriately to handle on-site stormwater runoff.

The CRWWD sewer basin study recommends specific infrastructure sizes and located primary sewer trunk lines within the study area. Along 45<sup>th</sup> Avenue, the study recommends installing a 24-inch trunk line, which will serve most of the 45<sup>th</sup> Avenue corridor.

Existing sewer or smaller collector sewers can be extended from the existing system along Pioneer Street to serve development along the Pioneer corridor. The CRWWD is currently designing a new pump station and sewer project to provide service to the area northwest of

Pioneer and the intersection of I-5. In addition, the basin study identifies a preliminary pump station in the southwest portion of the study area along Royle Road.

Water service within the study area is provided by the City of Ridgefield for all incorporated areas and Clark Public Utilities for unincorporated areas. The major proposed water improvement identified within the study area is a new water line along 45<sup>th</sup> Avenue. This improvement will be constructed as development occurs south of Pioneer Street.

Electrical service within the study area is provided by Clark Public Utilities. Extension of service will occur in conjunction with development.

## TRANSPORTATION NETWORK

Traffic volume analysis conducted by the transportation planning firm DKS Associates indicates that there were 2,300 trips occurring daily on 45<sup>th</sup> Avenue (north of Pioneer Street) as of January 2014. Daily volumes are anticipated to increase to 7,100 trips daily with nearby approved developments. For Pioneer Street (east of 45<sup>th</sup> Avenue), 2014 volumes were at 8,300 trips per day, with potential for traffic increases to approximately 20,000 trips with currently approved developments.

Pedestrian and bicycle infrastructure within the study area is limited, and facilities currently exist only along newly developed frontage. Existing street cross-sections require the construction of sidewalks and bicycle facilities in conjunction with future development.

SR 501/Pioneer Street is classified as a major arterial, 45<sup>th</sup> Avenue as a minor arterial, 35<sup>th</sup> Avenue as a standard collector, and planned roadways east of 45<sup>th</sup> as industrial/commercial collectors. The Ridgefield Urban Area Comprehensive Plan states that future street construction will encourage connectivity. Street sizing for arterials and collectors also assumes that the transportation system will encourage non-motorized transportation.

Recommended improvements to the roadway system and cross-sections are outlined with the action plan at the conclusion of this sub-area plan.



## BUILDABLE LANDS

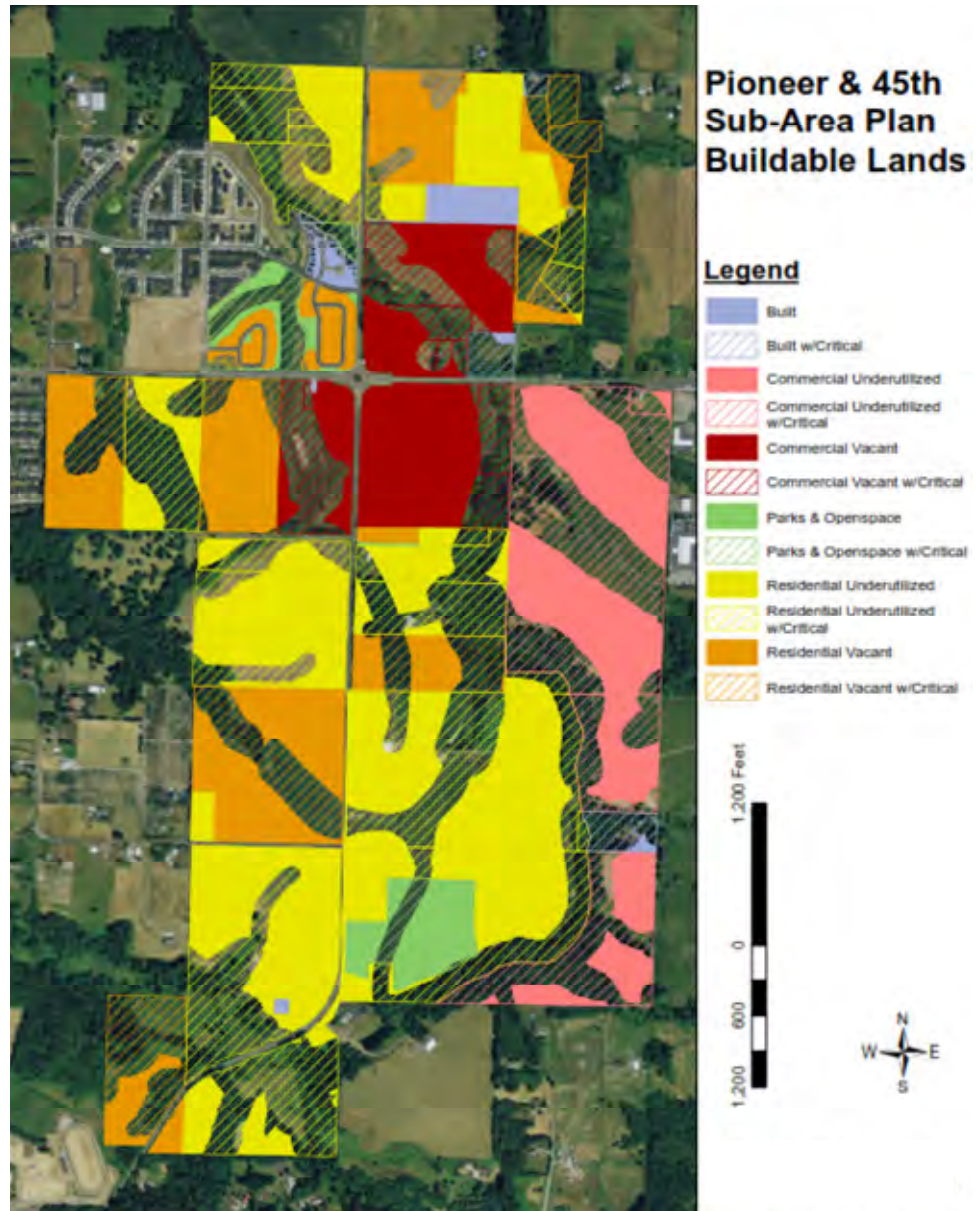
As conducted throughout Clark County in conjunction with local jurisdiction comprehensive plan updates, the Clark County Vacant Buildable Lands Model (VBLM) provides a preliminary assessment of net buildable land as compared with gross acreage. Out of 733 acres total, VBLM data indicates that:

- Less than 40 acres are currently developed.
- There are an estimated 298 acres of critical lands.
- To accommodate development, an estimated 112 acres might be required for infrastructure.
- This leaves just under 290 acres as net buildable – after also deducting for current PUD standards allocating 12.5% of residential land to be set aside for parks and trails.

At build-out and based on current zoned densities, the sub-area could accommodate up to an estimated additional 1,480

residential units and 2,500 jobs. Added taxable valuation of building improvements at full build-out is estimated at close to \$300 million.

### Sub-Area Buildable Lands



Sources: Clark County Vacant Buildable Lands Model, October 2014 as updated by E. D. Hovee & Company, LLC.

# IMPLICATIONS FOR SUB-AREA PLAN

Implications of existing conditions related to comprehensive planning and zoning, parks and open spaces, critical areas, utility and transportation infrastructure, and buildable lands for the sub-area planning process are summarized as follows:

## **Comprehensive Plan & Zoning Updates**

- The existing comprehensive planning and zoning framework has served to effectively position the Pioneer and 45<sup>th</sup> sub-area for future development, which now appears more imminent than previously, especially for the as yet vacant lands south of Pioneer.
- Planning refinements can be aimed to build from this existing framework, encouraging the mix of residential and commercial uses already envisioned, and providing greater flexibility to respond to changing market conditions through development build-out.
- Sub-area planning can also serve to reinforce existing and planned development elsewhere in Ridgefield, notably with the downtown/waterfront and junction sub-areas accessed by Pioneer Street directly west and east of the 45<sup>th</sup> Avenue corridor.

## **Parks & Open Spaces**

- Trail and park system connectivity is a high priority throughout the City. In order to meet this objective, identify land to accommodate the proposed neighborhood and community parks and trail facilities through the sub-area plan process.
- Develop a useable open space network that will support quality of life attributes including walkability and access to the outdoors.
- Consider the relocation of CP-5 and provide trail connections within the sub-area plan boundaries.
- Identify sites for additional parks – including a community park (in Gap Area B) in addition to the relocated CP-5 and one neighborhood park (G) identified in the Parks Plan within the sub-area.

## **Critical Areas**

- The study area includes an estimated 298 acres of critical areas, including wetlands, riparian habitat conservation areas, steep slopes, and a Category 2 CARA. The amount of critical areas contained within the study area will affect future development and must be considered as sub-area site-specific concept plans are developed.
- In order to ensure no net loss of functions and values of critical areas, development of properties with critical areas will require a critical areas report prior to development.
- Future development will likely require an archaeological study, and coordination with an archaeologist early in the development planning process is recommended.

## Utility Infrastructure

- There is sufficient water and sewer capacity for most of the study area with the systems currently planned based upon the existing zoning designations. However, because of topography, the parcels to the southwest of Pioneer Street and 45<sup>th</sup> Avenue may not be served by the planned sewer improvements and could require off-site sewer extension to the west for service.
- The planned regional water and sewer infrastructure along the southern corridor of 45<sup>th</sup> Avenue will require significant investment. Infrastructure extensions are assumed to be constructed as development requires. It will be important to coordinate these improvements and share the cost equitably to limit impacts on residents and the City.
- The development of significant industrial water users may require additional investment in water source capacity. This is a city-wide constraint and could impact future development throughout the city, including within the study area.
- Additional analysis of potential electrical service demand will be required as site specific planning occurs and early coordination with utility providers may be necessary. In addition, the City may want to consider requiring development of underground electrical lines within the sub-area.

## Transportation Network

- Future development will require compliance with the street spacing standards, including a maximum block grid of 500 feet. A 10-foot wide bikeway/multipurpose trail can substitute for the street if topographic constraints make street extension impractical.
- Gaps in the existing transportation network will need to be addressed with connectivity improvements as development occurs.

## Buildable Lands

- The Pioneer and 45<sup>th</sup> sub-area represents a centrally located and as yet largely undeveloped area of Ridgefield – situated between the existing anchors of the I-5 junction area and downtown Ridgefield. When built, the sub-area provides the opportunity to contribute to meeting the forecasted housing and job needs of the Ridgefield community.
- Due to critical land constraints and infrastructure requirements, less than half of the as yet vacant land area is expected to be developed. Maintenance and enhancement of open space will serve to support both community amenity and environmental values. However, development feasibility will be more challenging and can be encouraged by flexibility in site planning together with opportunities for cooperation between adjoining property owners.

Planning, environmental and infrastructure conditions affect what can be built together with where and how it might occur. Market considerations will drive the demand for what residents and employers will want to see – a topic to which this sub-area plan now turns.

### III. MARKET CONTEXT

Understanding the market context for existing and future development has been integral to the Pioneer and 45<sup>th</sup> sub-area planning process. Market analysis includes a review of demand potentials in a sub-area zoned for a mix of uses that includes single- and multi-family residential together with commercial retail and office/flex space development.

Development is aimed to serve the immediate Ridgefield community, plus a broader market area that includes northwest Clark County and potentially extends into southern Cowlitz County. Also covered is a preliminary evaluation of as yet untested markets in the Ridgefield area – as for apartments, condominium, campus office and mixed-use development concepts.

Summarized here are major findings and strategic planning implications from a detailed market analysis memorandum completed as part of the sub-area planning process in June 2015.

#### PROPERTY PROFILE & DEVELOPMENT CAPACITY

Anchored by the Pioneer and 45<sup>th</sup> round-about, only 40 acres of the 733-acre sub-area are currently developed; 10 owners of 20+ acres each represent 80% of the land area. Close to 67% of the sub-area area is zoned for low and medium density residential use, 30% for office and community business commercial, and 4% for parks and open space.

After deducting for required infrastructure, critical lands and required parks for medium density residential use, the sub-area could accommodate up to an estimated additional 1,480 residential units and 2,500 jobs at build-out with current zoning. Build-out capacities are similar with the proposed plan – albeit with greater flexibility for property owner coordination, horizontal mixed use, and quality development fitting the character of each site.

#### MARKET AREA

With 6,400 in-town residents as of 2015, a Ridgefield/I-5 primary trade area serves an estimated 16,800 residents extending north to the Clark/Cowlitz County line. A larger secondary market of 39,200 extends further north into Cowlitz County as well as east and south to address as yet unmet area retail needs. Development within Ridgefield’s UGA can be expected to serve as a major driver of population growth within the market area over at least the next 5-10 years.

#### TRADE AREA DEMOGRAPHICS & EMPLOYMENT

Compared with the rest of Clark County and the metro region, residents of the primary trade area tend to be well-educated, homeowners with families and with relatively high median incomes. With over 4,400 jobs, the *Discovery Corridor* is noted for a strong manufacturing and distribution base. However, the community has been under-represented in professional service, health care and retail-related employment. Campus office/business park development within the sub-area can reinforce industrial development already occurring at Ridgefield Junction.

## RESIDENTIAL MARKET

Ridgefield has been a predominantly single-family market with substantial planned development again in the pipeline. As Ridgefield grows, an estimated 75% -85% of all new units might be expected to be comprised of single-family development. With added employment growth, there will also be increasing opportunity for a more diverse mix of housing – with perhaps 10%-15% comprised of multi-family apartments and 5%-10% as townhome style units. Achieving the upper end of market potentials will be important to achieve Comprehensive Plan objectives that single-family development be no more than 75% of new development.

## RETAIL DEVELOPMENT & RELATED COMMERCIAL SERVICES

The retail market for the primary and secondary portions of the Ridgefield/I-5 trade area is considerably underserved for the available population. To serve the existing population plus up to 8,800 added residents for the full trade area over the next 5 years, up to 300,000 square feet of retail space could be supported assuming a 50% capture of the available market. The best near-term opportunity is for a grocery-anchored community retail center adjoining the Pioneer and 45<sup>th</sup> round-about. With the proposed concept plan, sites for commercial use would be possible at the three as yet undeveloped quadrants of the round-about.

## OFFICE/FLEX SPACE

While office zoning accounts for 22% of sub-area land area with current zoning, demand is likely limited near-term. Options are better long-term, especially to the extent that there is flexibility for a combination of high quality campus office and business park flex space uses.

## MARKET HYBRIDS

In smaller communities as well as major cities, creating opportunities for a mix of residential and commercial uses is increasingly pivotal for attracting millennials as starter families plus baby boomers look to downsize. Horizontal (or side-by-side) mixed use offers the prospect for improved market absorption and site utilization. For the Pioneer and 45<sup>th</sup> sub-area, this opportunity is facilitated by a mix of zoned residential densities coupled with designations for commercial retail and office development – in a setting also offering ready accessibility to regional transportation systems and community amenities. Open space and trail connectivity offers a quality of life amenity benefitting both residential and employment development.

## STRATEGIC OPTIONS

As summarized by the chart of the following page, key sub-area development concepts suggested by sub-area market analysis are single- and multi-family residential, community retail, campus office/flex and horizontal mixed use. Successful implementation will depend on supportive zoning, infrastructure, regional marketing, and flexibility for adaptation to changing market conditions over time.

## Pioneer & 45<sup>th</sup> Sub-Area Market Opportunities – Comparative Use Matrix

Potential Site Use	Market Opportunity	Pioneer & 45th Advantages	Pioneer & 45th Disadvantages	Economic Returns	Key Issues to Address	Implementation Requirements
<b>Single-Family Residential</b>	Entry-level to trade-up market with diversity of product supporting more rapid absorption	<ul style="list-style-type: none"> <li>Better proximity to I-5 than other recent projects</li> <li>Large acreage sites for master planned development</li> </ul>	<ul style="list-style-type: none"> <li>Lower price points to date than for Hillhurst sites</li> <li>Critical lands limit site use &amp; efficient infrastructure</li> </ul>	<p><i># Jobs:</i> High during construction only</p> <p><i>Wages:</i> Mid-High</p> <p><i>Taxes:</i> Mid-High</p>	<ul style="list-style-type: none"> <li>Size/price diversity of housing product</li> <li>Utilizing critical areas as amenities</li> <li>Infrastructure funding &amp; phasing</li> </ul>	Master plan/PUD & development agreements with interested owners/developers
<b>Multi-Family Residential</b>	Apartments serve an as yet unmet local & trade area need; for sale townhome and possible condo development represent longer term opportunities	<ul style="list-style-type: none"> <li>I-5 proximity coupled with supportive zoning</li> <li>Proximity to planned health, medical &amp; casino job growth</li> </ul>	<ul style="list-style-type: none"> <li>As yet unproven depth of local market</li> <li>Extensive RMD zoned acreage likely means extended time period to build-out</li> </ul>	<p><i># Jobs:</i> High during construction only</p> <p><i>Wages:</i> Mid-High</p> <p><i>Taxes:</i> Mid-High</p>	<ul style="list-style-type: none"> <li>Ultimate market depth &amp; timing</li> <li>Diversity of unit densities &amp; product type for broadened market appeal</li> </ul>	Comp Plan & zoning refinements to encourage greater range of densities consistent with overall sub-area housing goal
<b>Community Retail</b>	Grocery-anchored, full-service retail not yet available locally and to serve a larger market reaching north to Kalama	<ul style="list-style-type: none"> <li>Convenient to Ridgefield neighborhoods</li> <li>Proximate to I-5 for extended market reach to Kalama</li> </ul>	<ul style="list-style-type: none"> <li>Critical lands limit site use &amp; flexibility</li> <li>Pioneer St. focus limits options for small retail nodes to serve residential</li> </ul>	<p><i># Jobs:</i> Mid</p> <p><i>Wages:</i> Low-Mid</p> <p><i>Taxes:</i> High with retail sales tax</p>	<ul style="list-style-type: none"> <li>Reliance on extended trade area &amp; growth for full-service retail</li> <li>Fit with downtown &amp; Junction retail</li> </ul>	Master plan to accommodate 150,000+ square foot commercial center development
<b>Campus Office/Flex</b>	Limited near term market but strong potential over 20-year time horizon; best in near term for flex rather than traditional office	<ul style="list-style-type: none"> <li>Reinforce/diversify I-5 Junction corporate appeal</li> <li>Large acreage for master planned corporate business /office park use</li> </ul>	<ul style="list-style-type: none"> <li>Poor demand for Ridgefield office space to date</li> <li>Potential competition with waterfront area</li> </ul>	<p><i># Jobs:</i> Mid-High</p> <p><i>Wages:</i> High</p> <p><i>Taxes:</i> Mid</p>	<ul style="list-style-type: none"> <li>Vision as Clark County's #1 campus office address (the next Kruse Way?)</li> <li>Early catalyst anchor recruitment</li> </ul>	Consider options to aggressively market for early phase anchors or scale back office acreage with trade for added residential capacity
<b>Horizontal Mixed Use</b>	Integrate live, work, recreation for pedestrian connectivity and improved market appeal	<ul style="list-style-type: none"> <li>Large sites offering best potential for master planned mixed use</li> <li>Critical lands for amenity potential</li> </ul>	<ul style="list-style-type: none"> <li>Developer/lender experience limited in suburban setting</li> <li>Critical lands may limit flexibility for mixed use</li> </ul>	<p><i># Jobs:</i> Mid</p> <p><i>Wages:</i> Low-Mid</p> <p><i>Taxes:</i> Mid-High</p>	<ul style="list-style-type: none"> <li>Zoning/PUD flexibility</li> <li>Design standards to assure uses are complementary</li> </ul>	Creation of planned unit development (PUD) or similar zoning mechanism to facilitate cost-effective mixed use

## IV. STAKEHOLDER PERSPECTIVES

Throughout the sub-area planning process, the consultant team worked with the City and sub-area stakeholders (property owners and those with a vested interest in the sub-area) to develop a plan that addresses the residential and employment capacity needs of the growing City and adheres to the guiding principles established by sub-area stakeholders.

### UP-FRONT INTERVIEWS

At the outset of the sub-area planning process, a series of stakeholder interviews were conducted in April 2015. Observations from these interview conversations are noted as follows:

- Overall, property owners including several development firms can be described as “bullish but cautious” regarding prospects for Pioneer and 45<sup>th</sup> area development. The caution comes from prior experience with development plans that did not materialize, most notably including the Vision First proposal which occurred just prior to the Great Recession and involved a number of property owners south of Pioneer Street.
- Transportation and utility infrastructure is generally in place to support development (particularly residential) now occurring north of Pioneer. Little development has occurred to date south of Pioneer, in large part due to lack of urban infrastructure. Critical area constraints – notably wetlands – also represent a significant issue to be addressed, whether property-by-property or on a cooperative multi-property basis.
- There is interest expressed in a more flexible approach to zoning including the potential for what is termed as “horizontal” (or side-by-side) mixed use development. However, there is concern that any land use changes not detrimentally affect existing property development rights or result in any “special deal” benefitting a property owner rather than the full sub-area.
- For virtually all of those interviewed, a key objective is to get owners committed to a “fresh vision” that will serve both site specific as well as community interests – and that leads to a clearly defined path for public and private sector implementation.
- Finally, there is a sense that cooperative planning will be useful to address common issues such as transportation access, wetland mitigation, utility infrastructure, and park/trail provision. At the same time, there may also be the need to provide a sense of marketing reality about the range of housing and commercial uses required for a full-service city while tempering expectations that, if inflated, could undermine or delay investments of benefit to the greater Ridgefield community.

### STAKEHOLDER MEETINGS

Three workshop sessions were held with stakeholders representing property owner and development interests to obtain input and provide guidance for the Pioneer and 45<sup>th</sup> sub-area planning process over the period of June - August 2015:

- **Workshop #1** (June 1) – to introduce the planning process, describe existing conditions and obtain stakeholder suggestions in response to plan framing questions.
- **Workshop #2** (July 14) – to discuss sub-area plan guiding principles and present two alternative draft plan concepts for stakeholder review and feedback.
- **Workshop #3** (August 3) – to fine-tune guiding principles and preferred concept alternative together with discussion of plan implementation.

Stakeholder participation was pivotal in shaping the draft plan concept and associated proposed zoning map, presented for broader public feedback through an open house in September.

## PUBLIC COMMENT

A public open house to obtain community ideas and input on sub-area planning in conjunction with overall update of Ridgefield’s Comprehensive Plan was held on September 23, 2015. An estimated 80-90 people participated in this event at the Ridgefield Community Center.

As follow-up, a web-based survey was conducted of Ridgefield residents with questions focused on the Pioneer and 45<sup>th</sup>, Ridgefield Junction and Downtown sub-areas together with bike and pedestrian improvements in Ridgefield. Two questions focused on the Pioneer and 45<sup>th</sup> sub-area were addressed by the survey:

- **Desired character of the Pioneer and 45<sup>th</sup> neighborhood as it develops over the next 10-20 years.** The #1 response (supported by two-thirds of respondents) was for development that “fits with the small town/rural Ridgefield character.” This was followed by support for high quality of development, ready accessibility to open space and trail amenities, walkability and convenience to places to shop and work.
- **Ranking of the most important sub-area planning objectives.** The objective most supported is “master planning that both protects and complements wetland/critical areas as an amenity for high quality development.” Second most supported are opportunities for non-auto circulation within the sub-area and to the rest of Ridgefield. There was a broader mix of opinion indicating support both for clear separation and buffering between residential and commercial developments and for mixed use neighborhoods with some medium density residential located side-by-side with neighborhood retail services.

The plan concept presented that follows (with Section V of this plan) reflects this combined input and discussion as received through an iterative planning process extending through the summer of 2015.



## V. PIONEER & 45<sup>TH</sup> PLAN CONCEPT

As noted at the outset of this plan document, key elements of the conceptual planning process have been to:

- Establish sub-area guiding principles to set a broad vision for the sub-area.
- Develop draft conceptual plans to address stakeholder feedback and market conditions.
- Determine a preferred concept plan and zoning consistent with the guiding principles.

### GUIDING PRINCIPLES

Four guiding principles were developed at the second stakeholder meeting. These principles served as the basis for evaluating alternative draft concept plans and then selecting a preferred alternative. The guiding principles are for a plan that:

- Creates the opportunity for appropriately scaled and attractive development that is complementary to and adds value to downtown and the junction, consistent with the Ridgefield character.
- Creates a walkable community with multimodal connections within and beyond the sub-area.
- Equitably distributes development opportunities.
- Offers flexibility to adapt to changing community and market expectations over time.

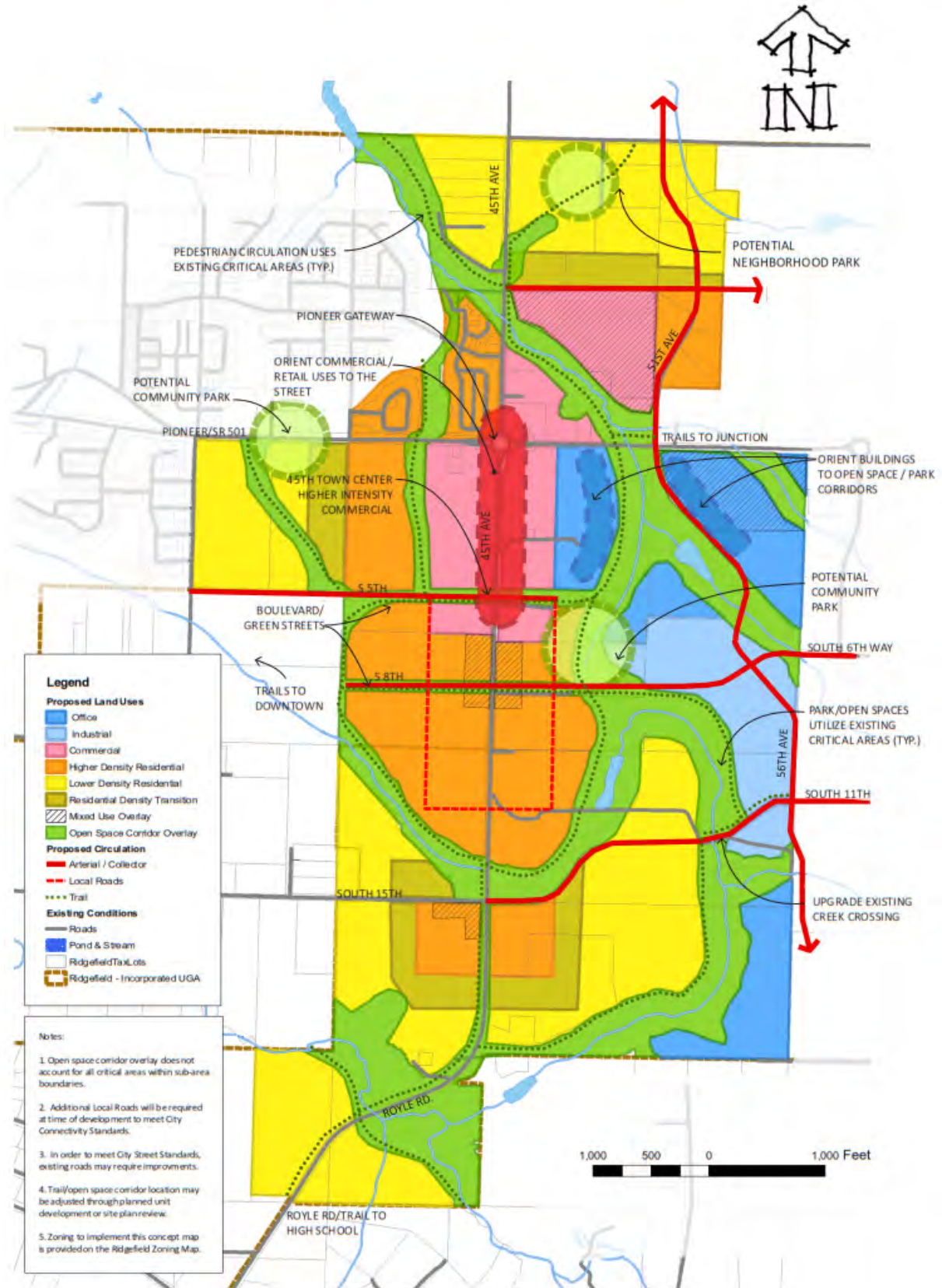
### PREFERRED CONCEPT

The preferred concept selected in consultation with stakeholders and reviewed at the September 2015 open house is illustrated on the following page. This is followed by a proposed implementing zoning map on the accompanying page.

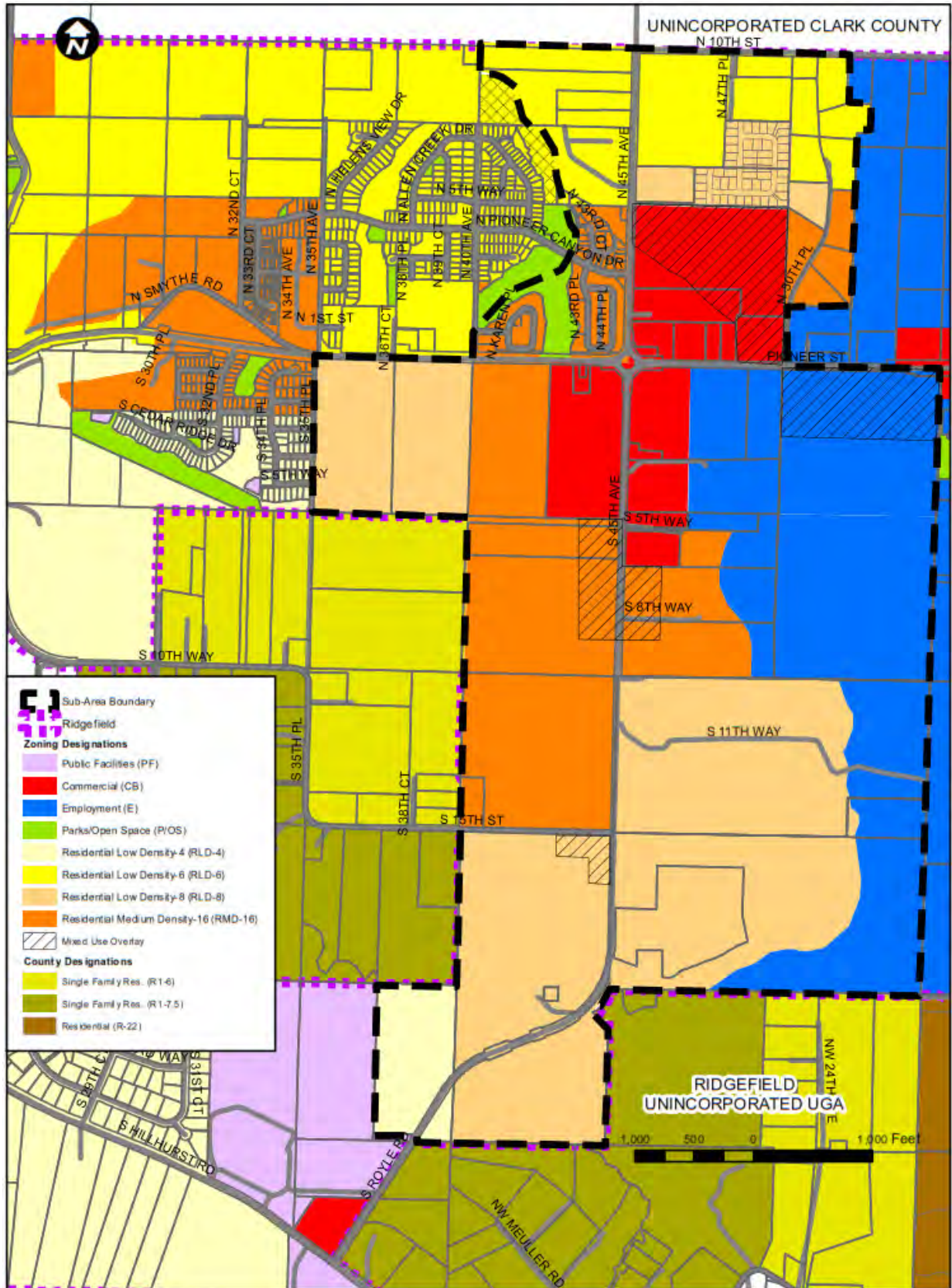
The preferred concept identifies the mix and location of land uses within the sub-area. While not a regulatory map, the preferred alternative represents the basis for zoning map amendments recommended as part of the sub-area plan adoption and aims to establish a development pattern that clearly addresses the sub-area plan guiding principles.

The preferred concept and proposed zoning map generally retain the mix of land uses included in the existing zoning map. However, in some cases, the location of these land uses has been changed to concentrate commercial development around nodes on Pioneer and 45<sup>th</sup> and provide a buffer between lower density residential development and commercial/retail or office uses. Buffers include higher density residential development and open space corridors, which take advantage of existing critical areas. To address connectivity within and beyond the sub-area, which stakeholders identified as a key consideration, the preferred alternative utilizes existing critical areas to provide off-street trail connections and recommends new street cross-sections with improved pedestrian amenities such as widened sidewalks and multimodal trails.

# Preferred Concept Plan – Pioneer & 45th Sub-Area



# Proposed Zoning – Pioneer & 45<sup>th</sup> Sub-Area



## ZONING

As depicted on the preceding page, proposed zoning is aimed to maintain use designations similar to those currently in place, but with some changes in locations of predominant land use:

### Changed Zoning Designations

- Transfer of county to city zoning (assuming annexation of approximately 40+ as yet unincorporated acres south of Pioneer and west of 45<sup>th</sup>).
- Designation of some property for an 8-unit per acre residential zone (RLD-8), reducing acreage in lower density RLD-4 and RLD-6 as well as higher density RMD-16 zoned areas.
- Increase in land area designated for community business (CB) together with transition of office zoning to a new proposed Employment (E) zone offering added flexibility for accommodating a mix of light industrial, business park and campus office.
- Removal of park/open space (P/OS) designation from a proposed community park site, to be relocated to one or more site(s) as illustrated with the preferred concept plan.

### Use Clustering

- Focus community business uses at three quadrants of the Pioneer and 45<sup>th</sup> round-about.
- Placing medium density residential (RMD-16) near the 45<sup>th</sup> Avenue corridor and Pioneer.
- Providing mixed use overlays at locations that could potentially involve a mix of either residential or community business use responsive to market opportunities.

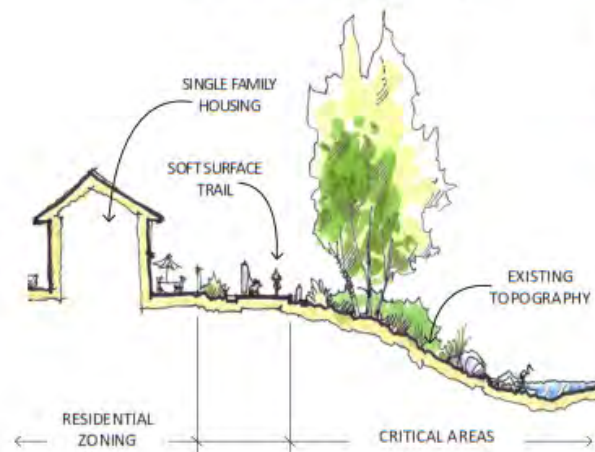
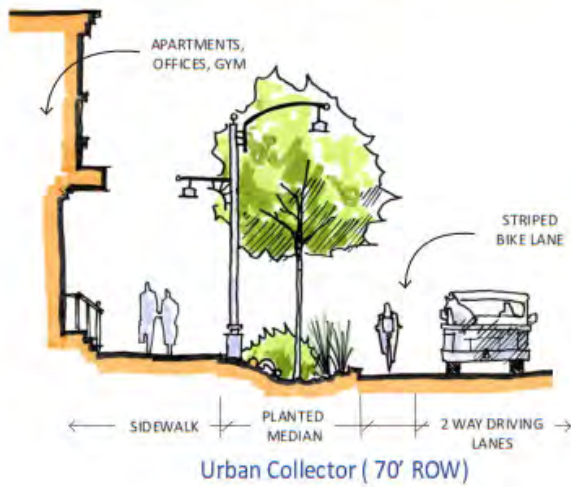
As is now the case, zoning typically is intended to follow property lines. Exceptions with split zoning are for parcels divided by major critical land features (south of Pioneer and east of 45<sup>th</sup>).

## DEVELOPMENT CHARACTER

On the next page are illustrative representations of the quality and character of development anticipated for the Pioneer and 45<sup>th</sup> sub-area:

- The drawings **on the left** depict cross-sections for a typical street and also a street with planted median, and for the interface between residential use, recreational trail and adjoining critical areas. Included are elements to encourage walking and biking trips, increase planning and provide a distinctive character for the sub-area. Different cross-section standards may be put in place depending on whether a street is classified as an arterial (as with 45<sup>th</sup> Avenue) or a lower volume collector street.
- The photos **to the right** illustrate types and scales of development from elsewhere in Clark County and the metro region that would be anticipated as applicable for the Pioneer and 45<sup>th</sup> sub-area. As illustrated, the development concept anticipates opportunities for horizontal mixed use – ranging from single- to multi-family mixed use and including places for shopping and work. Development will occur in a setting offering connections to the natural environment with protection of identified critical areas.

## Development Character – Pioneer & 45<sup>th</sup> Sub-Area



# VI. ACTION AGENDA

From a public sector perspective, implementation of the Pioneer and 45<sup>th</sup> sub-area plan will occur through an action agenda that involves a combination of land use strategies and supportive infrastructure investment. Implementation timing will be aimed to reflect identified property owner and development interests together with public infrastructure timed to occur with or in advance of development depending on provider funding resources.

## LAND USE STRATEGIES

The following land use strategies are recommended to implement the Pioneer and 45<sup>th</sup> Sub-Area Plan. An implementation approach that includes the adoption of the Pioneer and 45<sup>th</sup> Sub-Area Plan and modifications to the Ridgefield Development Code will provide staff with the regulatory tools necessary to ensure future development is consistent with the vision established by sub-area stakeholders.

**Sub-Area Plan Adoption.** Adopt the Pioneer and 45<sup>th</sup> Sub-Area Plan in conjunction with the comprehensive plan update. The preferred alternative will be adopted as the sub-area concept plan map. Through the adoption of the sub-area plan, the City and property owners can ensure future development is consistent with the Pioneer and 45<sup>th</sup> Guiding Principles, including allowing the property owner the flexibility to adapt to changing community and market expectations. This flexibility should be built into the Pioneer and 45<sup>th</sup> Overlay District and into modifications proposed to the existing planned unit development (PUD) ordinance.

**Pioneer & 45<sup>th</sup> Overlay District.** Create a Pioneer and 45<sup>th</sup> Overlay District within the Ridgefield Development Code. The overlay district should establish design standards/guidelines to address modified street standards, trail connectivity, setbacks, mixed-use areas, and building heights characteristic of the Pioneer and 45<sup>th</sup> sub-area. Property owner coordination and flexibility should be included in the purpose statement of the district. Within the sub-area overlay district, the PUD ordinance would be required for all development over 5 acres.

**Planned Unit Development Ordinance.** Modify the existing PUD ordinance to address commercial, office, and industrial developments, providing added incentives (as with density bonuses and permit streamlining) for property owner coordination, specifically regarding wetland protection/mitigation, trail connectivity, and development of mixed use communities.

## INFRASTRUCTURE INVESTMENT

Build-out of the Pioneer and 45<sup>th</sup> sub-area will need to be synchronized with infrastructure investment in transportation and utility improvements. Some improvements – notably for municipal water and sewer – are directly the responsibility of the City of Ridgefield. Other infrastructure investments are the responsibility of non-City agencies including the State of Washington Department of Transportation (with jurisdiction over Pioneer Street/SR-501), Clark

Regional Wastewater District (CRWWD) for wastewater, Clark Public Utilities (CPU) for electrical service, and with private purveyors as for natural gas and telecommunications infrastructure.

**Transportation Improvements.** Recommended transportation improvements have been prepared based on the current Ridgefield Comprehensive Plan and as illustrated by the preferred alternative concept for the Pioneer and 45<sup>th</sup> sub-area. Key elements of the proposed roadway system include:

- 51<sup>st</sup> Avenue is proposed as a key north-south connection throughout the sub-area, also relieving traffic demand on 45<sup>th</sup> Avenue and potentially with an eventual connection with Carty Road to the south.
- South 5<sup>th</sup> Street is planned to serve as a critical east-west facility through the 45<sup>th</sup> Avenue town center – also connecting to adjoining residential land uses.
- South 8<sup>th</sup> Street will provide an east-west connection between medium density residential land uses near 45<sup>th</sup> Avenue with industrial land uses to the east.
- South 15<sup>th</sup> Street is proposed to extend east of 45<sup>th</sup> Avenue and align with the existing South 11<sup>th</sup> Street.
- North 5<sup>th</sup> would serve as an important east-west corridor east of 45<sup>th</sup> Avenue – also connecting on the east with 51<sup>st</sup> Avenue to relieve traffic demand on Pioneer Street.

Implementation of the roadway system is anticipated to occur before or at the time of development to assure adequate connectivity and access. As the roadway connections illustrated by the preferred alternative plan are conceptual, further refinement of specific alignments can be expected based on more detailed engineering studies provided by project developer(s) and as approved by the City.

Additionally, conceptual roadway cross-sections were developed for select arterial and collector facilities to support the vision for the Pioneer and 45<sup>th</sup> sub-area. The cross-sections include elements to encourage walking and biking trips, increase plantings and provide a distinctive character for the plan area.

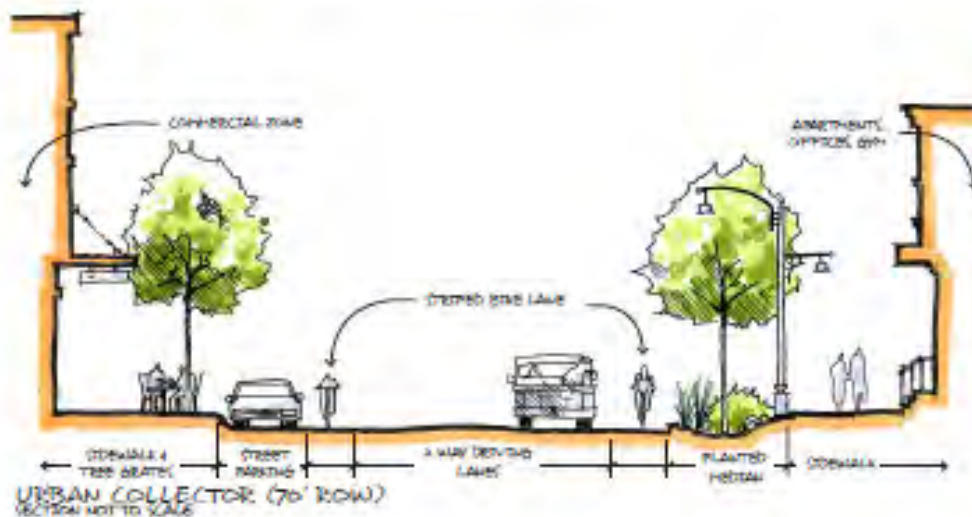
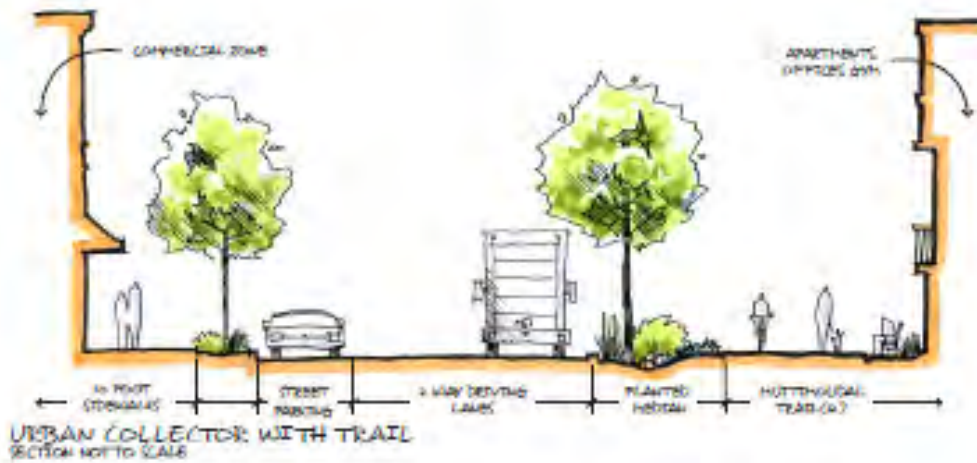
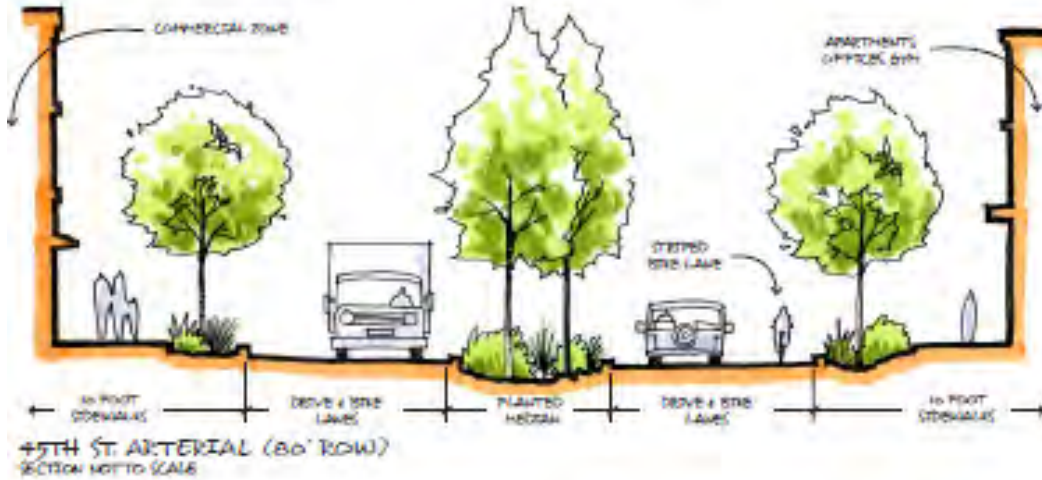
The right-of-way requirements for the conceptual cross-sections are consistent with the current standards (minor arterial - 80 feet, collector - 70 feet). Conceptual cross-sections are shown on the following page and further refinement is anticipated in conjunction with project-specific development planning.

**Utilities.** As with transportation, utility infrastructure generally can be expected to occur in conjunction with master planned development. In some cases, it may prove cost-effective to construct portions of water, sewer and electrical trunk infrastructure capacity in advance of full development. Feasibility may depend on availability of up-front funding advanced from the utility provider, to be repaid as development of the area served moves toward build-out.

## Conceptual Street Cross-Sections – Pioneer & 45<sup>th</sup> Sub-Area

### ROAD SECTIONS ARTERIALS & COLLECTORS

NOTE: SECTIONS ARE CONCEPTUAL IN NATURE AND ARE MEANT TO PROVIDE DEFINITION TO ZONING PLANS





## NEXT STEPS

In summary, renewed population growth in Ridgefield makes it increasingly clear that the Pioneer and 45<sup>th</sup> sub-area is now poised for substantial residential and employment-related development over the next 5-20 years. Building from existing plans and infrastructure capacities, this plan is intended to set the stage for sub-area build-out in a manner that supports and guides development, while also serving broader community objectives.

The Pioneer and 45<sup>th</sup> Sub-area Plan is to be considered for City Council adoption as part of the City's 2016 Comprehensive Plan update. The plan update is supported by recommended zoning refinements and a process for quality planned unit development through to sub-area build-out.