

## Memo

To: Mayor and City Council  
From: Mark Hinshaw LMN Architects  
Date: November 26, 2014  
Subject: Arch Bridge / Bolton Town Center Plan

We have attached a draft plan for your review in advance of the work session on December 1. As you know, this document represents the culmination of many months of hard work by hundreds of people. Although the plan was assembled by a team of architects, planners, landscape architects, economists, and transportation planners, the work of the team benefitted hugely from on-going participation by the Advisory Committee, which met regularly and robustly discussed issues and recommendations contained in the plan.

But beyond that, the citizen engagement process used to develop the plan organically has been the critical component. We had considerable assistance from the hundreds of people who showed up at a multiday series of workshops and later a public open house. Attendance at the workshops included the City's Youth Leadership Academy, who also gave us a number of spirited ideas. Moreover, we held interviews with many stakeholders at the outset of the planning process. In addition, we had on-going involvement by City of West Linn staff, who contributed useful observations and ideas, as well as staff of other agencies such as ODOT and Metro. In a sense, we were all a large, collective team, looking at the subject area and generating thoughts about its future potential. It has been a very rewarding process for the consulting team, as we rarely see this display of continuous participation by many different voices.

One of the findings that we made during the course of the planning was that regardless of the designation by Metro of a town center, this area did not warrant a "one size fits all" approach. Clearly, the portion of the study area north of I-205 was settled, mature and stable. The emphasis here is more on how the area will redevelop over time. There was no need to suggest major interventions or changes. Nonetheless, we have made some recommendations for this area that, we believe, will ensure its sustainability as a solid neighborhood into the future.

In contrast, the area south of I-205 is a very different situation. Very few people live there. Very few businesses occupy space there. It is a convergence of oddly angled roadways, confusing and dangerous intersections, and vacant land. It also contains fragments of a town center that once had been there before the interstate swept through, cutting it off from the rest of the community, and producing an area with little in the way of public appeal or amenities. While the City of West Linn has strived for decades to create a sound and livable community, this area seems not to match its potential.

The West Linn Paper Mill continues to be an active producer of paper and is willing to rethink use of its property, including access for its trucks. On the other side of the river, Oregon City is embarking upon a major reinvention of its mill site, as well as the renaissance of its historic downtown. The Willamette Falls continues to be a natural attraction for visitors and the Arch Bridge has been recently renovated.

This confluence of transportation, river, dramatic landforms, and history has a great potential to serve the community of West Linn well, with a bold and sensitive approach to redevelopment.

We have divided our recommendations into two groups. The first group recognizes the established areas north of the freeway and the second envisions the potentials inherent in the underutilized land and tangled transportation network south of the freeway.

## **Recommendations for the North Village Area:**

### **1. Complete improvements to Willamette Drive/ Highway 43 consistent with plans**

These would improve the safety of people on foot and on bicycles, as well as in vehicles by making changes to certain intersections, sidewalks and crossings. In addition, lighting, landscaping and other place-making elements should be a part of any street improvements.

### **2. Transform West Bridge Park, under the interstate freeway, to a true local park**

This would provide enhanced public access to the river, and improve a trail that would eventually terminate in Willamette Park.

### **3. Redevelop the former Bolton Fire Station into low-rise/higher density workforce/senior housing.**

With its proximity to services, park space, and the library, this would be an excellent use of city-owned property. Artfully-done interpretive displays incorporated into a new structure could describe the role of the previous fire station in the community.

### **4. Encourage limited redevelopment in a few selected locations on parcels flanking Willamette Drive.**

With carefully applied zoning and design standards, these areas could accommodate new development such as townhouses and 2-3-story mixed use development. Design standards can ensure compatibility and prevent piece-meal redevelopment.

These four actions constitute the sum of what we believe to be appropriate for the area north of the freeway. But they could give the area a renewed vitality and identity in the community.

## **Recommendations for the South Village Area:**

### **1. Create a new urban intersection**

This would involve several key modifications. First, the Broadway right of way would be closed, eliminating one of the awkward and dangerous turning movements. Second, the current Mill Street would be vacated, eliminating another dangerous movement. Third, the gas station would be acquired and demolished, allowing that parcel to be used to build a new, right-angled, signalized intersection connecting Willamette Drive, Willamette Falls Drive and a new Mill Street. The new intersection and street segments would include generous sidewalks, protected bicycle lanes, safe crosswalks, and stops for transit.

- 2. Convert the right-of-way of Broadway into a terraced park with parking underneath**

This would provide green space for public use, connecting across the freeway. It would also provide shared public parking on one level below the park. The park could include a water feature or art work that could symbolize the new center and visually anchor the west end of Arch Bridge.
- 3. The City should partner with a non-profit to build workforce/senior housing on publicly owned property**

This would make use of a piece of property that is publicly owned and could help jump-start other redevelopment over time. This project would not depend upon the streets or intersection being rebuilt. Its development could proceed while the street work is being funded and designed.
- 4. Create a new Mill Street**

This street would replace the current Mill Street which involves an intersection on a curve very close to the Arch Bridge. The new Mill Street would be an extension of a re-aligned Willamette Drive in the new right-angled intersection. Mill Street would be designed as a highly walkable street, lined with shops, restaurants, services and public spaces. It would be landscaped and have many amenities for people on foot or using bicycles. New buildings would be required to add to the street-level amenities with generous storefront windows, pedestrian-oriented signs, overhead canopies for weather protection, and rich architectural details. It would also include shared on-street parking.
- 5. Build a new central “Market Square”**

This public space would intersect with Mill Street and provide for a variety of activities, including food vending, art displays, small concerts, crafts markets, and special events. There would be a permanent pavilion that could house some uses year-round but expand in better weather out onto hard and soft surfaces. The Market Square would have a connection up the hill to West A Street and down the hill to a broad public terrace that would overlook the river. It would be framed by adjacent buildings containing uses that spill out into the space. The Market Square is seen as a flexible, adaptable space that can accommodate many types of events and activities.
- 6. Encourage multi-story, mixed-use development in the core, including higher density residential development.**

On the parcels along the new Mill Street and the major new intersection, the City’s land use regulations should encourage a mixture of uses in buildings up to six stories in height. The economic study indicated that there would demand for a hotel in this area as well. This new development would share a centrally-located multi-level parking structure, which is far more cost-effective than each building providing its own parking. The garage would be available to the public for events and use by local merchants, as occasionally demand would exceed the capacity of on-street stalls.
- 7. Encourage residential development of moderate density outside the core**

Outside of the parcels immediately surrounding the new intersection, there are other parcels that could be ideal for urban type housing. For example, the row of parcels on Territorial Drive could be redeveloped into town houses. (Most of the properties have been recently acquired.) Further south along Willamette Falls Drive, there are some parcels that are occupied by single-family homes. Many of these are no longer homes but have been converted to office space. These parcels could be consolidated such that there could be a pocket of row houses or apartments that could meet the demand for housing from people who wish to live in close proximity to the South Village.

## **8. Construct multi-use trails.**

Over time, the South Village should be part of a regional trail system that links West Bridge Park with Old Willamette. That larger vision will take some time to accomplish. In the meantime some trail connections can be built, such as designing Territorial to include a trail that winds up to the New Mill Street. There are other trails possible, such as one lower down the slope towards the river. There is the possibility of a trail that connects Mill Street with the City fishing pier. And other trails and pathways can pass through various areas, such as the terraced park on the vacated Broadway.

## **Implementation**

The plan also includes a number of implementation steps, including a phased set of actions and possible funding mechanisms. It provides a regulatory framework and a set of design standards for new buildings. The plan also lists a number of key capital investments along with planning level estimates of costs.

We believe that this document, along with a series of more detailed appendices, equips the City with a sound set of directions and measures to accomplish them. It sets forth a broad, long-term vision but provides a practical means to achieve it. We are delighted to be part of this process that has culminated in this plan.

# ARCH BRIDGE-BOLTON TOWN CENTER

## A VISION FOR THE FUTURE



**DRAFT** NOVEMBER 26, 2014



# ACKNOWLEDGEMENTS

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# 1. INTRODUCTION

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# 1. INTRODUCTION



Welcome sign near the Arch Bridge

In late 2013, the City of West Linn selected a team of consultants, led by LMN Architects, to craft a plan for the Bolton Town Center. The team included urban designers, economists, transportation planners, landscape architects, and community involvement specialists. Over a twelve-month period of time, the team interviewed many stakeholders, held a multi-day series of workshops, helped conduct surveys, assembled progress reports for the City's website, and met repeatedly with other agencies that have involvement in the area.

The resulting plan was a collaborative effort of the team, City staff, staff from other agencies, and many citizens. It reflects multiple interests and helps determine a set of directions and implementing actions that can be carried out over the next ten to twenty years. All community building takes time, yet there are many things that can be accomplished in the short term. Regardless of the speed of implementation, carrying out the plan will require concerted and committed actions by many organizations: City and State governments, nonprofits and for-profit companies. Creating a town center with greatly enhanced circulation, public spaces, and mixed-use development will unfold in waves of change and build to a complete center. Eventually a true mixed-use town center will emerge that will become a wholly new place in the City of West Linn. In a sense, this work is

restoring a center that was once present in this location and creating a new center that will carry the community well into the future, offering an array of choices and connections to residents, newcomers, and visitors.

**The town center in West Linn is seen as complementary to efforts going on across the river in Oregon City. The two centers will evolve together, each presenting their own unique characters and offerings. The Arch Bridge, the Wilamette River, and Wilamette Falls serve as a common elements that provide a dramatic centerpiece to the transforming landscape. Both old buildings and new will combine to create a richly layered pair of communities set into a stunning convergence of natural forces.**

# 1. INTRODUCTION



Willamette Falls Railway Depot & sheds c.1895.



West Linn City Hall c.1936

## Historic Context

The Arch Bridge/Bolton area was home to a significant amount of early development, much of it prior to the incorporation of West Linn in 1913. Near the Bolton Neighborhood, particularly around Willamette Falls, was historically a gathering place for Native American tribes and it was a site of early European settlement.

The first permanent European settlement of the area was in the 1820s when John McLoughlin claimed land on the east side of the river to build a trading post and sawmill. Oregon City incorporated in 1844, and in 1852 Robert Moore platted Linn City on the western bank of the river. This area flooded in 1861 and it was not until the incorporation of West Linn that there was a city on west bank of the Willamette.

While West Linn is often considered a bedroom community, much of its early history was industrial in nature. The Willamette Falls Locks opened in 1873, easing the passage of materials along the river. A paper mill opened on the site of the current West Linn Paper Company in 1877. In 1888, the first bridge across the Willamette from Oregon City was completed, connecting Oregon City and what would become West Linn. The Willamette Falls Electric Company,

which would eventually become PGE, began operating a hydroelectric plant on the west side of the Willamette in 1895. Now known as the T.W. Sullivan Plant, it is the oldest hydroelectric plant in Oregon and the third oldest in the U.S. Just north of the town center, in 1896, the area around what is now Buck Street was platted as "Bolton." Many of the city's earliest residences are located in this part of the Bolton neighborhood. Early pockets of development also occurred around the paper mill, including a trolley station that also housed City Hall and, closer to the river, the West Linn Inn. Residential areas developed on Holly, Grove, and Garden Streets near today's West Linn Central Village shopping center and on West A and Broadway Streets near West Linn High School.

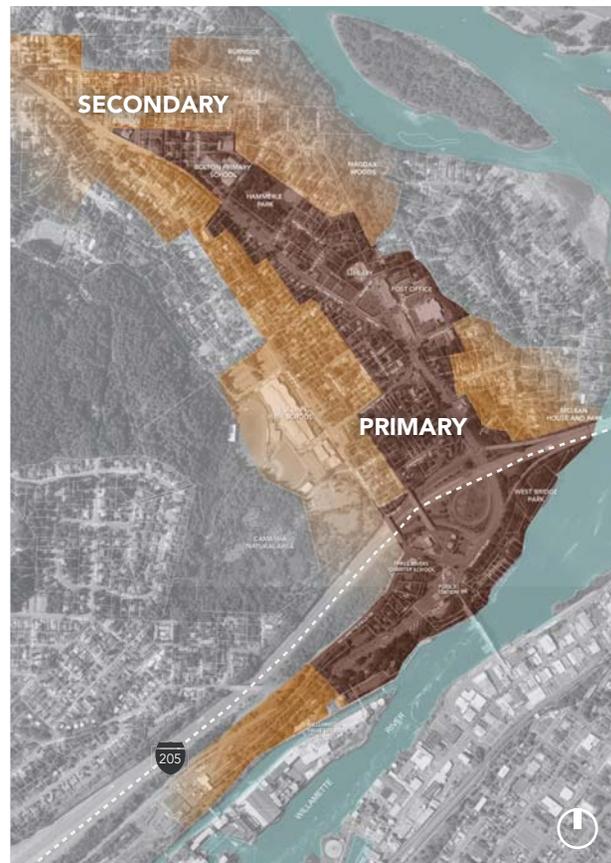


Mill Street c1925:  
Photos courtesy of Old Oregon, CCHS

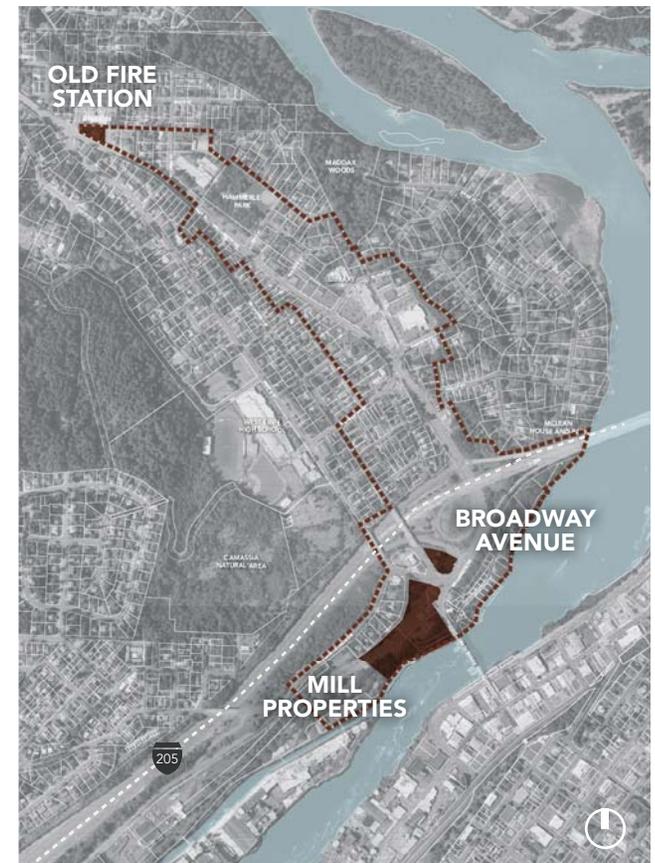
# 1. INTRODUCTION

## Local Opportunities

The initial study area is shown in **Figure 1**. After examining the pattern of development, ownerships, age of buildings, and recent investments, we concluded that the opportunities for creating development are distinctly different north of I-205 and south of I-205. On the north side, there are relatively limited sites for infill-type development and fewer still that could be available for short-term development. There are a handful of smaller properties located in or near the West Linn Central Village shopping center. Several of these have challenges with respect to access or close proximity to established, low-density residential development. A longer-term prospect might be the parcel now occupied by the post office, which could be redeveloped into mixed use. The old Bolton fire station at the north end of the study area shown in **Figure 2** is vacant and likely not cost-effective to bring up to current building code standards. This site, although small, could accommodate a modest infill-type development of low-rise apartments. (This could be a partnership between the City and a nonprofit housing provider.)



**Figure 1** Primary & secondary study areas



**Figure 2** Catalyst sites

# 1. INTRODUCTION



Gas station and old city hall/police station



Housing between Territorial Drive and Willamette River

Finally, in the long term, there are a number of parcels surrounding Willamette Drive that are less suitable for their current single-family detached uses and could potentially be rezoned to allow for low-rise townhouses or other uses over time.

By sharp contrast, most parcels in the portion of the study area south of I-205 are available for redevelopment. Many are vacant and there is a mix of public and private ownership. Others contain older forms of development that could be replaced with development that meets current needs for housing or commercial space. A number of parcels are already aggregated and there is indication that more aggregation is occurring. Focusing major new development into this area is considerably easier to accomplish compared with other portions of the study area. Moreover, few people live in the area who could be adversely affected by larger, taller buildings and increased intensity.

However, while there are relatively few property owners in this area, its potential redevelopment is hampered by a street network and intersection that are confusing, hazardous, and do not easily allow for modes of transportation other than cars and trucks. At present, the area is a combination of a frontage road and access lanes to and from the freeway. The City could vacate the right of

way for the little-used stretch of Broadway that extends from Willamette Falls Drive to the I-205 overpass and repurpose that narrow strip of land. Doing so would control one leg of an awkward intersection, but it alone would not resolve more fundamental problems of traffic flow, alignment, and visibility for turning movements and would not likely produce a desirable pedestrian environment.

The conclusion of the planning team is that the opportunities inherent with the study area south of I-205 can only be achieved by realigning the intersection to have right-angled geometry. This would also involve signalization, new channelization, urban-type sidewalks, bicycle lanes, and wider crosswalks. Accomplishing this new configuration would necessitate acquiring the gas station that occupies a key site.

During the planning process, the team examined the possibility of installing a roundabout east of the gas station property and using it for that purpose. This initial suggestion seemed to be an intuitive and inventive solution. However, more detailed investigation showed that such a roundabout would likely be so immense in size that it would actually limit development opportunity. Furthermore, analysis of traffic movement associated with a roundabout

# 1. INTRODUCTION



**Figure 3** Existing parcels & potential street alignment



could cause traffic backups unacceptable to ODOT and could hamper the roundabout's use. Accordingly, the conclusion was that a conventional, signalized, urban intersection would be more appropriate for all users and offer the greatest opportunities for creating a town center. The critical piece of making an active town center in this location would be the acquisition of the station and the reconstruction of the intersection. This would also place electric utilities underground, thereby making the area more desirable for new development.

A newly configured intersection depicted in **Figure 3** would also allow an extension of Willamette Drive into the mill properties to provide a walkable Main Street. A concurrent vacation of Mill Street would also open up more opportunities for development and eliminate a hazardous turning movement. There, a major investment in new street alignment and design offers the key to multiple opportunities.

# 1. INTRODUCTION

## Community Interests

During the course of planning, the team listened carefully to the community. Multiple opportunities were provided for ideas, information, and comment from people in the community – both residents and business people. Among the considerable input received, two fundamental ideas emerged:

(1) The mature residential areas north of I-205 are sufficiently established and stable that any changes should be relatively modest and respectful of the established context. Moreover, the West Linn Central Village shopping center has been recently upgraded and expanded and it continues to service the surrounding area for daily needs. There was little desire for additional commercial development in that part of the study area. On the other hand, there was some support for softer forms of infill, such townhouses or small multifamily buildings. And there was a desire to see improvements to the safety and appearance of Willamette Drive (Highway 43).

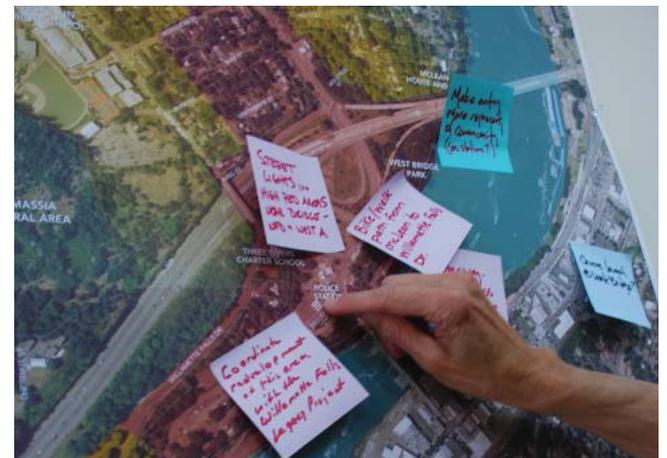
(2) Comments regarding the area south of I-205 seemed to suggest support for substantial change. This would involve mixed use, multistory buildings and workforce/ senior housing. There was recognition of

the importance of the mill and its continuing operations and employment and an interest in retaining remnants of the original town center, such as the old city hall/police station structure. There was also a realization of the need to improve the circulation in that area, especially for people on foot and on bikes. Finally, many people saw the value in encouraging development that would be complementary to what has been done and is being planned in Oregon City – particularly the redevelopment of the mill site on that side of the river. There was a widespread appreciation for the historical and natural aspects of the area flanking the Arch Bridge, including the falls and the locks.

Planning efforts have tried to blend these perspectives so future development can occur where it is appropriate and respectful of the community's character and heritage. **Appendix B** documents the interviews, surveys, workshops, and other means by which people were kept informed and engaged in the planning process. All of these methods were immensely useful in helping frame the direction of this plan.



Historic building c. 1920



Comments at the storefront studio

# 1. INTRODUCTION

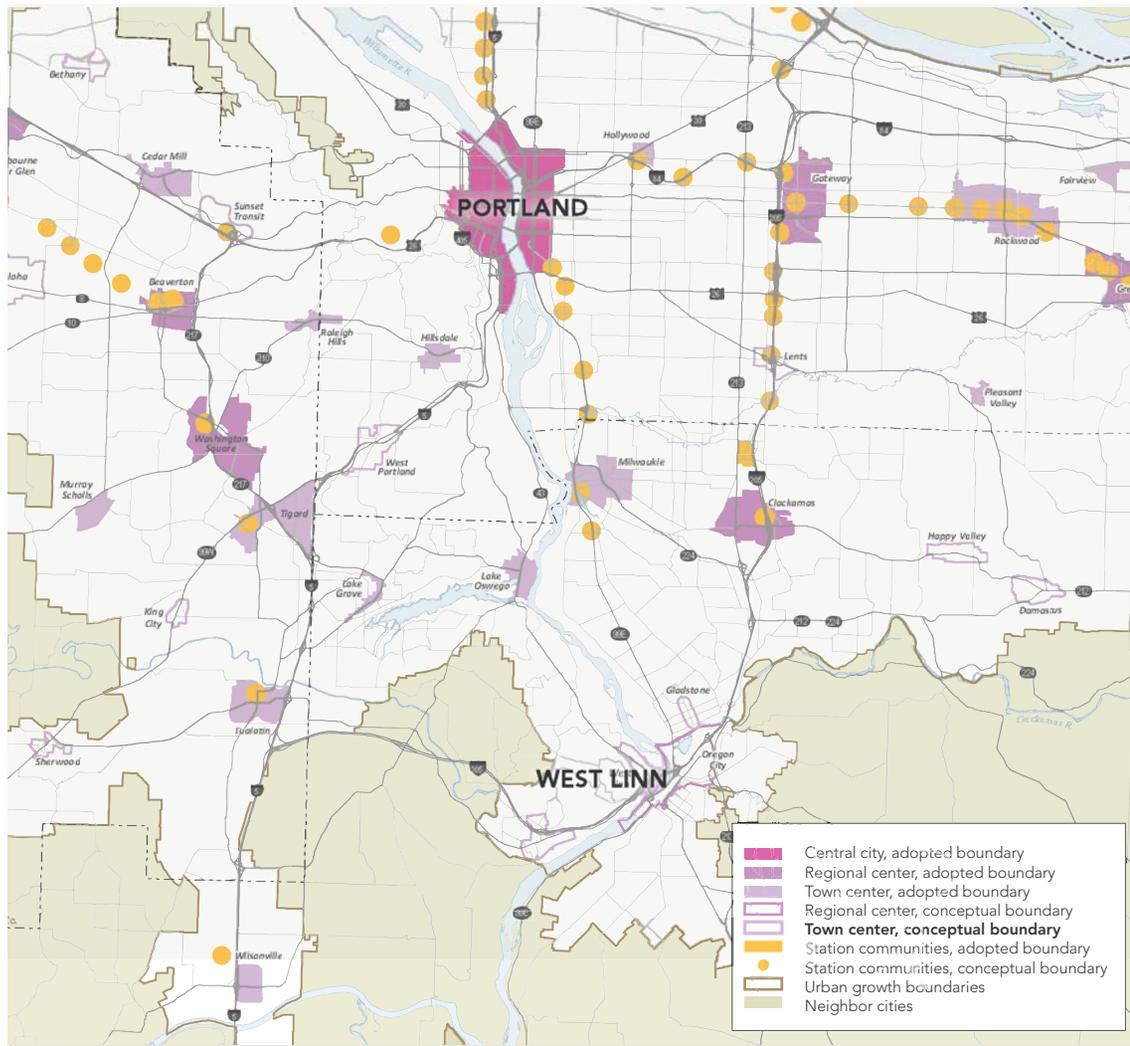


Figure 4 Metro Title 6 map depicting conceptual Bolton town center

## Regional Policies

The plan comports with regional objectives adopted by Metro to establish a series of urban centers throughout the three-county area. The intent is to focus development into places that can be effectively served by transit and other infrastructure investments and away from farmlands, forest lands, sensitive lands, and to preserve existing established single-family neighborhoods. Other agencies have cooperated with Metro to ensure that this objective is reached over time.

This plan uses a more fine-tuned approach, indicating that portions of the study area are mature and comparatively fixed with regard to density, types of development, and uses. While there might be room for subtle changes, such as improvements in streets and parks, for the most part, the portion of the study area north of I-205 should not be substantially altered. Concepts that suggest significant change are reserved for the area south of I-205. Indeed, this plan describes quite different directions for the two areas.

Consequently, during the planning process, involvement by staff of both Metro and ODOT has been frequent and continuing. The intention is to coordinate multiple actions, funding mechanisms, and regulatory approaches so the regional vision can be achieved.

## 2. OBJECTIVES & PRINCIPLES

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## 2. OBJECTIVES & PRINCIPLES

Early in the process, the planning team worked with the City staff, the Advisory Committee and the City Council to craft a set of overarching objectives and principles. We strove to meet these in the subsequent work that has culminated in the concepts and recommendations in this plan.

### OVERALL GOAL

Develop a cohesive plan for the Bolton town center in West Linn that can be implemented over time by a combination of public and private actions.



Public workshop at the storefront studio

## 2. OBJECTIVES & PRINCIPLES

### OBJECTIVES

- 1 Build on the rich natural and cultural history of West Linn and its relationship to the environment, particularly the Willamette River.
- 2 Create a town center that serves as a focus of community activity, commerce, recreation, and housing opportunities.
- 3 Ensure the evolving town center respects the scale and character of the community while introducing any increased density and height and new building forms.
- 4 Establish the alignment of the trail from Willamette Park.
- 5 Improve the street network and waterway connections to provide for better and safer pedestrian access, bicycle, and transit use, and to establish a strong, clear identity for the town center.

### PRINCIPLES

- 1 Recognize regional planning efforts to create mixed-use centers connected by transit.
- 2 Build upon the vision and directions set forth in the City's planning and vision documents, including the Comprehensive Plan.
- 3 Encourage the attraction of new forms of commercial and residential development that will provide positive economic benefits to the City and broader choices to residents and visitors.
- 4 Develop a town center that serves the residents of West Linn and welcomes visitors to enjoy the place and its natural and cultural features.
- 5 Examine traffic calming methods that can make the arterial streets safer, more attractive, and accommodating to transit, pedestrians, and other forms of movement.
- 6 Enhance the network of parks, trails, public spaces, and natural areas that contribute to the unique, verdant character of West Linn.
- 7 Identify strategic public investments, regulatory changes, and market strategies that can strengthen the town center as a place and attract corresponding private investment.
- 8 Work with ODOT to determine whether the I-205 on/off ramps or right of way as well as Highway 43 could be reconfigured to open up land for development while making traffic flow smoothly.
- 9 Explore catalyst development sites that could convey opportunities for infill and redevelopment that is sensitive to the community context.
- 10 Coordinate the planning of the town center with the Willamette Falls Legacy Project to adapt the former Blue Heron mill site to new uses.
- 11 Employ multiple ways of informing and engaging the community throughout the planning process.
- 12 Instill an enthusiasm for the future of the town center among the public as well as existing and potential private-sector partners.
- 13 Examine ways of visually and functionally connecting portions of the town center together, particularly the parts north and south of the freeway.
- 14 Create a gateway from the Arch Bridge and I-205 into the heart of the town center.

### 3. PROPOSED CONCEPT

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### 3. PROPOSED CONCEPT NORTH VILLAGE



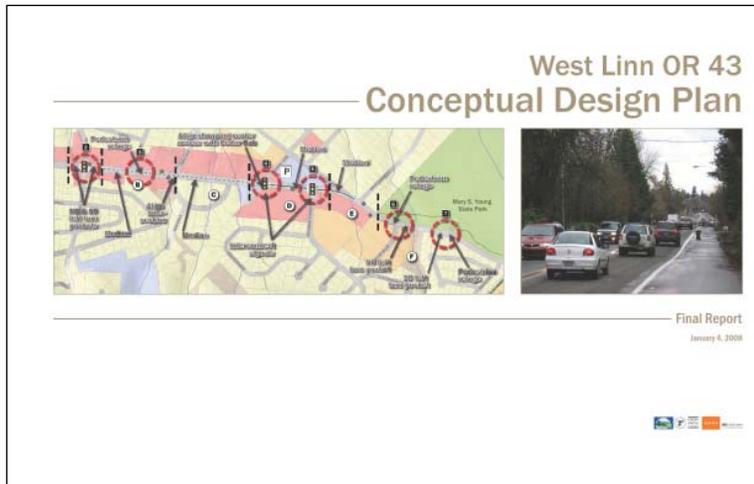
**Figure 5** Illustration of “North Village” within the primary study area

#### **“NORTH VILLAGE”: MODEST CHANGES**

This area generally flanks Willamette Drive between Buck Street at the north end and I-205 on the south end. Approximately 5000 feet in length, it encompasses commercially and residentially zoned properties that flank the regional arterial road (Highway 43). Changes in this area would be relatively modest, involving street improvements, infill, and some redevelopment. The anticipated changes would consist of the following:

1. Complete improvements consistent with plans for Willamette Drive/Highway 43.
2. Transform West Bridge Park under the I-205 bridge into a true local park.
3. Redevelop the former Bolton fire station into low rise/higher density workforce/senior housing.
4. Encourage limited redevelopment in the longer term, including townhouses and small areas of 2-3 story mixed-use development near Highway 43.

### 3. PROPOSED CONCEPT NORTH VILLAGE



2008 Conceptual design plan for improvements to Highway 43



West Bridge Park concept

#### 1. Complete improvements consistent with plans for Willamette Drive/Highway 43.

Willamette Drive would be upgraded, with safety and aesthetic improvements in accordance with the recommendations of the Highway 43 Plan, as modified by the upcoming Transportation System Plan update. This would include improved sidewalks, bicycle routes, enhanced crosswalks, and street tree planting.

#### 2. Transform West Bridge Park under the I-205 bridge into a true local park.

This is land currently owned by ODOT as right of way for the freeway. The City should make an agreement with the State to retrofit this property to provide useful open space, garden areas, and access for light boats to the river. An illustrative plan shown here builds upon previous ideas and conversations with the community. This park would also be part of a trail that would link the Bolton Neighborhood with the West Linn Mill area and – over the long term – Willamette Park.

### 3. PROPOSED CONCEPT NORTH VILLAGE



Old Bolton fire station

#### 3. Redevelop the former Bolton Fire Station into low rise/ higher density workforce/senior housing.

Approximately 20-25 apartment units in 2-3 stories could be accommodated on this site, which would be designed to create a face to Willamette Drive. This would likely require the City partnering with a nonprofit housing provider. Because this building will create a highly visible “gateway” effect at the north end, it should be carefully designed to exhibit both quality of architectural design and respect for the scale of the surroundings.

Workforce/senior housing is generally defined as housing that is aimed at households that make less than 80% of the median income for a city. These households would also not be spending more than 30% of their income in rent. This is not low-income housing, as that is a much lower level of income. Rather, workforce/senior housing accommodates teachers, service workers, day care workers, nurses, and many other people who have modest incomes within a community.



Townhouse development

#### 4. Encourage limited redevelopment in the longer term, including townhouses and small areas of 2-3 story mixed-use development near Highway 43.

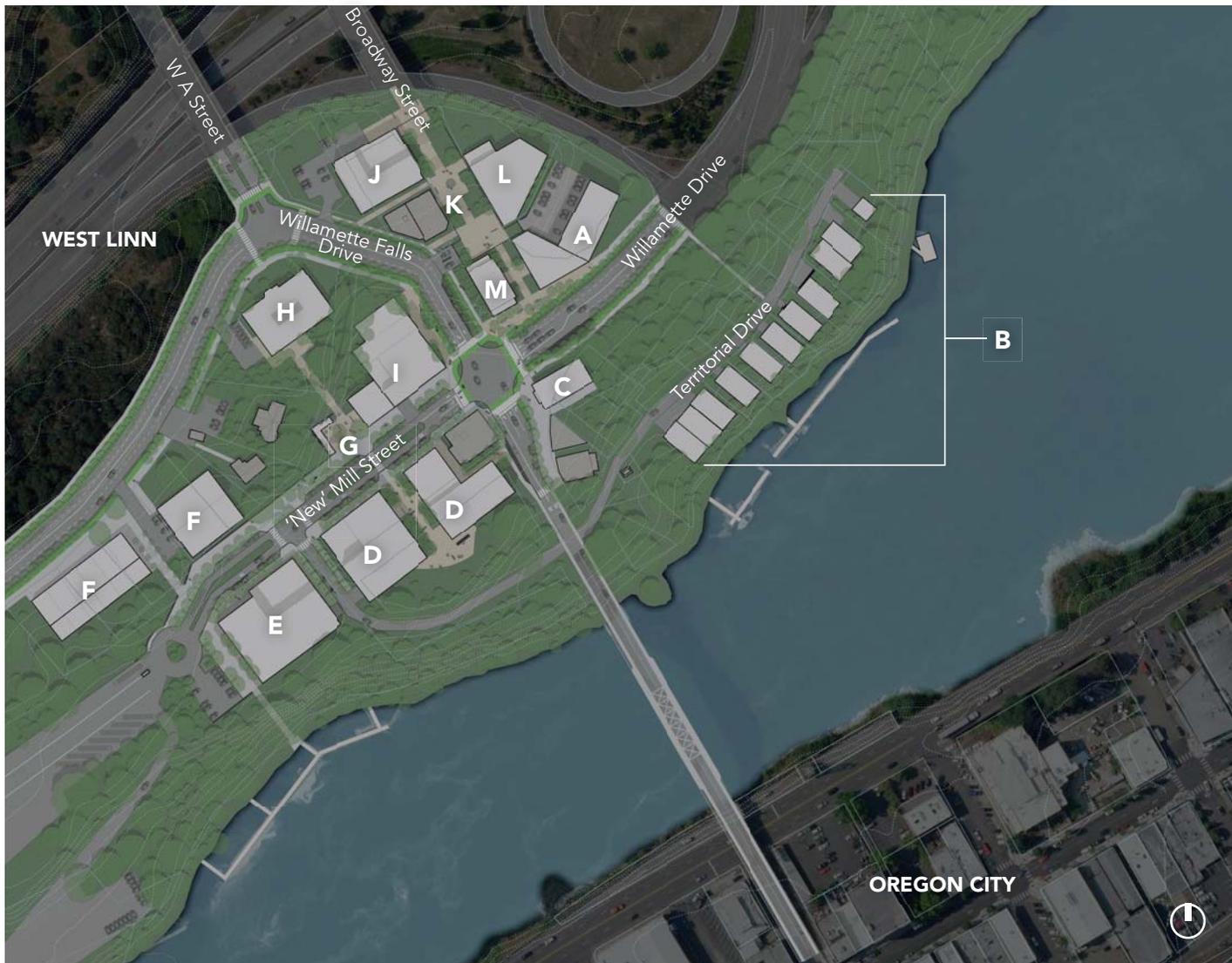
There are several sites in this area that could, over time, be redeveloped into multistory mixed use. One is the site of the current post office. Postal service offices are changing dramatically all over the country. Some are closing, others are consolidating, and still others are compacting down to small service counters. Changes in the form and processing of mail means post offices no longer occupy the same building types that they used to; many post offices can do well in small retail spaces.

Two other sites that could transform over time are the gas stations that flank both sides of Willamette Drive. These are older stations, although they continue to serve a function. However, gas stations are also closing, often due to environmental regulations. It is entirely possible that one or both of these sites might be available for redevelopment over the next 10 to 15 years. Whether they are most appropriate for housing or commercial use will be determined by changes in the marketplace.

Finally, there are a small number of locations with outdated commercial zoning that would be better used for other types of development, such as residential.

### 3. PROPOSED CONCEPT SOUTH VILLAGE

#### ILLUSTRATIVE DEVELOPMENT PLAN



- A Multifamily Housing**  
50-60 Units + Surface Parking
- B Condos**  
15-20 Units
- C Retail/Residential**  
1000sq ft + 25-30 Units + Garage Parking
- D Residential**  
5000 sq ft Retail + 45-50 Units Each
- E Hotel**  
80-100 Rooms
- F Condos**  
10-15 Units
- G Market Square**
- H Office/Residential**  
30000 sq ft or 40-50 Units
- I Parking Structure/Retail**  
1200sq ft of Retail
- J Condos**  
40-50 Units
- K Parking Garage**  
200-250 Stalls
- L Condos**  
40-50 Units + Garage Parking
- M Commercial**  
10,000sq ft

Figure 6

### 3. PROPOSED CONCEPT SOUTH VILLAGE



Figure 7 Illustration of “South Village” area

#### “SOUTH VILLAGE”: MAJOR CHANGES

This area is south of I-205, between the on- and off-ramps and the West Linn Paper Mill. Approximately, 2000 feet in length, it encompasses largely commercially zoned properties that flank Willamette Drive, Willamette Falls Drive, the current Mill Street, and Territorial Drive. Changes in this area would be significant, including major realignment of streets and intersections, elimination of Mill Street, the addition of a new street, protected bike lanes, urban sidewalks with street trees, enhanced crosswalks, major public spaces, and more than a dozen multistory buildings – some mixed use, others solely residential. The proposed changes include the following:

1. Create a new four-way, signalized intersection.
2. Convert roadway into a terraced park with public parking underneath.
3. Partner with a nonprofit to build workforce/ senior housing on publicly owned property.
4. Create a new Mill Street.
5. Build a new central market square.
6. Encourage multistory, mixed-use development in the core with higher-density residential.
7. Encourage residential development of moderate-high density outside the core.
8. Construct multi-use trails to connect various parts of the area.

### 3. PROPOSED CONCEPT SOUTH VILLAGE



Figure 8 View of new intersection

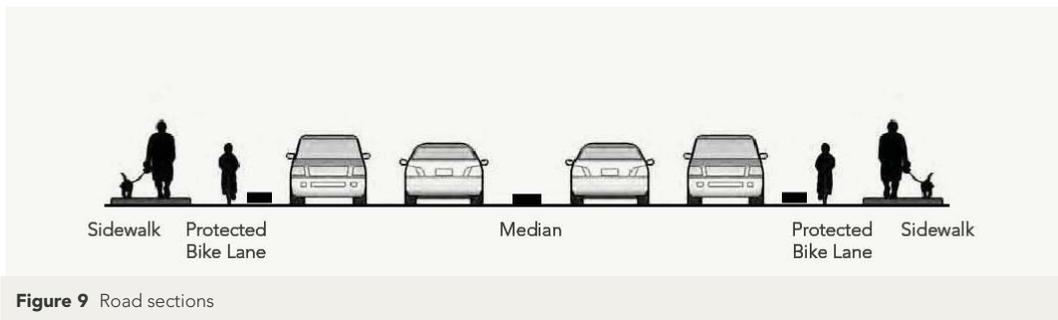


Figure 9 Road sections

#### 1. Create a new four-way, signalized intersection.

This project would create a new centerpiece for the area south of I-205. It would straighten out the confusing tangle of streets and oddly angled intersections. It would create a wholly new, right-angled intersection with four legs, wide crosswalks, and a signal that would control traffic movements. Willamette Drive (Highway 43) would be slightly realigned to extend into the mill properties, where the gas station is located at present. This necessitates acquiring the station property as the new intersection would consume the gas station property almost in its entirety. (The current Mill Street would be vacated, eliminating a hazardous turning point.)

Willamette Drive currently has sufficient right-of-way width to be redesigned with a completely different configuration. In addition to reorganized and re-channelized traffic lanes, there would be 14-foot-wide urban sidewalks containing street trees. But between the curb line of the sidewalks, there would be a 5-6-foot-wide bicycle lane that would be separated from the traffic lanes by a 6-foot-wide raised median, also containing street trees. This type of bicycle facility is sometimes referred to as a "protected bicycle track." The raised and planting median would also provide locations for bus stops.

The overall effect would be much like an urban boulevard with adequate space for multiple means of travel: autos, trucks, buses, bicycles, and walking. The dense landscaping would reflect the verdant nature of West Linn and add tree canopy to streets that are currently barren.

### 3. PROPOSED CONCEPT SOUTH VILLAGE



Sketch looking northwest across the terraced park

#### 2. Convert Broadway into a terraced park with public parking underneath.

This project involves repurposing the right of way of Broadway, between the I-205 overpass and Willamette Drive. The space would be reconstructed to include several uses. The 60-foot-wide strip would be reconstructed as a public park, which would be terraced up the slope. It would form the central public space for surrounding new development and redevelopment and serve as an incentive to attract new residential and mixed-use development.

A single level of parking would be built under the park space, with access from Willamette Falls Drive. This parking would be for the public and would support a future civic building at the corner of the main intersection. The garage would contain approximately 50 stalls.



Existing Conditions

### 3. PROPOSED CONCEPT SOUTH VILLAGE



Examples of multifamily & mixed-use residential development



#### 3. Partner with a nonprofit to build workforce or senior housing on publicly owned property.

The publicly owned parcel on Willamette Drive, between Broadway and the off-ramp from I-205 should be developed into 50-60 units of housing, with some or all of the units being below-market. The City should solicit proposals from nonprofit housing providers to construct a 5-6 story structure. The ground level should offer some spaces appropriate for community uses (such as human services or child care) and other spaces appropriate for retail, office, or medical services. Parking would be provided on grade to keep costs low. Access would be from Willamette Falls Drive, through a City-owned parking facility described above. The City should assist the nonprofit with its permitting process and could encourage the use of programs such as the Vertical Housing Tax Exemption authorized by State law.

### 3. PROPOSED CONCEPT SOUTH VILLAGE



Conceptual rendering of the new Mill Street with pedestrian-oriented streetscape and mixed-use development



Existing Conditions

#### 4. Create a new Mill Street.

Willamette Drive should be designed and reconstructed as a new complete street. It would extend into the mill properties from the new intersection described above. As it extends into the mill property, it should be a highly walkable street, with wide sidewalks, a landscaped center median, and wide crosswalks. It would provide access to multiple parcels, as well as continue to allow a limited number of trucks that serve the mill. The streetscape should include wide sidewalks with street trees, distinctive lighting, street furnishings, and wayfinding signage. Bicycles would use the street with lanes designated as “sharrows.” The design quality should convey the idea of a signature street that would encourage outdoor restaurants, artful signage, generous display windows, and rich architectural details on building facades. Canopies and awnings along the street should be used to provide comfort for pedestrians.

### 3. PROPOSED CONCEPT SOUTH VILLAGE



Examples of market plazas

#### 5. Build a new central market square.

Within the mill property there should be a central square of green that is large enough to accommodate moderate-sized events, fairs, festivals, markets, and performances. This public space should take advantage of the sloping terrain and provide a pedestrian connection between destinations on the uphill side and destinations on the downhill side, conceivably all the way to the river's edge. This could be accomplished by a cascading series of steps, terraces, ramps, and platforms. Ground level uses, such as restaurants, cafes, and shops should face onto it. The space should also include a pavilion to contain temporary uses such as food carts or small events during the rainy season. This structure could consist of a sweeping roof and sides that open during pleasant weather. The market square should be programmed with events that keep it interesting and lively.

### 3. PROPOSED CONCEPT SOUTH VILLAGE



Examples of Medium Density Mixed-Use Developments

#### 6. Encourage multistory, mixed-use development in the core with higher-density residential.

It is recommended that the core area, flanking Willamette Drive and the Broadway right of way be an appropriate location for buildings that are up to 6 stories in height (up to 75 feet) and contain a mixture of uses. In some cases this would be office over retail and in others residential over retail space. The retail space need not occupy the entire first level, but mainly about the main street with an interior depth of 20 to 60 feet, depending on location. The intent is to create a lively, active main street, approximately 3-4 blocks in length. Much of this could be accomplished with restaurants and personal services.

The plan suggests that area could accommodate as many as 350 dwellings units, approximately 30,000 square feet of office space and up to 20,000 square feet of retail and restaurants over time. In addition, a hotel of up to 100 rooms could be accommodated. Parking for the hotel and rental housing would be provided by the central, shared parking garage. Condominiums and office development would likely provide their own secured and dedicated parking to satisfy lending practices.

### 3. PROPOSED CONCEPT SOUTH VILLAGE



Esplanade viewpoint



Walk in front of West Linn Inn - 1920: Old Oregon, CCHS



Existing Conditions

### 3. PROPOSED CONCEPT SOUTH VILLAGE



Examples of moderate-density residential infill projects

#### 7. Encourage residential development of moderate-high density outside the core.

Along Willamette Falls Drive and Territorial Drive, the density of development should be somewhat less than in the core – more like 3-4 stories (up to 45 feet). Housing in this range will still be relatively dense, but its bulk would be less. Locations along Territorial are challenged by a narrow, dead-end road that makes emergency access more difficult. Locations along Willamette Falls Drive are limited by the slope and the difficulty of achieving vehicular ingress and egress on a busy road.

### 3. PROPOSED CONCEPT SOUTH VILLAGE

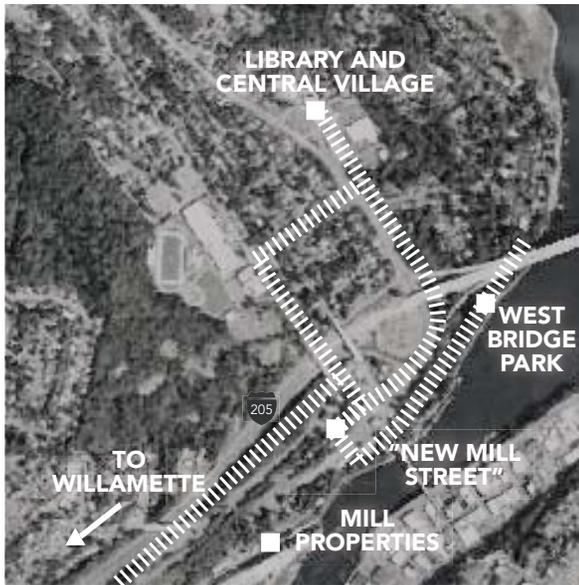


Figure 10 Locations of multi-use trails



#### 8. Construct multi-use trails to connect various parts of the area.

One trail would link West Bridge Park with the new Mill Street. This trail exists partially today but could be improved. It would also require some signage and perhaps painted lines on Territorial Drive to make it clear that a trail is present. Ultimately, this trail could connect all the way to the Willamette District.

Another proposed trail connection would link the new Mill Street with the fishing pier. The trail is suggested to extend from Willamette Falls Drive, down the slope, crossing the new Mill Street, and linking to the pier. There is a small parking lot shown off the new Mill Street that would make public access more convenient. Given the topography, this trail connection will likely necessitate switchbacks. The ramp connection to the pier would also need to be altered to make access easier.



Examples of trail connections

Finally, it would also be beneficial to have a lower trail, closer to the river, that would allow people to walk from West Bridge Park to the fishing pier. The alignment and design of this trail would require further study and easements across private property might be necessary.

### 3. PROPOSED CONCEPT SOUTH VILLAGE

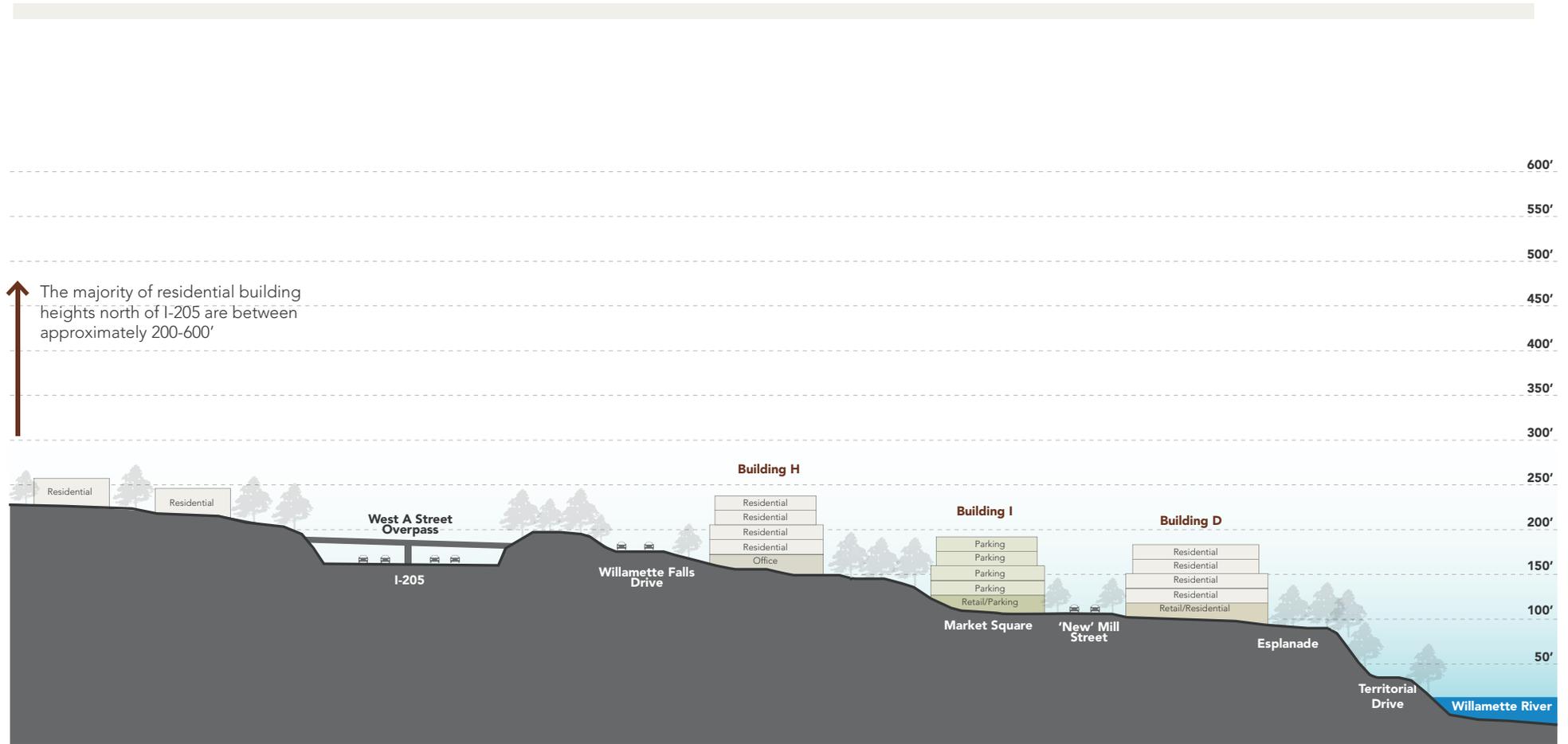


Figure 11 Section illustration showing maximum building height



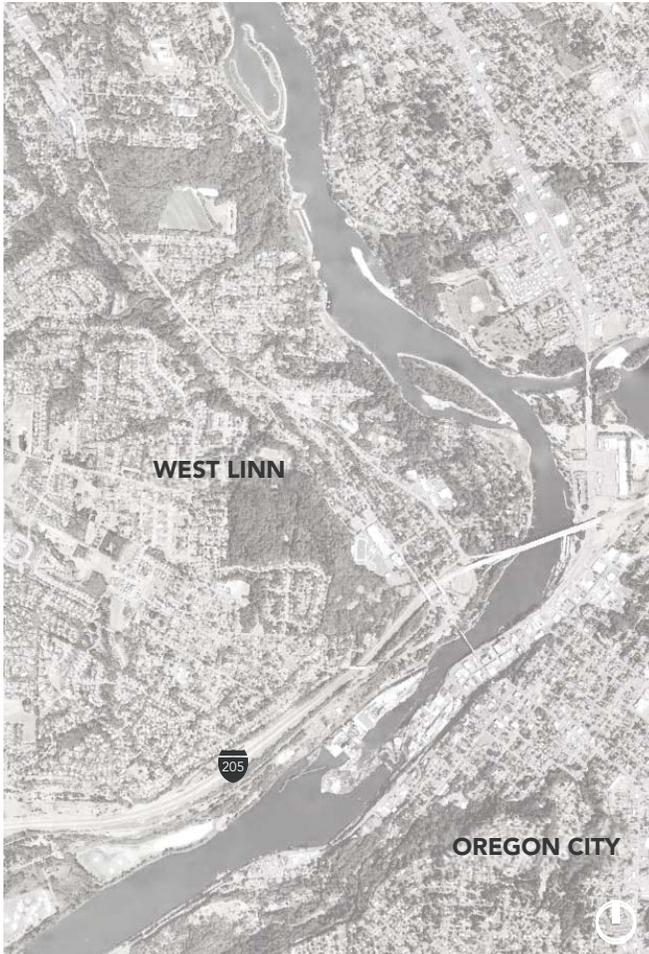
Section reference location

# 4. CURRENT CONDITIONS

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## 4. CURRENT CONDITIONS



Aerial photo of West Linn region & Bolton town center

The economic analysts on our team examined the demographics of West Linn and the study area to understand potential demand for different building types in the study area.

### Demographics

West Linn is a suburban community, southeast of Portland, in Clackamas County, with nearly 26,000 residents. Clackamas County is projected to grow slowly over the next few decades, at an average annual rate of 1.5% through 2025. West Linn and the study area will be in a position to capture some of that expected population growth.

The community is attractive to families. It has a relatively high portion of children and individuals aged 35 to 64. Relative to the Portland metropolitan area, it has a small portion of individuals aged 20 to 34 (**Figure 12-Age distribution 2010**). These numbers show that young adults — new entrants to the labor force — are less likely to live in West Linn. Single-family detached houses dominate the existing housing stock, comprising 77% of all housing units. In addition, the area's schools enjoy a strong reputation; the State of Oregon has rated the schools in West Linn as "outstanding." The community's existing housing stock and strong school system makes it particularly attractive to households with children.

West Linn is experiencing the same demographic trends as the nation: Its population is aging. Between 2000 and 2010, the portion of West Linn's population aged 55 to 64 grew 7%; the portion of all younger age groups declined. This is consistent with nationwide trends as the baby boom generation ages.

Incomes in West Linn are high. The median household income in West Linn is about \$86,600, which is \$28,000 higher than the median income across the entire Portland metropolitan region. (Median income is mid-point of all incomes: Half of the households have an income lower than the median and half have an income higher than the median.)

Although average incomes are high in West Linn, it is important to note that not all households in the community enjoy high incomes. Almost 30% of West Linn's households have an income below \$25,000 (**Figure 13-Annual household income 2008-2012**).

## 4. CURRENT CONDITIONS

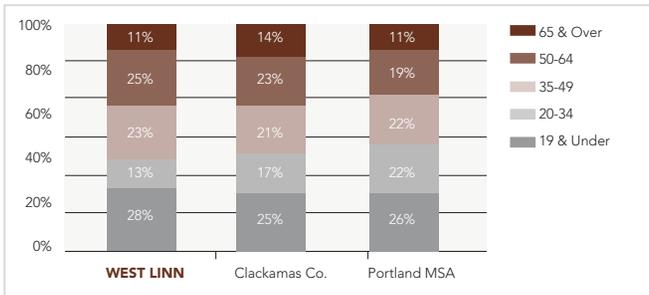


Figure 12 Age distribution 2010

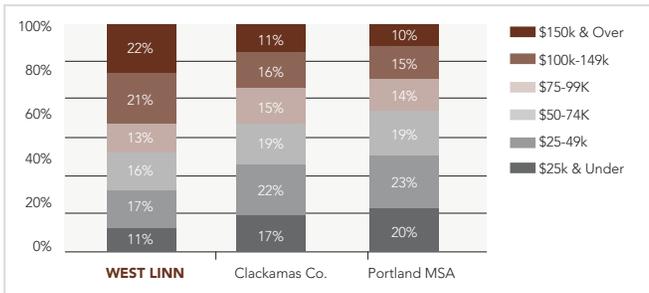


Figure 13 Annual household income 2008-2012

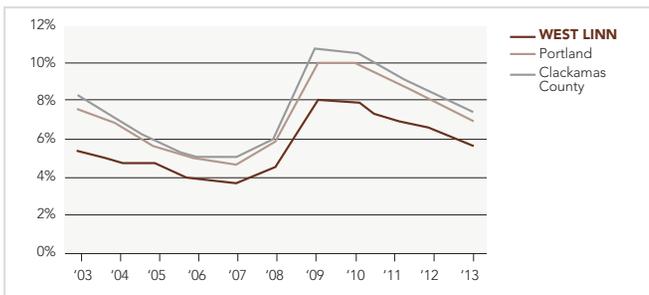


Figure 14 Unemployment rate

Households in West Linn tend to be well educated. This is not surprising, given the high income levels, as education and income are strongly correlated. The high education levels have helped the community's households weather the recent recession. The unemployment rate for the labor force residing in West Linn is consistently lower than the average unemployment rate for the metropolitan area (Figure 14-Unemployment Rate). West Linn's workers are more likely to be employed than workers in the rest of the region — their high education levels make them more employable.

Although West Linn's workers area highly employable, they tend to not work in West Linn. In 2011, only 7.5% of employed West Linn residents were employed in West Linn. This is a lower portion than in neighboring communities: 13.2% in Lake Oswego, 14.2 % in Oregon City, and 8.5% in Milwaukie. This indicates that West Linn functions as a "bedroom community."

These trends affect demand for housing. The demographic data show the West Linn is attractive to affluent households with children. However, as its population ages in the coming decades, a larger population will be over 65. A portion of these households will choose to downsize from large, detached single-family

houses to higher-density homes that require less maintenance. At this time, West Linn offers few housing choices for these households. If an aging household would like to remain in West Linn, the primary housing choice is the single-family detached home. A household that would like a smaller housing choice is likely to leave the community.

**Providing housing choices for an aging population could give existing residents a wider choice of options to enable them to age in their community where they raised their children.**

Although most of the households in West Linn have relatively high incomes, a portion of the community has lower incomes. Our research found evidence of strong demand for low-cost rental housing. The school district's reputation will attract families with children to the area; smaller, less costly, family-oriented housing could provide housing choices for those families.

## 4. CURRENT CONDITIONS



Commerical areas in West Linn

### Economics/Land Values

The economics firms on our team analyzed the market trends for different land uses to understand existing supply and potential demand for different building types in the study area.

The residential market is strong in West Linn. The median home sale price is just over \$350,000, lower than Lake Oswego and higher than Oregon City. West Linn has a high home ownership rate: 78% of the occupied units in West Linn are owner occupied, compared to 62% across the Portland metropolitan region. This aligns with the demographic structure of the community, which shows the community appeals to affluent households with children.

A small portion of the community's households rent their homes. The existing rented housing has low vacancy rates and high rents, indicating potential demand for additional rental housing. Very few multifamily units have been built in West Linn over the last ten years, and it is likely that there is pent-up demand for additional units. Given the good reputation of the school district, it is likely that many families would like to locate in the area, but cannot find housing within their price range. There are few housing choices for

lower-income households and new housing in the study area could provide new workforce housing.

### Community Development

The study area shows a reasonably strong retail market with low vacancy rates. The opportunity for new retail space is limited, however. There is a large supply of retail in nearby communities, and the study area's location and access limits its ability to compete with the larger regional retail centers.

**Broad retail trends affect demand for retail space in West Linn. The most important trend is that households are purchasing more and more goods over the Internet, creating challenges for "brick-and-mortar" retailers. It is expected that households will continue to shift purchases to the Internet, limiting demand for retail space to those goods and services that require a physical presence.**

**Within the study area, there is about 230,000 square feet of office space (equivalent to the size of a single office tower in downtown Portland). This area is not likely to be a large retail center, but there are potential retail opportunities for full-service restaurants and personal care stores.**

## 4. CURRENT CONDITIONS

In the narrow geography of the study area, the office market is healthy, with vacancy rates ranging from 6% to 8%. The analysis of vacancy rates and rents for office space show a relatively weak office space market in the broader West Linn/Lake Oswego area, negatively affected by weak demand during the recession. The market improved somewhat in 2013, but this market offers a large supply of quality office space. The location of the study area and the existing supply in the larger market limit this area's ability to successfully expand the office market.

There is evidence of many home-based professionals in West Linn. The business license data show there are more than 250 individuals employed in their homes. These individuals present an opportunity for a specific type of office space, where home-based workers can share meeting space and equipment. Executive office space, which provides small spaces with shared conference and production facilities, provides a model. There may be an opportunity to offer some type of office services to this small market.



Images from an unmanned aerial vehicle (UAV) at a height of 75' above Broadway Street



Aerial photo near Arch Bridge

## 4. CURRENT CONDITIONS

West Linn has no hotel. The primary demand for a hotel in a suburban community stems from individuals visiting residents of West Linn. It is likely that the community could generate adequate demand for a hotel. Combining a hotel with event space for large parties, such as weddings, could generate additional demand.

Within the boundaries of the study area, the value of existing development is relatively high north of I-205, making it unlikely that the area will redevelop in the near term. The land between the interstate and the western bank of the Willamette River, however, has a number of relatively low-value properties. Existing development on many parcels is relatively low value, making it more likely that the area could redevelop. The pattern of land values influenced the team's recommendation to focus redevelopment efforts in this part of the study area. Refer to **Appendix A** for more details.

The analysis of existing market conditions, demographics, and long-term economic trends suggest that a mix of uses could be supported in the study area, particularly in the area near the Willamette River. A mix of owner- and renter-occupied housing, some office space and retail space, along with a hotel, could create a town center on the eastern edge of West Linn.

Creating a town center in the study area may be a tool to create employment opportunities in the study area, redeveloping the area to encourage businesses to locate in West Linn. There is likely some demand for a small amount of office space that offers flexible space to small sole proprietors. There are potential retail opportunities for full-service restaurants and personal care services. The opportunity for new retail space is limited, however. The area is not likely to be a large office or retail center.

The lack of higher-density housing in West Linn creates an opportunity. The demographic analysis shows that the portion of West Linn residents over the age of 65 is growing. At this time, those individuals have few choices to allow them to remain in West Linn as they age. Multifamily units, with low maintenance requirements, are likely to appeal to a portion of this demographic.



West Linn Paper Mill and Willamette Drive

## 4. CURRENT CONDITIONS

### Development Pattern

The study area contains two distinctly different parts, separated by the elevated structure of I-205 and its associated ramps and expansive right of way. North of the freeway, the study area is relatively mature, stable, and exhibits recent development in the form of an expansion and renovation of the West Linn Central Village shopping center. While that area along Willamette Drive has been upgraded, other adjacent properties have not seen much recent investment. A number of parcels contain outdated development forms that are often vacant and reflect an earlier era of commercial use.

Highway 43 carries with it a degree of congestion, awkward and dangerous turning movements, and some blind intersections. The change in grade across the roadway and onto adjoining properties makes access difficult if not hazardous. The pattern of uses and densities is now at odds with a road that once was a meandering country lane between cities, but now carries a considerable amount of traffic between Portland and communities to the south. For many people, Highway 43 is a more direct route than I-205, which is also congested at many times of the day.

Several years ago, the Highway 43 Plan recommended a number of improvements to increase safety, better accommodate pedestrians and bicycles, and offer a better image for the community. These recommendations continue to be sound. If nothing else happens in this area, those improvements should be pursued. There are a number of places along the road where small forms of infill development could occur. One is the vacant house south of the West Linn Central Village shopping center. Another is the now closed former Bolton fire station at the north end of the study area.

South of I-205, the conditions are quite different. There are numerous larger properties that are vacant or contain older structures. Some of these are well-maintained, others less so. The West Linn Paper Mill controls several acres with virtually no development except for asphalt lots. There are a handful of historic structures — both residential and commercial in nature.

Generally, parcels are much larger, with the exception of a number of smaller parcels on Territorial and the upper portion of Willamette Falls Drive. However, there is evidence that these

are being assembled. Essentially, most of the area south of the freeway is available for redevelopment. Roughly in the center, a parcel occupied by a service station is in a key location that could lead to a complete transformation of this area with respect to both transportation and development.



Presence of freeway and highway

## 4. CURRENT CONDITIONS

### Character

The character of the areas north and south of the freeway is quite dramatically different. To the north, the area is largely pastoral in appearance, with homes and businesses nestled into a mature tree canopy that is pervasive. Many streets do not have sidewalks and have short lengths that dead end. Most houses are many decades old in origin, if not even older. There is a broad mix of country style, farm style, simple, small footprint suburban homes, along with scattered larger elegant houses. There is also a rich mix of ages, styles, and sizes. There are occasional pockets of housing, almost landlocked by trees and topography. The overall impression given is bucolic, stable, family-oriented, and peaceful.

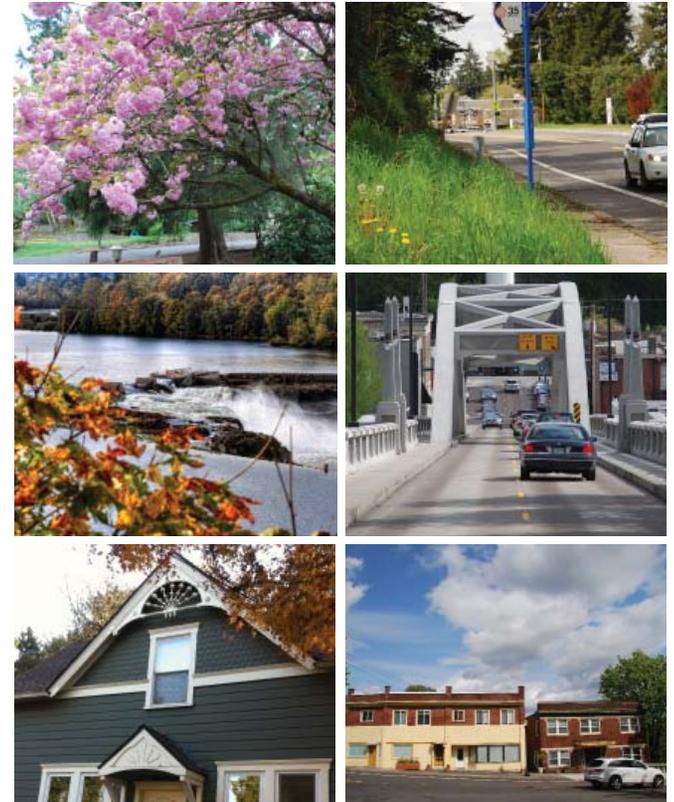
However, most of the buildings abutting both sides of Highway 43, north of the interstate, are larger, more modern, and separated by parking lots. There are few amenities or features that distinguish this area from any other strip commercial area. There is almost nothing that suggests West Linn as a unique place, as seen in other nearby communities such as Lake Oswego. The streetscape along Highway 43 is sometimes quite off-putting and hostile to people on foot, with narrow sidewalks, few street trees, few crosswalks, a lack of distinctive lighting, and other qualities that set one community apart from another. Again, the Highway 43 Plan suggests

a number of changes that could create a more pleasant corridor.

By sharp contrast, the area south of I-205 has almost no character, apart from the Arch Bridge, and handful of historic structures that are remnants from when this area was the town center of West Linn. The development of the freeway decades ago decimated the small center, leaving only a scattered number of homes, apartment buildings, and the old city hall/police station. The image of the area is dominated by the presence of wide, faster-moving, and often congested roads that converge in a confusing jumble of asphalt and acutely, oddly-angled intersections. This tangle of streets, vacant lots, and loosely arranged buildings gives an impression of disarray, disinvestment, and difficult maneuvering of cars and trucks as they make their way to and from the freeway.

Vast lawn areas associated with the off-ramp provide an openness that is without utility — such spaces are both barren and inaccessible. It is fair to say that south of I-205 has little in the way of positive character other than the few historic structures that remain.

**This area has immense potential due to views of and proximity to the river, the West Linn Paper Mill, the Arch Bridge, nearby historic structures, and the falls. The combination of water, topography, and vegetation is dramatic and potentially ideal for a unique town center.**



Images of typical character in and around the Bolton town center

## 4. CURRENT CONDITIONS

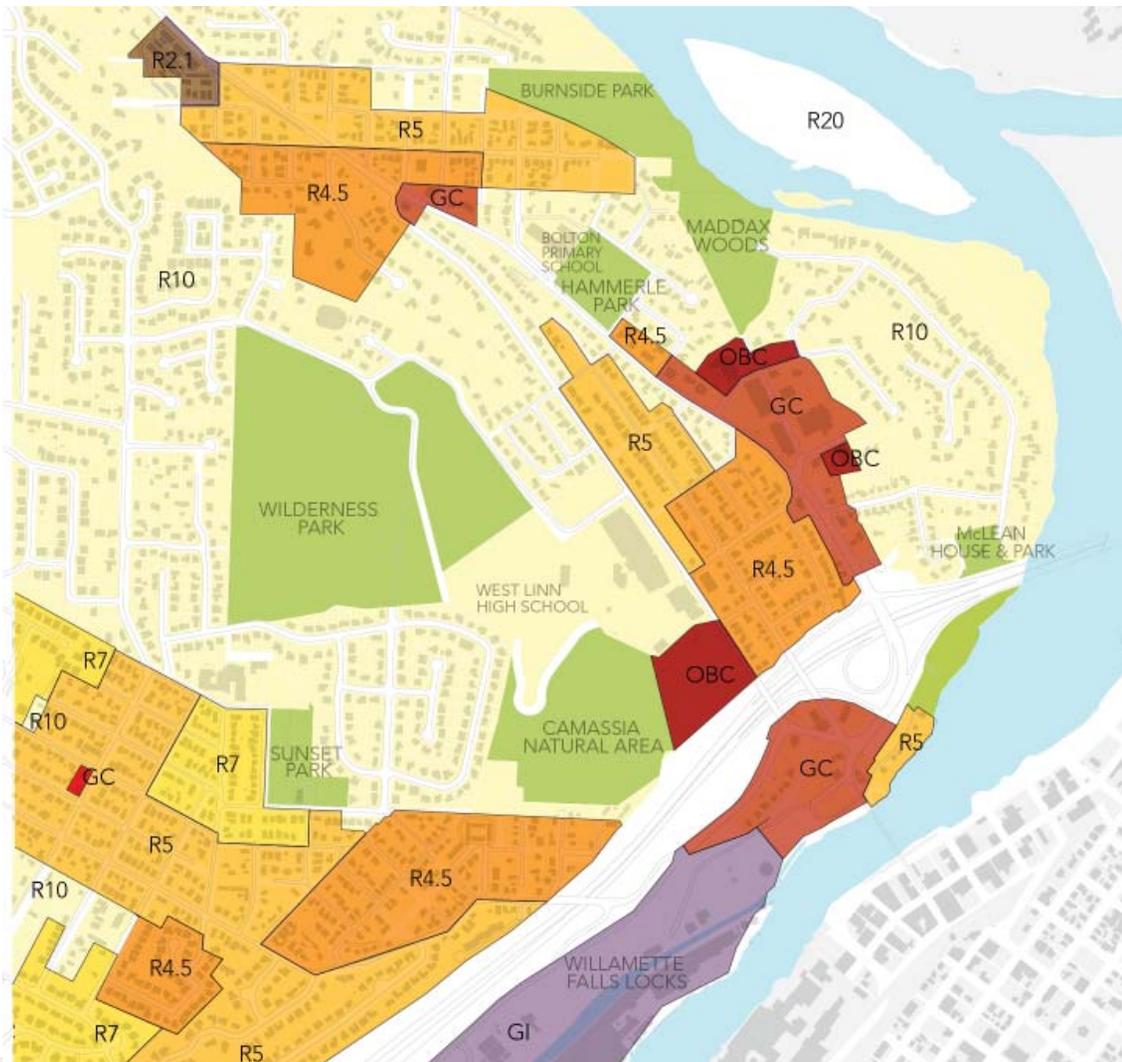


Figure 15 Existing zoning in West Linn

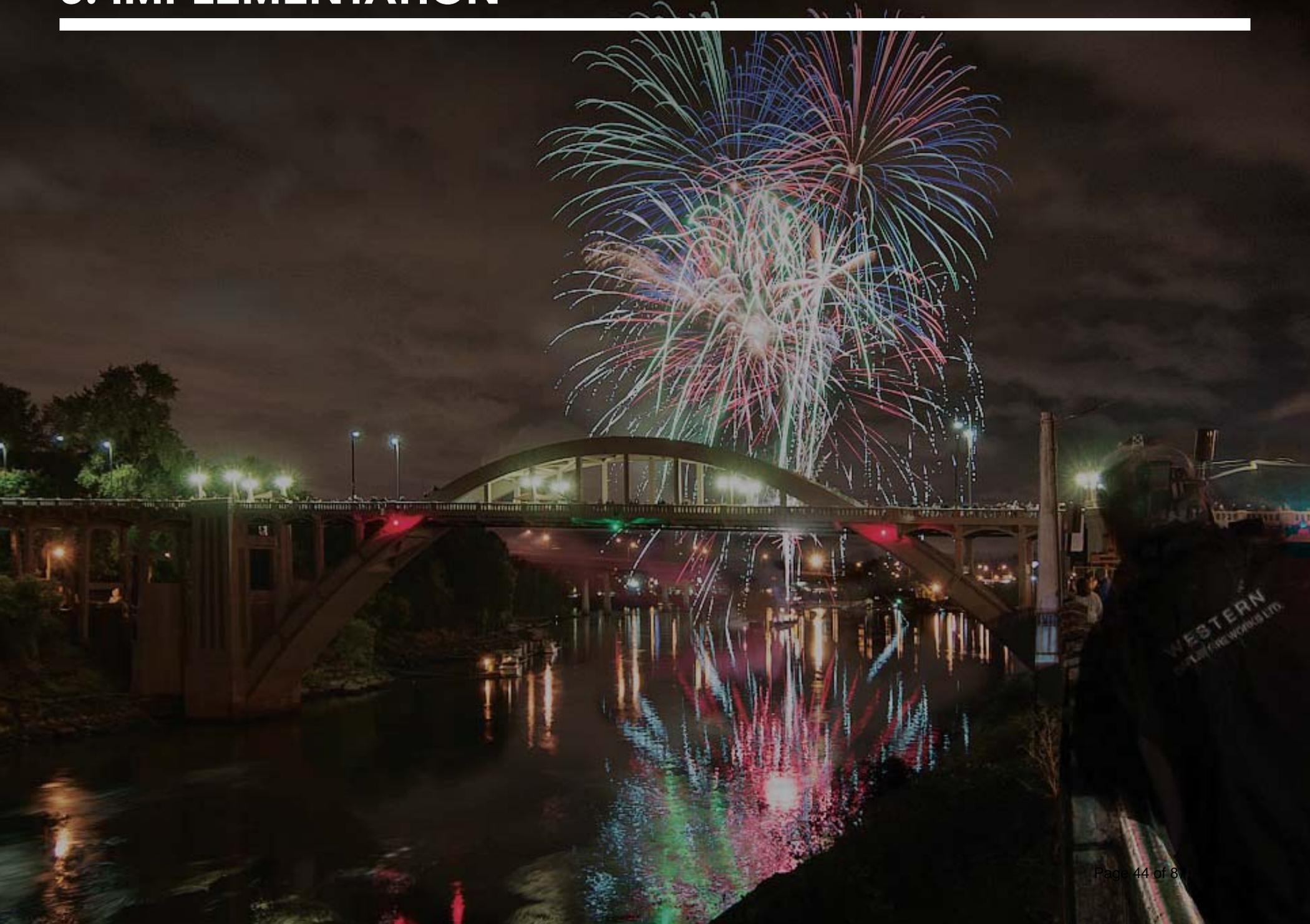
### Zoning

**Appendix A** describes the current regulations regarding land use and development. However, the current code does not address the type, form, and intensity of development necessary to create a mixed-use town center. Typically, the types of regulatory techniques and design elements are much different than what is found in conventional zoning. Proposed changes are on **Page 41**.

	<b>R2.1</b>	Single-Family & Multi-Family Residential
	<b>R4.5</b>	Single-Family Residential Detached/Duplex
	<b>R5</b>	Single-Family Residential Detached/Duplex
	<b>R7</b>	Single-Family Residential Detached & Attached
	<b>R10</b>	Single-Family Residential Detached
	<b>R20</b>	Single-Family Residential Detached
	<b>GC</b>	General Commercial
	<b>GI</b>	General Industrial
	<b>OBC</b>	Office-Business Center

# 5. IMPLEMENTATION

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# 5. IMPLEMENTATION

## ACTIONS

### 1. Districts & Regulations

The following is an outline of the recommended changes to the Community Development Code.

#### Intent Districts

- Village 1 (V1)
- Village 2 (V2)
- Village R (VR)

#### Provisions for each district

- Uses (permitted or prohibited)
- Height
- Intensity (base and maximum floor area ratio)
- Incentives (FAR bonuses for community features)
- Parking (minimum and maximum)
- Public space
- Upper level stepback

#### V1: Village 1

This district applies only to the area south of I-205. It suggests mixed-use buildings with a height limit of 75 feet.

#### V2: Village 2

This district applies to areas north of I-205 now zoned OBC, GC, and BC. It suggests mixed-use buildings with a height limit no greater than what is allowed under current zoning.

#### VR: Village Residential

This district applies to areas both north and south of I-205. It suggests residential buildings with a height limit no greater than what is allowed under current zoning.

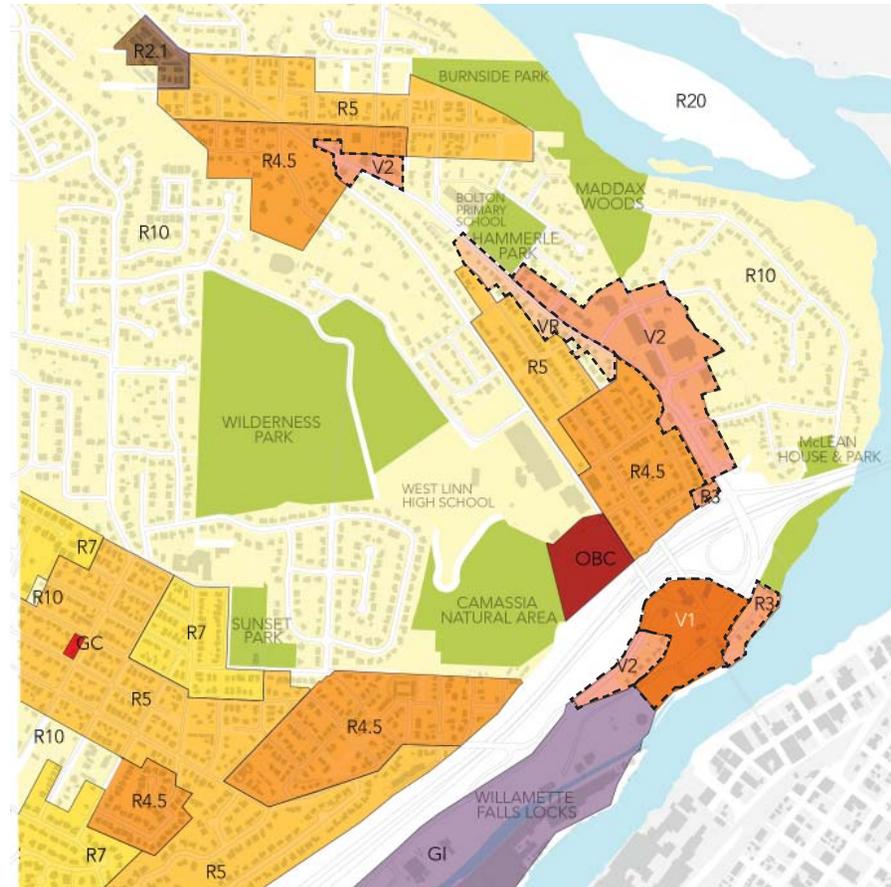


Figure 16 Proposed Zoning Map

R2.1	Single-Family & Multi-Family Residential
R4.5	Single-Family Residential Detached/Duplex
R5	Single-Family Residential Detached/Duplex
R7	Single-Family Residential Detached & Attached
R10	Single-Family Residential Detached
R20	Single-Family Residential Detached
GC	General Commercial
GI	General Industrial
OBC	Office-Business Center
V1	Village Mixed Use / Highest Intensity
V2	Village Mixed Use / Medium Intensity
VR	Village Residential
---	Areas with proposed zone change

# 5. IMPLEMENTATION

## ACTIONS

### 2. Design Standards & Guidelines

The following is an outline of the subjects that are addressed in the design standards and guidelines.

### SITE DESIGN

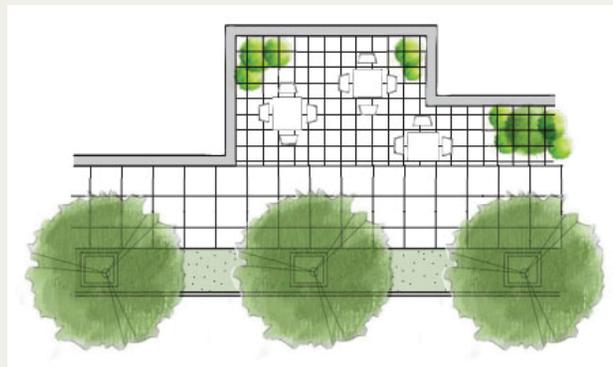
Design standards under this subject are intended to minimize the impact of vehicles, encourage usable public spaces, and provide for pedestrian connections throughout the area.

- Intent
- Curb cuts (width and spacing)
- Location/screening of surface parking
- Location/screening of trash and loading areas
- Public spaces
- Pedestrian connections

### STREET TYPES

These design standards would make a distinction between streets with a greater number of features for the safety, convenience, and appeal of people on foot compared with other streets that would not be expected to provide as many such features.

- P-1 Primary Pedestrian streets
- P-2 Secondary Pedestrian streets



Examples of site design and features

# 5. IMPLEMENTATION

## ACTIONS

### 2. Design Standards & Guidelines

The following is an outline of the subjects that are addressed in the design standards and guidelines.

#### SIDEWALK DESIGN

These design standards would specify the dimensional and qualitative attributes of sidewalks within the village areas, by street type.

- *Intent*
- *Dimensional standards*
- *Materials*
- *Street trees and tree surrounds*
- *Pedestrian lighting*
- *Other furnishings*

#### BUILDING DESIGN

Design standards in this section address the extent to which each new building has an obligation to contribute to the character and quality of the villages and produce an architectural richness over time.

- *Intent*
- *Architectural style*
- *Building materials*
- *Orientation/prominence of entry*
- *Ground-level transparency*
- *Ground-level pedestrian features*
- *Screening of structured parking*
- *Roof form/screening, rooftop equipment*



Examples of sidewalk designs

## 5. IMPLEMENTATION

### ACTIONS

#### 3. Follow-Up Plans

Before some specific actions can be carried out, it will be necessary for the City to guide the development of more detailed plans for certain geographic areas and elements. The following is intended to be a preliminary, working list of such plans:

##### Property Acquisition

Acquisition of the service station property at Willamette Falls Drive and Highway 43 is key to the development of this plan. Acquisition involves a host of legal steps, an option, surveys, appraisals, determination of fair market value, transactional agreements, possible use of eminent domain authority (even if a “friendly condemnation”), liability/cleanup issues, etc. This will require expertise and time to assemble and is critical as immediate follow-up to the approval of the plan.

##### Street Repurposing/Vacation

This plan identifies Broadway for repurposing and Mill Street as candidates for vacation. This will involve a survey and determination of what to make available for development and under what conditions, if any.

##### Street Design/Utilities

This plan calls for a number of major changes to streets that serve the town center. To secure funding through grant programs, it will be necessary to prepare initial design studies that examine alignment, paving, lighting, signalization, planting, and drainage systems. Since an above-grade electrical line crosses through the area south of I-205, it will be necessary to examine where and how it gets buried. This is for the purpose of estimating costs and potential measures to mitigate impacts from construction.

##### Property Management/Disposition

The City owns several parcels in the study area as well as the rights of way for Broadway Street, Mill Street, and Pickens Street (a narrow, unimproved right of way along the west edge of the Mill properties). Many of these are proposed to be repurposed or redeveloped under this plan. The City will need to determine if it retains ownership and simply provides long-term leases or does it divest ownership altogether. This will likely vary greatly depending on the uses and locations.



Willamette Drive with Broadway Street in the distance.

## 5. IMPLEMENTATION

### Capital Improvements

The following is a list of major capital improvement projects that will need to be added to the City's capital improvement program (CIP) to create a town center. Of course, this does not in itself assure funding, but allows financing methods to proceed, whether through grant applications, tax increment financing (TIF), public/private agreements, or other mechanisms. Each would need a preliminary study to determine scope, costs, and financing. For the purpose of disclosing an order of magnitude of cost, each has been assigned a range of likely costs. Of course, these projects would likely be spread over a period of at least 10 years.

### Estimated Costs

- **Acquisition, demolition and clean-up of the gas station property**  
\$1.5 – 2 million
- **Design, bidding, and construction of the new intersection and Willamette Drive**  
\$5-10 million
- **Design, bidding, and construction of a park and river access under I-205**  
\$2-2.5 million
- **Design, bidding, and construction of a parking structure**  
\$5-6 million
- **Design, bidding, and construction of a park with parking beneath on the Broadway right of way**  
\$2-2.5 million (\$1.5 million for the parking portion)
- **Design, bidding, and construction of a market square/millclimb**  
\$1-2 million

## 5. IMPLEMENTATION

### Short-Term Projects (1-5 years)

The Arch Bridge/Bolton Town Center Plan identifies the parcels in the southern portion of the study area south of I-205 as the best places to catalyze the transformation of the area because they are: (1) located at the heart of the district, (2) more ready to develop with willing partners and partial public control, and (3) have the opportunity to catalyze development in the entire district.

South Village development requires a set of complex and interrelated decisions that are best made in collaboration with development partners who are prepared to jointly invest in the sites. The City and potential development partners must address current infrastructure deficiencies in the area and contribute to a unique sense of identity and place. As such, the city should work with mill property owners to forward a solicitation that clarifies desired public outcomes for the area and creates a vehicle through which key infrastructure and open space projects in the area can be jointly planned and funded. The decisions will hinge on the type of development proposed and the interests of all partners who come to the table as development negotiations proceed. As a starting place for these discussions, **Appendix E** outlines key policy changes and capital improvements identified in the Master Plan that will help catalyze development, which include civic uses that can catalyze development, public gathering spaces, a shared parking facility, and streetscape enhancements.

### Short-Term Investments

Project	Lead	Potential Funding Sources
<i>Policies/Programs</i>		
Urban renewal feasibility study and plan	CoWL	
Development code amendments and design standards, including traffic analysis	CoWL	
Market 3 mill parcels for hotel and apartments	Property owners, CoWL	
Set up mechanism for a public parking structure on mill parcel	CoWL	
<i>Capital Projects</i>		
Partner with nonprofit housing providers on the two publicly owned parcels: 20 units at old fire station site, 50-60 units south of I-205	CoWL	SDC credits, UR, State/Fed tax credits & abatements, land disp., expedited permitting
Vacate Broadway and close to traffic at Willamette Drive	CoWL	UR, LID
Purchase gas station and demolish	CoWL	UR, fees, land disp.
Fund, design, and construct new intersection	CoWL	LID, SDC credits, UR, fees, land disp., State grants/loans
Work with owner of parcels on Territorial to replace older houses with townhouses	CoWL	VHTC, MF tax exemption, land disp.
Work with State to improve freeway access and landscape cloverleaf	ODOT	State grants/loans, UR

**Figure 17** Short-term actions

## 5. IMPLEMENTATION

### Mid-Term Actions (4-7 years)

To accommodate a more urban development form, existing development and infrastructure must be retrofitted. In addition to upfront infrastructure and policy changes in the core, the City should identify longer-term opportunities to develop partnerships with current property owners and build infrastructure that can help catalyze new development. These projects fall into two categories:

- New development: Areas where the City should develop partnerships after the first round of development is complete.
- Open space and trail connections: Projects that help to support the long-term quality of life in the immediate area and beyond. These projects enhance the experience for bicyclists and pedestrians and enhance connectivity with other districts by completing or realigning a street grid. In some cases, the City's ability to invest in infrastructure and other improvements is triggered by decisions from private property owners to redevelop their properties.

### Mid-Term Investments

Description	Lead	Potential Funding Sources
<i>New Development</i>		
Work with developer(s) to build housing and hotel on mill parcels	CoWL	SDC credits, MF tax exemption, UR, VHTC, land disp., expedited permitting
Build a public parking structure on mill parcel	CoWL	LID, sole-source SDCs, UR, fees, land disp., State grants/loans
Work with property owners along Willamette Falls Drive to replace older houses with office and housing	CoWL	LID, sole-source SDCs, UR, fees, land disp., State grants/loans
Work with property owners of parcels flanking Broadway to build mid-rise condos	CoWL	SDC credits, MF tax exemption, UR, VHTC, land disp., expedited permitting
<i>Open Space and Trail Connections</i>		
Design/fund/build town square on mill parcel	CoWL	LID, sole-source SDCs, UR, fees, land disp., State grants/loans
Design/fund/build park under I-205	CoWL	LID, sole-source SDCs, UR, fees, land disp., State grants/loans
Build trail connection between park above and below mill properties	CoWL	LID, sole-source SDCs, UR, fees, land disp., State grants/loans
Build park (with parking under it) on Broadway ROW, with a civic or commercial building at corner of Willamette Drive and Willamette Falls Drive	PPP	LID, sole-source SDCs, UR, fees, land disp., State grants/loans
Work with State to surplus property on Willamette Drive for development	CoWL, State of OR	

Figure 18 Mid-term actions

## 5. IMPLEMENTATION

### Long-Term Actions (6-10+ years)

While the City can control the timing of investments in publicly controlled infrastructure, its ability to influence development on private property is limited. In some cases, the City's ability to invest in infrastructure and other improvements is triggered by decisions from private property owners to redevelop their properties. These projects are not yet fully described and detailed, because specifics of the projects will be determined in partnership with the property owners and/or developers when projects are ripe. Timing for the investments is not currently known. Nonetheless, they are important projects that will play a role in creating the vibrant urban neighborhood envisioned for the district.

### Long-Term Actions

#### Possible Projects Could Include

Mixed-use developments

Gas stations north of I-205 replaced with multistory mixed use

Post office in West Linn Central Village replaced with multistory mixed use (new postal station on ground floor)

Abandoned houses replaced with multistory mixed use

Townhouses built on parcels on west side of Willamette near Hammerle Park

**Figure 19** Long-term actions

# 6. APPENDICES

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## **6. APPENDICES**

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- A. EXISTING CONDITIONS**
- B. COMMUNITY INVOLVEMENT PROCESS**
- C. DEVELOPMENT PRO FORMAS**
- D. SUGGESTED PARCELIZATION OF THE AREA SOUTH OF I-205**
- E. IMPLEMENTATION TOOLS**
- F. DEFINITIONS**
- G. VIEWSHED ANALYSIS OF PROPOSED SOUTH VILLAGE CONCEPT**

# A. EXISTING CONDITIONS

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Completed in April 2014.

See [http://westlinnoregon.gov/sites/default/files/fileattachments/planning/page/8469/2014\\_04\\_01existing\\_conditions\\_report.pdf](http://westlinnoregon.gov/sites/default/files/fileattachments/planning/page/8469/2014_04_01existing_conditions_report.pdf)

## B. COMMUNITY INVOLVEMENT PROCESS

### Introduction

This appendix summarizes public engagement activities for the Arch Bridge/Bolton Town Center planning process. This project was funded by a Metro Community Planning and Development grant, and it builds on volumes of previous, relevant work. Below are brief summaries of each section of this document:

**Project Foundations** – West Linn has a long history of planning for the area, recognizing the strong potential of the riverfront area to become a much more vital, active part of the West Linn community. Objectives found in all available site-specific and neighborhood plans formed the foundation for this effort and were found to be generally consistent with current community desires.

**City Process** – This project was initiated by City Council in January 2014. Multiple process presentations to Council and staff took place during the process.

**Committee Meetings** – As an initial step in this process, the City formed an advisory and a technical committee that met and contributed during the entire planning process.

**Stakeholder Interviews** – Plan consultants met with community members at the project's outset to gain an initial understanding of existing conditions, opportunities and community hopes for the Arch Bridge/Bolton Town Center area. Results of these interviews helped the planning team provide a more complete set of ideas for the community to react to as the process moved forward.

**Storefront Studio** – A multi-day open studio held at West Linn Central Village gave residents a chance to drop by whenever it was convenient to them, see the plan evolve and engage with City staff and consultant

team members. During the studio the City also hosted multiple community meetings, each providing extensive background on the project's process, concept alternatives for evaluation, and workshop-style activities offering participants ways to help establish design priorities and shape process outcomes.

**Open House** – The City held an evening open house to present and discuss the draft concept to residents.

**Online Participation** – The City provided extensive online resources and opportunities for residents to participate electronically, including Facebook and Twitter feed coverage, a dedicated project page, a virtual open house, and online idea forums.

**Questionnaires & Surveys** – In March 2014, the City conducted an online survey gauging priorities for various portions of the overall study area with more than 400 responses. An online survey was sent to participants in the two walking tours held in August 2014.

**Additional Outreach** – Over the summer the City and Advisory Committee members manned booths at the Old Time Fair and Lockfest. In the fall, the City with Councilors and Advisory Committee members held several living room meetings with Bolton residents and held a public meeting at the West Linn Library to provide additional clarity on the project and its proposals.

The extent of the City's commitment to public engagement resulted in a process that reflected input and guidance along the way. The final report presents recommendations founded on the public's aspirations and suggestions, ensuring the implementation achieves what the community seeks. Much of what this plan

includes echoes previous policy recommendations, reflecting a consistency of thought – particularly in the Bolton Neighborhood – that has shaped policy for more than a decade. New ideas, however, emerged for the Arch Bridge district, creating room for an exciting and transformative waterfront district.

Many of the process documents were made available on the City website during the project's duration. The full range of materials generated through this process was provided to the City upon project completion and is available for review upon request.



Walking Tour

## B. COMMUNITY INVOLVEMENT PROCESS

### Project Foundations

West Linn has a long history of planning for the area, including the City's Comprehensive Plan; the 1986 City Center & Development Report; the 1988 Waterfront Market Analysis & Concept Plan; the 2006 Bolton Neighborhood Plan; the 2008 Imagine West Linn document; the 2008 OR 43 Conceptual Design Plan; and the 2011 Highway 43/Willamette Falls Drive Vision, Phase I Concept Vision and General Feasibility Assessment. The policies and recommendations in these planning documents speak to the importance of maintaining the character of the Bolton Neighborhood; enhancing the pedestrian environment and pedestrian/bicycle safety on Highway 43; stimulating increased economic activity in the commercial districts; increasing local employment opportunities; overcoming the divisive impacts of I-205; establishing an attractive community entry point; and taking advantage of river views near the Arch Bridge. In response, this process was designed to explore these early policy principles for continued relevance and to explore creative ways to update earlier recommendations to fit today's context.

### Committee Meetings

The City of West Linn formed two separate consultation committees to help make sure the plan remained true to community needs and expectations. A 10-member technical committee including agency representatives from the Oregon Department of Transportation, various City departments, Clackamas County and Metro was formed and met early in the process. A 15-member advisory committee was also formed, comprised of community leaders, neighborhood residents, business leaders, the school district, and the West Linn Paper Company.

The advisory committee met multiple times, reviewing the project's underlying principles and objectives, aligning preliminary recommendations with existing policy and community preferences, and reviewing the results of the storefront studio and early consultant findings. Several of these committee members also participated in the storefront studio workshops and in the subsequent walking tours. Meetings of the two groups – usually conducted with one following immediately after the other on the same day – occurred on the following dates:

1. February 27, 2014
2. March 11, 2014
3. May 13, 2014
4. July 8, 2014
5. September 9, 2014
6. October 29, 2014
7. November 18, 2014

The City set agendas and took meeting notes, all of which are available at City Hall and on the City's website.

### Stakeholder Interviews

Consultant team members conducted an initial round of stakeholder interviews on January 28. Representatives from the School District, the neighborhood association, businesses, property owners, local developers, the City Council, and West Linn Paper discussed the plan, the area's potential for development and how new investment can fit in with the neighborhood's context. Interviewees were selected and scheduled by staff to approximate a cross-section of the various needs and activities associated with the subarea. All of the interviews took place in the Bolton Fire Station Community Room, with respondents interviewed individually, in pairs, or in one case, as a group of three.

Discussions were generally informal and free-ranging according to the interests and background of each respondent. To encourage a more candid exchange, interviews were not recorded electronically. Instead, interviewers took notes, later summarizing responses for internal use as well as to mark the first stage of the plan update process.

Interviewees tended to touch on many similar areas, expressing what seemed to be near-universal sentiment relating to several topic categories, including socio-cultural concepts, economic development and development, environmental considerations, and miscellaneous items. All helped set the stage for the development of plan concepts and often were explored in greater detail at community meetings and by the advisory committee as the plan evolved.



Stakeholder interview

## B. COMMUNITY INVOLVEMENT PROCESS

### Community Meetings

West Linn committed to a transparent, publicly accessible process that was responsive to the comments participants offered. A community meeting series was a big part of that, inviting residents and businesspeople to observe the plan's evolution and to influence its direction. It included walking tours, an open house and additional outreach, including living room meetings and an informational meeting. The following summarizes the activities and outcomes of the walking tours and open house:

**August Walking Tours** – More than 40 residents and businesspeople participated in two walking tours hosted by City staff. The tours – run on August 5 and August 23 – covered the entire planning area, with participants walking through and chatting at various locations in Bolton and the Arch Bridge area. Participants also contributed to an eight-question survey, making suggestions about how the plan's recommendation can be improved – or revised – to suit community desires. Images of the walking tours were made available at City Hall and on the City's planning department website. A copy of the survey results, including transcribed comments about favorite plan concepts and priorities, is available upon request from the City.

**October 7 Open House** – An October open house – conducted at the city library - consisted of an overview presentation given three times to various attendees focusing on how the Arch Bridge area could evolve. The presentation acknowledged that the degree of transformation in the Bolton Neighborhood would be consistent with the planning that has already been done there, with little change in character or scale. The greatest change, according to the plan, would be the

creation of a new town center and commercial district near the mill entry, police station, and Arch Bridge. This open house encouraged questions and answers after each presentation, individual conversations with consultant team members, and written comment. There were nearly 100 participants during the course of the four-hour event. Most indicated support for and excitement over the proposal, hopeful that the transformation at the Arch Bridge will take shape as proposed. Many offered continued concerns about preserving the character of the Bolton Neighborhood, increased traffic, and asked for specifics on the plan's recommendations for that part of the planning area. To enhance public accessibility, the City also created a "virtual open house" Web page, presenting the open house slideshow and the various display boards at or close to the same time as the actual event. As a result, residents unable to attend in-person could view all materials online. The City's West Linn Ideas website, using the SpeakUp engagement module provided a set of topic areas that participants could contribute to.

### Storefront Studio

West Linn sponsored a three-day storefront studio, April 14-16, hosting the community for two evening workshops and providing open-door hours for daytime visitors. The studio was established in Central Village fronting Highway 43, in a then-vacant storefront. Members of the public were able to visit at their convenience, speaking directly with the consultant team and shaping the planning process, reviewing planning materials, and discussing potential planning strategies. Studio results strongly influenced recommendations in the plan and informed what was offered for review at the final community workshop. The studio was extensively publicized using the City's website, the email newsletter, Facebook and Twitter feeds. Fliers were also posted in

numerous shops and restaurants, at City Hall, and in the library.

The studio included dedicated meeting times for middle school students involved in the City's Youth Leadership Academy, the City's Economic Development Committee, Sustainability Advisory Board, and others. These groups participated in facilitated conversations with the consulting team, interacting directly with team members while they were working on design concepts and strategies for the plan.

All three days of the storefront studio included ample information regarding past and relevant plans; current results of the online survey; large-format maps of the study area; a poster-sized version of the goals and objectives developed by the advisory committee; historical photos and background information; and schematic drawings developed by the design team. Each day focused on listening and interacting with individual community members, describing overall goals for the plan to visitors, and gathering ideas and feedback on process materials from visitors. Scores of notes, many posted by individuals on the study area map, were gathered and included in the development of the master plan's recommendations.

## B. COMMUNITY INVOLVEMENT PROCESS

Days 1 and 3 included an evening workshop structured to present background and current findings to attendees, then gain insights as to where key project objectives might best be accommodated. In addition to the general studio times and workshops, City staff and several members of the consultant team were given a tour of the West Linn Mill and Portland General Electric facility, providing firsthand views of these economic drivers and the various opportunities they might provide for the plan and its various goals.

**April 14th Workshop** – Approximately 20 West Linn residents attended the first workshop, held at the plan's storefront studio. This workshop began with a presentation describing the project and presenting preliminary consultant findings. The objectives of this workshop were to gain community comment on the underlying principles and objectives approved by the advisory and technical committees and to see how participants might approach managing forecast growth targets within the planning area.

The results of this workshop generally confirmed that the underlying principles and objectives were accurate and that the bulk of the growth should be accommodated near the Arch Bridge area, southwest of I-205.

Participants indicated that growth within Bolton should be limited to incremental infill, with gradual densification that respects the neighborhood's character and setting.

**April 16th Workshop** – The second and final workshop at the storefront studio attracted approximately 30-40 participants, many of whom also attended the workshop held two nights before. Those attending heard a presentation detailing how the results of the

first workshop informed consultant activity during the intervening two days, refining the focus of the consultant work and leading directly to the recommendations presented that evening. The workshop exercise concentrated on prioritizing the community's actions, resulting in a set of implementation strategies for inclusion in the plan.

Workshop participants considered several specific approaches to managing redevelopment and growth, suggesting ways in which the City might take advantage of various opportunities, accommodate intensification near the Arch Bridge area, and enhance the character and vitality of the Bolton Neighborhood. The results of this workshop directed the consultant's final recommendation to create a with a mixed-use, high-intensity development scheme just west of the Arch Bridge, complementing the development intensity opposite in Oregon City.

Walk-in participation during all three studio days was high, with almost 150 people attending. Staff and consultant facilitators were kept busy at all times, whether meeting face to face with visitors, preparing for workshops, or developing actual plan concepts. Workshop participation was less robust, but exercise results were highly informative and participant feedback on the quality and overall value of the workshop was uniformly positive.



Youth Leadership Academy session at the Storefront Studio

## B. COMMUNITY INVOLVEMENT PROCESS

Preliminary results from the earlier online survey indicated strong desire for a more walkable, full-featured West Linn, but little appetite for the type of change associated with a town center. Given this, staff and the consultant team worked to develop presentations and exercises to achieve the following:

- Articulate goals and policies from existing and past plans adopted by the City.
- Express emerging economic and demographic trends supporting the need for increased housing diversity, an improved in-town job market, and future development more strongly oriented toward the Willamette River.
- Help identify areas where residents felt future growth most appropriate in terms of overall use and formal building type.
- Help identify other opportunity areas and long-term project concepts.
- Test emerging plan concepts with residents and representative groups, providing a solid basis for development of the master plan.

Results from these workshops may be summarized as follows:

- Participants generally supported a higher-density, mixed-use future for that portion of the study area south of I-205. Results from the April 14 workshop showed this in terms of building type, dwelling unit density, and job location. Results from the April 16 workshop demonstrated this through strong support for the concept of a mixed-use center in this same general location.
- Participants strongly support the concept of an

improved access ramp/roadway interface with I-205, particularly as might mitigate the current disconnect between areas north of I-205 and areas south, and might improve opportunities for a future town center along the Willamette.

- Participants generally considered infill along and near Willamette Drive a low priority.
- Participants strongly supported streetscape improvements including crossings, contiguous sidewalks, and bike lanes like those offered in the Highway 43 Master Plan.
- Participants strongly supported improvements to parks and trails abutting the Willamette River.

### Online Participation

West Linn maintains a full-featured website as well as several social media activities, including Facebook pages and Twitter feeds. All were employed in this process, keeping the community and followers updated on the plan's evolution and public events. Frequent social media posts updated the community on plan progress and alerted potential participants to public events, such as the storefront studio, community workshop and other public meetings as they were occurring. Detailed info from these posts are available from the City upon request.

The City's dedicated project website also included video briefings produced by the consultant team, featuring more information about the project's various aspects as an introduction to the October open house. These videos, as well as other project-related posts, encouraged citizen interaction via the City's westlinnideas.com website.

### Questionnaires & Surveys

Recognizing the diversity of uses, infrastructure, topography, and design opportunities across the primary and secondary study areas, public outreach for the Arch Bridge/Bolton Town Center Plan process began with an online survey to help match plan objectives with resident priorities. Development of the survey was completed and the link made live on March 26. Notice and link access to the survey was provided using the City's main webpage, as well as through the City's Facebook and Twitter feeds. In addition, a paper version of the survey was prepared and provided to the City for distribution. This same paper survey, adjacent to a poster showing current results, was made available to participants each day of the storefront studio. of the survey's close on April 23, 481 individuals began the survey, with 424 completing it.

### City Process

This project was initiated by City Council in January 2014, with a plan draft to be submitted in December. Multiple process presentations to Council and staff took place during the process.

Further implementation actions as recommended by the plan, including land use and transportation policy updates, zoning revisions, and the consideration of development proposals, will occur in the coming months and follow the City's usual processes as appropriate. Regulatory changes are expected in early 2015.



Virtual open house graphic

# C. DEVELOPMENT PRO FORMAS

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Available upon request.

## D. SUGGESTED PARCELIZATION OF THE AREA SOUTH OF I-205



## E. IMPLEMENTATION TOOLS

The Arch Bridge Master Plan project includes the creation and evaluation of hypothetical development concepts. Recent analysis shows substantial financing gaps for most potential development concepts in the area. To explore ways to fill those gaps, this document provides a list of potential funding tools for the preferred concept of the Arch Bridge Master Plan. This is not an exhaustive list of all available funding tools, but represents our understanding of the concept thus far and the list of infrastructure projects associated with it.

With further due diligence in aligning project types with potential incentives, this list will likely change and become more targeted. We suggest that the City use the following criteria when evaluating these tools:

**Economic feasibility.** This category covers everything related to creating and maintaining net revenues. We break efficiency into four subcategories: (1) revenue-generating capacity, (2) administrative costs, (3) revenue stability, and (4) revenue flexibility:

- **Revenue-generating capacity** considers how much money the source can generate.
- **Administrative cost** considers the portion of gross revenues that will be spent on administration. If the program is easy to administer, more of the gross revenue collected will be available as net revenue for projects and programs in the area.
- **Revenue stability and predictability** considers whether the source is likely to avoid large fluctuations each year and

whether the source is likely to be close to the forecasts analysts might make.

- **Revenue flexibility** considers limitations on the types of projects that can be funded with a given source. A funding source may be a little less useful to jurisdictions if its use is limited to certain types of projects.

**Fairness.** In the context of transportation funding, the key question related to fairness is “Who pays?” A standard definition of fairness in public finance is that the charges that fund the transportation system are tied to the users who receive benefits from (or impose costs on) the transportation system.

**Legality.** All the benefits of a funding source are moot if the source is not legal or cannot become legal within the desired timeframe. If the source is currently prohibited by State statute, then there is a very big administrative hurdle to be surmounted up front.

**Political acceptability.** Will stakeholders accept or support the tool? Political acceptability considers whether elected officials and the public at large are likely to support the funding source. To a large extent, this depends on the efficiency components described above: if a revenue source is legal, efficient, and fair, then it should get political support from the public, advisory groups, and decision makers. For this analysis, we evaluate whether a source is politically acceptable using two approaches: (1) is the source widely used elsewhere in Oregon? and (2) does the source collect revenue mostly from non-locals (as opposed to local residents)?

Using the above criteria, ECONorthwest narrowed the range of potential funding tools to a list summarized in **Exhibit 1**, with more detail provided later in this document. The tools outlined below are grouped into the following funding categories:

- Local Financing – Development Driven
- Local Financing – Publicly Generated
- Tax Abatements and Credits
- Low Interest Loans, Subsidies, and Grants
- Other Incentives

## E. IMPLEMENTATION TOOLS

**Exhibit 1. Funding Tools Suitability by Priority Project**

	Local Financing, Dev't Driven			Local Financing, Publicly Generated			Tax Credits/ Abatements					Loans, Grants and Land				
	Local Improvement District	SDC Credits	Sole-Source SDCs	Urban Renewal	GO Bond / General Fund	Fees or Other Revenue	Vertical Housing Tax Abatement	Multi-family tax exemption	Affordable Housing Tax Abatement	Oregon Afford. Hsg Tax Credits	Federal LIHTC	Historic Pres. Tax Credit	EB-5	Land Disposition	State Transp. Grants/Loans	Other Incentives
<b>Catalyst Development</b>																
Market-rate housing				X			X	X				X	X			X
Affordable Housing		X		X			X	X	X	X		X	X			X
Retail				X							X	X	X			X
Hotel				X							X	X	X			X
<b>Infrastructure/Amenities</b>																
District parking garage on the mill site	X		X	X	X	X							X	X	X	
Park on Broadway	X		X	X	X	X								X	X	
Park under I-205 and trail	X		X	X	X	X								X	X	
Intersection improvements/ underground utilities	X		X	X	X	X										
Willamette Drive streetscape, north of I-205	X		X	X	X	X										
<b>Property Management</b>																
Acquisition: gas station				X	X	X										X
Disposition: publicly-owned parcels (Broadway ROW, Willamette Dr. and Broadway, Old Fire Station)		X		X	X	X										X

## E. IMPLEMENTATION TOOLS

**Exhibit 2** shows a range of funding approaches that the City could use to fund improvements in the Bolton Town Center/Arch Bridge area. Option A is the most aggressive approach, requiring a general obligation bond to fund major infrastructure in order to attract

development at the site. Option B is a more cautious approach, which allows the City to fund specific projects up front, and other projects in partnership with developers as development becomes feasible. Option C aims to set the area up for development by creating

an incentive toolkit, but the City would not take an active role in infrastructure development, at least in the near-term.

### Exhibit 2. Funding Options

	<b>Option A: Fund major infrastructure up front</b>	<b>Option B: Incremental investment</b>	<b>Option C: Hold and watch approach</b>
Major funding mechanisms	<ul style="list-style-type: none"> <li>G.O. Bond funds major infrastructure</li> <li>Urban renewal funds</li> <li>Public-Private Partnerships</li> </ul>	<ul style="list-style-type: none"> <li>Urban renewal district funds major infrastructure and Public-Private Partnerships</li> <li>Other incentives also in place</li> </ul>	Set up incentives for private investors: <ul style="list-style-type: none"> <li>Vertical Housing Tax Credits</li> <li>Tax abatements</li> <li>Affordable housing tools</li> </ul>
First steps	<ul style="list-style-type: none"> <li>G.O. Bond process and RFQ for Mill site</li> <li>Create urban renewal area</li> <li>Fund most major infrastructure improvements in tandem with selected developer</li> </ul>	<ul style="list-style-type: none"> <li>Create urban renewal area</li> <li>Affordable housing project</li> </ul>	Rehab or develop on City-owned parcels
Subsequent steps	Bond issue	RFQ for Mill site Co-investment on targeted infrastructure projects	When market supported without significant public support, move forward with development and infrastructure investments
Benefits	<ul style="list-style-type: none"> <li>Best chance of achieving vision in the near-term. Near-term infrastructure improvements made with public dollars may spur private investment aligned with vision</li> <li>City investments can help create a sense of place</li> </ul>	<ul style="list-style-type: none"> <li>Tools in place to support development and implementation</li> <li>City investments can help create a sense of place</li> <li>Expedite redevelopment in phases</li> <li>Incremental approach allows adjustment to changing market dynamics over time</li> </ul>	<ul style="list-style-type: none"> <li>Limited City outlay</li> </ul>
Drawbacks	<ul style="list-style-type: none"> <li>Must communicate benefits to City ahead of City-wide vote for G.O. bond</li> <li>Multiple funding sources still needed</li> </ul>	<ul style="list-style-type: none"> <li>Cash flow timing with tax increment financing</li> <li>Slower approach to implementation</li> </ul>	<ul style="list-style-type: none"> <li>Lower density: low ability to build parking garage</li> <li>May not achieve vision for development of the area</li> </ul>

## E. IMPLEMENTATION TOOLS

### Local Financing – Development Driven

#### Local Improvement District (LID)

<b>How It Works</b>	A special assessment district where property owners are assessed a fee to pay for capital improvements, such as streetscape enhancements, underground utilities, or shared open space. LIDs must be supported by a majority of affected property owners.
<b>Fund Sources</b>	LID bonds are backed by revenue committed by property owners (which can be public as well as private).
<b>Benefits</b>	<ul style="list-style-type: none"> <li>Organizes property owners around a common goal</li> <li>Allows property owners to make payments over time to bring about improvements quickly; this benefits them individually</li> <li>Improvements within smaller areas can enhance catalytic and redevelopment value of area.</li> <li>LIDs can be bundled with other resources such as TIF.</li> </ul>
<b>Drawbacks</b>	<ul style="list-style-type: none"> <li>Setting up fair LID payments for various property owners, who are located different distances from the improvement, is challenging.</li> <li>Some lenders insist that LIDs be paid off when properties are transferred.</li> <li>Small geographic areas may not have sufficient LID revenues to support bonds for the desired improvement.</li> </ul>

#### SDC Financing or Credits

<b>How It Works</b>	SDC financing enables developers to stretch their SDC payment over time, thereby reducing upfront costs. Alternately, credits allow developers to make necessary improvements to the site in lieu of paying SDCs. Note that the City can control its own SDCs, but often small cities manage them on behalf of other jurisdictions, including the County and special districts.
<b>Fund Sources</b>	Developer fees (SDC fund)/general fund. In some cases, there may be no financial impact.
<b>Benefits</b>	<ul style="list-style-type: none"> <li>Reduced upfront costs for developers can enable quicker development timeframe and increase the availability of property to be taxed</li> </ul>
<b>Drawbacks</b>	<ul style="list-style-type: none"> <li>Reduces the availability of SDC funds over the short term</li> </ul>

#### Sole Source Systems Development Charges

<b>How It Works</b>	Retains SDCs paid by developers within the limited geographic area that directly benefits from new development. SDS are unavailable for city-wide use.
<b>Fund Sources</b>	Developer fees (SDC fund)
<b>Benefits</b>	<ul style="list-style-type: none"> <li>Enables SDC eligible improvements within the area that generates those funds to keep them for these improvements</li> <li>Improvements within smaller areas can enhance the catalytic and redevelopment value of the area.</li> <li>Can be blended with other resources such as LIDs and TIF</li> </ul>
<b>Drawbacks</b>	<ul style="list-style-type: none"> <li>Reduces resources for SDC-funded projects in a broader geography</li> </ul>

### Local Financing – Publicly-generated

#### Urban Renewal

<b>How it Works</b>	Tax increment finance revenues are generated by the increase in total assessed value in an urban renewal district from the time the district is first established. The governing body, creates an urban renewal district with specific boundaries and identifies improvements to be funded within the district. Bonds may be issued to fund improvements. As property values increase in the district, the increase in total property taxes (e.g., city, county, school portions) is used to pay off the bonds. When the bonds are paid off, the entire valuation is returned to the general property tax rolls. Urban renewal funds can be invested in the form of low-interest loans and/or grants for a variety of capital investments: <ul style="list-style-type: none"> <li>Redevelopment projects, such as mixed-use or infill housing developments</li> <li>Economic development strategies, such as capital improvement loans for small or start up businesses which can be linked to family-wage jobs</li> <li>Streetscape improvements, including new lighting, trees and sidewalks</li> </ul>
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## E. IMPLEMENTATION TOOLS

	<ul style="list-style-type: none"> <li>• Land assembly for public as well as private re-use</li> <li>• Transportation enhancements, including intersection improvements</li> <li>• Historic preservation projects</li> <li>• Parks and open spaces</li> </ul>
<b>Fund Sources</b>	Property taxes, local taxing jurisdictions' permanent rate property tax impacts
<b>Benefits</b>	<ul style="list-style-type: none"> <li>• Over the long term (most districts are established for a period of 20 or more years), the district could produce significant revenues for capital projects.</li> <li>• TIF can be used to help pay for infrastructure improvements (including parking garages), provide loans/grants for adaptive re-use and new development.</li> <li>• Among the most flexible incentives</li> <li>• Option exists to have a single project-based TIF district</li> </ul>
<b>Drawbacks</b>	<ul style="list-style-type: none"> <li>• Defers property tax accumulation by the city, county and other overlapping taxing districts until the urban renewal district expires or pays off bonds</li> <li>• Due to the sometimes slow or indirect nature of property tax growth in relation to targeted projects, urban renewal can often take five or more years to produce meaningful levels of revenue, resulting in loss of project alignment.</li> <li>• Complex process requires extensive public involvement and community support, especially from other taxing jurisdictions. The City would need to explore options with county officials and elected leadership, tracking legislative changes in urban renewal law, and meeting with adjacent jurisdictions and overlapping taxing entities.</li> <li>• Use of urban renewal can be politically contentious because of its impact on funds available to overlapping taxing districts, and because of the perception that the school districts are impacted.</li> <li>• Investing over \$750,000 in TIF directly into a new or rehab private project triggers prevailing wage requirements, which can increase overall project costs by 10–20%.</li> </ul>

### General Obligation (GO) Bonds and General Fund

<b>How It Works</b>	City can use general funds monies on hand or can issue bonds backed by the full faith and credit of the city to pay for desired public improvements.
<b>Fund Sources</b>	Property taxes are allocated or used to pay back the GO bonds.
<b>Benefits</b>	<ul style="list-style-type: none"> <li>• Community can implement public projects that may catalyze other development (e.g. parking garage, transportation improvements, etc.).</li> <li>• West Linn currently has low city tax rate.</li> </ul>
<b>Drawbacks</b>	<ul style="list-style-type: none"> <li>• Requires public vote for GO bonds</li> <li>• Takes time and money to run a campaign for public vote</li> <li>• Raises property owner taxes</li> <li>• Lending of Credit provision prohibits City from contributing to private sector projects</li> </ul>

### Fees or Other Dedicated Revenue

<b>How It Works</b>	Many cities have directed user fees for services into enterprise funds that provide dedicated revenue to fund specific projects. Examples include parking fees, stormwater/sewer fees, street fees, etc. The City could also use this program to raise private sector funds for a district parking garage by facilitating a program allowing developers to pay fees-in-lieu or "parking credits" that developers would purchase from the City for access "entitlement" into the shared supply. The shared supply could both meet initial parking need when the development comes on-line but maintain the flexibility to adjust to parking need over time as elasticity in the demand patterns develop in the district and influences like alternative modes are accounted for. Ongoing parking fees could offset operating costs.
<b>Fund Sources</b>	Residents, businesses, and developers
<b>Benefits</b>	<ul style="list-style-type: none"> <li>• Allows for new revenue streams into the City</li> <li>• Many developers support fee-in-lieu programs if they allow them to receive the same parking allocation for less money than it would cost to build and manage the space.</li> </ul>
<b>Drawbacks</b>	<ul style="list-style-type: none"> <li>• Political challenges of introducing new fees or increasing existing fees that are directed toward specific funding objectives, unless those objectives are widely supported</li> </ul>

## E. IMPLEMENTATION TOOLS

### Tax Credits and Abatements

ECONorthwest narrowed the list of tax credits and abatements to ones that can be used for market-rate apartments, affordable housing, and mixed-use buildings, where housing is above active ground floor uses.

#### Vertical Housing Tax Abatement (State of Oregon Enabled, Locally Adopted)

<b>How It Works</b>	<p>Subsidizes "mixed-use" projects to encourage dense development or redevelopment by providing a partial property tax exemption on increased property value for qualified developments. The exemption varies in accordance with the number of residential floors on a mixed-use project with a maximum property tax exemption of 80 percent over 10 years. An additional property tax exemption on the land may be given if some or all of the residential housing is for low-income persons (80 percent of area median income or below). The proposed zone must meet at least one of the following criteria:</p> <ul style="list-style-type: none"> <li>• Completely within the core area of an urban center</li> <li>• Entirely within half-mile radius of existing/planned light rail station</li> <li>• Entirely within one-quarter mile of fixed-route transit service (including a bus line)</li> <li>• Contains property for which comprehensive plan and ordinances allow "mixed-use" with residential</li> </ul> <p>State program webpage:  <a href="http://www.oregon.gov/OHCS/Pages/HFS_Vertical_Housing_Program.aspx">http://www.oregon.gov/OHCS/Pages/HFS_Vertical_Housing_Program.aspx</a></p>
<b>Fund Sources</b>	Local taxing jurisdictions that agree to participate—cities, school districts, counties, etc
<b>Benefits</b>	<ul style="list-style-type: none"> <li>• Targeted tool to support mixed-use development in places with locational advantages</li> <li>• City-controlled on project-by-project basis</li> </ul>
<b>Drawbacks</b>	<ul style="list-style-type: none"> <li>• Reduces general fund revenues for all overlapping taxing districts for a fixed time period</li> <li>• Requires a lengthy approval process with taxing districts</li> </ul>

#### Multiple-Unit Limited Tax Exemption (Locally managed)

<b>How It Works</b>	Multi-unit projects receive a ten-year property tax exemption on structural improvements to the property as long as program requirements are met. There is no ground floor active use requirement for this tool. The City of Portland's program, for example, limits the number of exemptions approved annually, requires developers to apply through a competitive process, and encourages projects to provide greater public benefits to the community. This program is enabled by the state but managed by the local jurisdiction.
<b>Fund Sources</b>	Local taxing jurisdictions that agree to participate—cities, school districts, counties, etc.
<b>Benefits</b>	<ul style="list-style-type: none"> <li>• Targeted tool to support mixed-use development in places with locational advantages</li> <li>• City-controlled on project by project basis</li> </ul>
<b>Drawbacks</b>	<ul style="list-style-type: none"> <li>• Reduces general fund revenues for overlapping taxing districts for a fixed time period if property tax abatement is sought by affordable housing providers and approved by local jurisdictions</li> <li>• Highly competitive process</li> </ul>

#### Affordable Housing Property Tax Abatement (Locally Managed, Enabled by State of Oregon)

<b>How It Works</b>	Since 1985, the State has allowed affordable housing property tax abatements, which are sought separately by non-profits that develop and operate affordable rental housing. Only the portion of a property that is used to house low-income residents is eligible.
<b>Fund Sources</b>	Local taxing jurisdictions' general funds—cities, school districts, counties, etc.
<b>Benefits</b>	<ul style="list-style-type: none"> <li>• Targeted tool to support multi-family rentals or mixed-use development in places with locational advantages</li> <li>• The affordable housing tax abatement can stand alone (without tax credits). For example, if a non-profit housing provider were to use bonds, they could still be eligible for an abatement, but they must apply for them separately.</li> <li>• Can blend with other resources such as TIF, tax credits, housing bonds</li> </ul>
<b>Drawbacks</b>	<ul style="list-style-type: none"> <li>• Reduces general fund revenues for all overlapping taxing districts if property tax abatement is sought by affordable housing providers and approved by local jurisdictions.</li> </ul>

## E. IMPLEMENTATION TOOLS

### Oregon Affordable Housing Tax Credit (OAHTC)

<b>How It Works</b>	Provides a state income tax credit for affordable housing equity investments that help reduce the financing costs for multi-family rental units. Applications must demonstrate that benefit of the tax credit used to reduce rents for the tenants for 20 years. State program webpage: <a href="http://www.oregon.gov/ohcs/pages/hrs_oahtc_program.aspx">http://www.oregon.gov/ohcs/pages/hrs_oahtc_program.aspx</a>
<b>Fund Sources</b>	Institutional investors or high net worth individuals make investments. State general fund is impacted.
<b>Benefits</b>	<ul style="list-style-type: none"> <li>Targeted tool to support multi-family rentals or mixed-use development in places with locational advantages</li> <li>The credit contributes to project equity, reducing developer's out-of-pocket investment and can be a significant incentive for the provision of affordable housing.</li> </ul>
<b>Drawbacks</b>	<ul style="list-style-type: none"> <li>The state allows for affordable housing property tax abatements. These are applied for separately.</li> <li>Highly competitive process</li> </ul>

### Low Income Housing Tax Credit (Federal Program, Administered by State of Oregon)

<b>How It Works</b>	Provides a state income tax credit for affordable housing equity investments that help reduce the financing costs for multi-family rental units. Applications must demonstrate that the project will be maintained as affordable housing for a minimum 30-year term. To be eligible, at least 20% of units must be at or below 50% of Area Median Income (AMI), OR 40% must be at or below 60% AMI. There are two rates: <ul style="list-style-type: none"> <li><b>The "9 percent" rate</b> applies to new construction and rehabilitation projects that are not otherwise subsidized by the Federal Government for a 10-year period. "9 percent" credits are more powerful but also more competitive.</li> <li><b>The "4 percent" rate</b> applies to acquisition of eligible, existing buildings and to federally subsidized new construction or rehabilitation. The 4 percent rate also applies to projects that are financed through the issuance of volume-cap multi-family tax-exempt bonds.</li> </ul> State program webpage: <a href="http://www.oregon.gov/OHCS/Pages/HRS_LIHTC_Program.aspx">http://www.oregon.gov/OHCS/Pages/HRS_LIHTC_Program.aspx</a>
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<b>Fund Sources</b>	Institutional investors or high net worth individuals make investments by purchasing the tax credits, which infuses cash equity that does not require repayment into a project. Income tax receipts are impacted because investors' income tax payments are reduced.
<b>Benefits</b>	<ul style="list-style-type: none"> <li>Targeted tool to support multi-family rentals or mixed-use development in places with locational advantages</li> <li>The credit contributes to project equity, reducing developer's out-of-pocket investment and can be a significant incentive (particularly at the 9% level) for the provision of affordable housing</li> <li>Can be blended with other resources such as TIF, property tax abatement, housing bonds</li> <li>Can be used for mixed-income housing projects.</li> </ul>
<b>Drawbacks</b>	<ul style="list-style-type: none"> <li>9% credits are highly competitive and time-consuming.</li> </ul>

### Historic Preservation Tax Credit (20% is a Federal Program, Administered by State of Oregon)

<b>How It Works</b>	Encourages private sector rehabilitation of income-producing historic buildings. The program allows a 20% tax credit for allowable rehabilitation of certified historic structures. It also allows a 10% tax credit for rehabilitation of non-historic, non-residential buildings built before 1936. Rehabilitation must be substantial and include a depreciable building. Tax credits provide inexpensive equity for eligible projects. State program webpage: <a href="http://www.oregon.gov/oprd/HCD/SHPO/pages/tax.aspx">http://www.oregon.gov/oprd/HCD/SHPO/pages/tax.aspx</a>
<b>Fund Sources</b>	Private and institutional investors or the Federal Government
<b>Benefits</b>	<ul style="list-style-type: none"> <li>The 10% tax credit is available for the qualified rehabilitation of non-historic buildings placed in service before 1936.</li> <li>HTC's are effective equity in projects.</li> <li>Can be bundled with historic property tax freeze and other tax credits to significantly reduce rehabilitate costs of historic buildings for adaptive re-use</li> </ul>
<b>Drawbacks</b>	<ul style="list-style-type: none"> <li>Long designation and certification process</li> <li>Buildings must be rehabilitated for commercial uses and can include apartments.</li> <li>An owner that is allocated the tax credits must remain in title for at least five years after the project is placed in</li> </ul>

## E. IMPLEMENTATION TOOLS

service.

- Potential pitfalls involving the allocation of the tax credits by the investor party
- Only applicable to historic buildings

### Low-interest Loans, Grants, and Land Disposition

#### EB-5 (Foreign Investor Visa Program)

<b>How It Works</b>	Attracts investment dollars for new commercial enterprises that will benefit the US economy primarily by creating new jobs for US citizens. There are two versions of the program: 1) the original program that requires foreign investors to commit \$1 million for eligible projects that create at least 10 full-time direct jobs, and 2) the newer program that allows foreign investors to commit \$500,000 in eligible projects within Targeted Employment Areas that create at least 10 direct and/or indirect jobs. In return for these investments, foreigners seek US citizenship.
<b>Fund Sources</b>	Foreign investors
<b>Benefits</b>	<ul style="list-style-type: none"> <li>• Relatively low-cost source of equity for appropriate projects</li> <li>• Projects can be construction (new or rehabilitation), or direct investments into businesses that will create required jobs.</li> <li>• EB5 can be bundled with many other funding sources such as TIF.</li> <li>• Among the most sought-after projects are hotels and senior housing since both generate considerable jobs.</li> </ul>
<b>Drawbacks</b>	<ul style="list-style-type: none"> <li>• \$500,000 program investor projects must be in an EB-5 eligible "targeted employment area" or TEA. TEAs are areas that have unemployment rates in excess of 150% of the federal rate for a given year. TEAs are established and adjusted by the governors of each state.</li> <li>• Must meet job generation requirements within 2.5 years</li> <li>• Investors expect to get their equity investment repaid at the end of five years.</li> <li>• It takes added time to secure EB5 funds due to federally-required process.</li> </ul>

#### Public Land Disposition

<b>How It Works</b>	The public sector sometimes controls land that has been acquired with resources that enable it to dispose of that land for private and/or nonprofit redevelopment. Land acquired with funding sources such as tax increment, EB5, or through federal resources such as CDBG or HUD Section 108 can be sold or leased at below-market rates for various projects to help achieve redevelopment objectives.
<b>Fund Sources</b>	Tax Increment, CDBG/HUD 108, EB-5
<b>Benefits</b>	<ul style="list-style-type: none"> <li>• Increases development feasibility by reducing development costs</li> <li>• Gives the public sector leverage to achieve its goals for the development via development agreement process with developer</li> </ul>
<b>Drawbacks</b>	<ul style="list-style-type: none"> <li>• Public agencies sometimes buy land at the appraised value because they want to achieve multiple goals, which can impact costs of future public and private acquisitions.</li> <li>• Requires careful underwriting and program administration to reduce public sector risk and ensure program compliance</li> </ul>

## E. IMPLEMENTATION TOOLS

### Transportation Loans and Grants

#### How It Works

ODOT administers several grant programs that help to pay for pedestrian and bicycle improvements, including crosswalks, bike lane striping, and pedestrian crossing islands. Local governments must often match grant funding. These programs include:

- **ConnectOregon.** ConnectOregon focuses on improving connections and supporting local economies throughout the state. Dedicated to non-highway projects, ConnectOregon was first approved by the Oregon legislature in 2005 and has funded more than 130 marine/port, aviation, public transit, and rail projects around the state. For ConnectOregon V, bicycle/pedestrian projects were also eligible to compete for funds. State program webpage: <http://www.oregon.gov/ODOT/TD/TP/pages/connector.aspx>
- **Statewide Transportation Enhancements Program.** The Statewide Transportation Improvement Program, known as the STIP, is Oregon's four-year transportation capital improvement program. It is the document that identifies the funding for, and scheduling of, transportation projects and programs. STIP is divided into two broad categories: Fix-It and Enhance. State program webpage: <http://www.oregon.gov/ODOT/TD/STIP/Pages/about.aspx>
- **Oregon Transportation Infrastructure Bank.** The Bank is a low-interest revolving loan fund that can help to pay for transportation capital projects. These low-interest loans can be repaid with TIF, general fund, or local improvement district revenues. They provide up front money (planning, engineering) as well as implementation funds, which means cities don't need to wait for TIF build up. State program webpage: <http://www.oregon.gov/ODOT/CS/FS/pages/otib.aspx>

#### Fund Sources

State and federal funds

#### Benefits

- Direct public investment into private projects
- Does not impact City funds

#### Drawbacks

- Highly competitive and must meet state-identified criteria (varies by program)
- For loans, need to establish a City repayment source

### Other Incentives

- **Reduced/waived building permit/planning fees.** These programs reduce various development fees as an incentive to induce qualifying types of development or building features. This can increase development feasibility by reducing soft costs for developers. Fee cost structures are within City control and can be easier to manipulate than other components of the development cost structure.
- **Fast-track building permits.** The City can opt to expedite building permits for projects, such as pre-approved development types or green buildings. They can be targeted to a specific development type or areas, which can save projects time in development process and produce financial savings.
- **Predevelopment assistance.** Grants or low-interest loans for evaluation of site constraints and opportunities, development feasibility, or conceptual planning can reduce pre-development costs for developers. This can reduce what are often risky pre-development costs for developments that fulfill community goals. For the Arch Bridge area, it could enable developers and the community to explore a wider range of project possibilities, particularly those that can meet more community and private sector objectives.

## F. GLOSSARY

**Bedroom community:** A community whose predominant economic function is to house residents who work outside of the community. The term also describes communities that have little commercial or industrial activity beyond a small amount of retail that is oriented toward serving its residents.

**Capital improvement projects/program:** A program, administrated by a city government and reviewed by its governing body, which schedules permanent improvements, usually for a minimum of five years in the future, to fit the projected fiscal capability of the local jurisdiction. The program is generally reviewed annually for conformity to, and consistency with, the comprehensive plan.

**Community development code:** A program that implements policies of the comprehensive plan through legislative regulations that specify allowable uses for real property and size restrictions for buildings within various zones throughout a city.

**Comprehensive plan:** A statement of policies, including text and diagrams setting forth objectives, principles, standards, and plan proposals, for the long-term future physical development of the city or county. The comprehensive plan is a legal document required of each local jurisdiction in the State of Oregon and adopted by the City Council. In Oregon, comprehensive plans must demonstrate consistency with 19 Statewide Planning Goals ranging from citizen involvement to economic development and resource protection.

**Density:** A standard unit of measurement used to describe persons, residents, employees, households, and/or businesses per a defined geographic area (usually per acre). Density is commonly used as a proxy for understanding the relative development intensity experienced or planned for an area.

**Design standards:** Legislative regulations used to evaluate a development and its impact on neighboring properties and the community as a whole, from the standpoint of site and landscape design, architectural materials, colors, lighting, and signs.

**Floor area ratio (FAR).** The FAR is that percentage of the total lot size that can be built as habitable space. A FAR of 0.45 means that the square footage of the lot is multiplied by 0.45 to yield the total habitable square footage of the house including accessory dwelling units. For example, on a 10,000-square-foot lot, an FAR of 0.45 will allow a 4,500-square-foot house ( $10,000 \times 0.45 = 4,500$ ).

**Highway 43 Plan:** An appendix to the City's adopted Transportation System Plan that identifies concept-level streetscape, motor vehicle, pedestrian, bicycle, and public transit improvements in the Highway 43 corridor in West Linn.

**Highway 43 and Willamette Falls Drive Vision:** A long-range framework that recommends future mixed-use commercial, institutional, light industrial, and housing development in and near existing commercial centers in West Linn for the purpose of promoting local economic development, improving access to convenient public transportation, making it easier to

walk and bicycle to complete daily tasks, and to retain areas outside of these centers largely in the form they exist today.

**Infill:** A term used to describe the development of vacant land or land with redevelopment potential within areas that are largely developed.

**Local Improvement District (LID):** A Local Improvement District (LID) is special assessment district where property owners are assessed a fee to pay for capital improvements, such as streetscape enhancements, underground utilities, or shared open space. LIDs must be supported by a majority of affected property owners.

**Main Street:** One of four regional investment categories in Title 6 of the Metro 2040 Urban Growth Management Functional Plan. Implementation of Title 6 is voluntary for Metro jurisdictions. Main Streets are similar to town centers and have a traditional commercial identity but on a smaller scale with a strong sense of the immediate neighborhood. They include a mix of uses and housing types to support a vibrant and walkable area.

**Market square:** A public marketplace where food and merchandise is sold.

**Master plan:** A long-term outline of a project that includes a series of steps necessary to carry out stated goals.

## F. GLOSSARY

**Metro:** The regional governing body that represents nearly 1.5 million residents in three Portland area counties and 25 cities and consists of a president and six councilors representing various districts throughout its service boundary. Metro oversees region-wide planning and coordination to manage growth, infrastructure, and development issues that cross jurisdictional boundaries.

**Metro 2040 Growth Concept:** Metro's 2040 Growth Concept, a regional, 50-year plan for growth adopted by the Metro Council in 1995 that aims to protect farms, forests, and historic neighborhoods and ensure access to good jobs, housing, and transportation options for all. For more information: <http://www.oregonmetro.gov/2040-growth-concept>.

**Mixed-use:** Zoning that permits various uses, such as office, commercial, institutional, light industrial, and residential, to be combined in a single building or on a single site in an integrated development project. A street with shops at street level and dwelling units above is an example of mixed use.

**Multiple-unit tax exemption:** Local tax exemption for multi-unit projects. Projects receive a 10-year property tax exemption on structural improvements to the property as long as program requirements are met.

**Municipal code:** A published compilation of city laws and their revisions organized according to subject matter.

**Neighborhood plan:** A statement of policies, including text and diagrams setting forth goals, policies, and action measures for the long-term future physical development of a neighborhood in the City of West Linn.

**Oregon Department of Transportation (ODOT):** The State agency responsible for the provision of a safe, efficient transportation system that supports economic opportunity and livable communities for Oregonians. ODOT develops programs related to Oregon's systems of highways, roads, and bridges; railways; public transportation services; transportation safety programs; driver and vehicle licensing; and motor carrier regulation.

**Open space:** Any parcel or area of land or water that is essentially unimproved and devoted to an open space use for the purposes of (1) the preservation of natural resources, (2) the managed production of resources, (3) outdoor recreation, or (4) public health and safety.

**Planned unit development (PUD):** PUDs are an optional development type that allow greater discretion and flexibility, but with additional scrutiny. Generally, they result in superior design and provide community benefits beyond what is provided in a standard subdivision. The flexibility may include variations from the required lot sizes and yard setbacks..

**Primary area:** Within the study area, the primary area encompasses properties and streets that hold the greatest possibility for creating a town center over time.

**Redevelopment:** The renewal and improvement of older commercial and residential areas through actions or programs that encourage and facilitate private and public investment. This investment can include activities and programs designed to improve neighborhoods; strengthen existing businesses; encourage quality renovation and new construction; enhance public spaces and pedestrian amenities; ensure safe, efficient, and convenient traffic flow; attract new businesses; and contribute to the social and economic vitality of the area.

**Regulatory changes:** Any change affecting existing laws that govern the use of land.

**Secondary area:** Within the study area, the secondary area includes adjacent parts of the community that would be most affected by the development of a town center.

**Study area:** The preliminary area examined by the City for analysis and possible changes. The area is divided into primary and secondary areas. The primary area encompasses properties and streets that hold the greatest possibility for creating a town center over time. The secondary area includes adjacent parts of the community that would be most affected by the development of a town center.

## F. GLOSSARY

**System development charges (SDCs):** Also called impact fees, are levied on the developer of a project by a city or other public agency as compensation for otherwise unmitigated impacts the project will produce. Oregon law (ORS 223.297 – 223.314) provides a uniform framework for the imposition of system development charges and establishes that the charges may only be used for capital improvements. To lawfully impose a SDC, the public agency must verify its method of calculation and document proper restrictions on the use of the fund.

**Tax increment financing (TIF):** See Urban renewal.

**Town center:** Metro’s 2040 Growth Concept, a regional, 50-year plan for growth, includes “town centers” as a regional investment category. Generally, these areas provide services to thousands within a 2-3-mile radius. Typically, there are 1-3-story buildings for employment and housing. Town centers have a strong sense of community identity and are well served by transit. Examples include small city centers like Lake Oswego, Tualatin, and Milwaukie.

**Transportation system plan (TSP):** The long-range plan to guide transportation investments in West Linn. The TSP meets State and regional planning requirements and addresses local transportation needs for cost-effective, street, transit, freight, bicycle, and pedestrian improvements.

**Urban renewal:** Also UR or TIF. Tax increment finance (TIF) revenues are generated by the increase in total assessed value in an urban renewal district from the time the district is first established. The governing body creates an urban renewal district with specific boundaries and identifies improvements to be funded within the district. Bonds may be issued to fund improvements. As property values increase in the district, the increase in total property taxes (e.g., city, county, school portions) is used to pay off the bonds. When the bonds are paid off, the entire valuation is returned to the general property tax rolls. Urban renewal funds can be invested in the form of low-interest loans and/or grants for a variety of capital investments.

**Vacate:** Relinquish a portion or all interest in real property or right of way.

**Vertical Housing Tax Credit (VHTC):** The Vertical Housing Tax Credit is enabled by the State and adopted locally. The VHTC subsidizes mixed-use projects to encourage dense development or redevelopment by providing a partial property tax exemption on increased property value for qualified developments. The exemption varies in accordance with the number of residential floors on a mixed-use project with a maximum property tax exemption of 80 percent over 10 years. An additional property tax exemption on the land may be given if some or all of the residential housing is for low-income persons (80 percent of area median income or below).

**Highway 43 Conceptual Design Plan:** Cooperative project by the City of West Linn and the Oregon Department of Transportation completed in 2008 and an appendix to the City’s transportation system plan. It provides for improving State Highway 43 (Willamette Drive) from the Lake Oswego city limits to Hood Street in West Linn. It accommodates vehicular, pedestrian, and bicycle travel needs and supports adjacent land uses.

**Willamette Falls Legacy Project:** A redevelopment master plan for a 23-acre industrial site along the Willamette Falls in Oregon City. Proponents expect the project to reinvigorate Oregon City’s downtown as a hub of employment, shopping, business, tourism, and housing.

**Workforce housing:** Affordable housing for households with earned income that is insufficient to secure quality housing in reasonable proximity to the workplace.

**Zoning:** The division of a city by legislative regulations into areas, or zones, that specify allowable uses for real property and size restrictions for buildings within these areas; a program that implements policies of the general plan.



Date: November 26, 2014

To: John Kovash, Mayor  
Members, West Linn City Council

From: Chris Kerr  
Community Development Director

Subject: Trip Generation analysis for Arch Bridge / Bolton Master Plan

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Staff asked the Traffic Engineering office of Kittleson & Associates, Inc. to provide a comparison of the potential trip generation of the Arch Bridge area under the current zoning to the development presumed under the Master Plan. That report is attached for your review.

The purpose of the analysis was to determine if the anticipated traffic impacts under the proposed Plan were significantly greater or lesser than development that is expected under the current conditions. Because it is difficult to presume the exact development that is expected at this location over time, the consultant recommended providing a range at both “low-density” and “high density” development scenarios in order to recognize the potential range of uses and intensities that may occur. Table 4 of the document is shown below:

**Table 4 Trip Generation Scenario Summary**

Land Use Scenario	Daily Trips	PM Peak Hour		
		Total	In	Out
Existing Zoning (Low Density)	4,188	387	192	195
Existing Zoning (High Density)	5,461	502	243	258
Draft Town Center Plan	3,375	291	152	139

The report concludes that the traffic impacts for the proposed Arch Bridge development are expected to provide a significant decrease in traffic (both daily trips and peak hour) compared to expected development under the existing zoning.

Attachment



November 26, 2014

Project #: 18470.0

Chris Kerr  
 City of West Linn  
 22500 Salamo Road  
 West Linn, Oregon 97068

**RE: Arch Bridge/Bolton Town Center Trip Generation – West Linn, Oregon**

Dear Chris,

This letter provides a comparison of the potential trip generation of the Arch Bridge/Bolton Town Center area under existing zoning and per the draft Town Center Plan. A low-density and a high-density scenario were developed and evaluated for the existing zoning which includes areas of residential, commercial, and industrial zoning. The scenarios were developed jointly with City and generally assume a commercial area floor-area-ratio (FAR) of 0.25 for the low-density scenario and 0.5 for the high-density scenario. The trip generation estimates are based on the *Trip Generation Manual, 9<sup>th</sup> Edition*, published by the Institute of Transportation Engineers (ITE).

The trip generation assumptions for the low-density scenario under existing zoning are shown Table 1. As shown in Table 1, the area could generate approximately 4,200 net new daily trips and 400 net new weekday p.m. peak hour trips under existing zoning based on a low-density development scenario.

**Table 1 Trip Generation Estimate – Existing Zoning (Low Density)**

Land Use	ITE Code	Size (sq. ft. or units)	Daily Trips	PM Peak Hour		
				Total	In	Out
Single Family Homes	210	15	143	15	9	6
Apartment	220	18	120	11	7	4
Shopping Center <i>Pass-by Trips Weekday &amp; PM (34%)</i>	820	25,000	1,068 (363)	93 (32)	45 (16)	48 (16)
Quality Restaurant <i>Pass-by Trips (44%)</i>	931	6,500	585 (257)	49 (22)	33 (11)	16 (11)
Fast Food Restaurant w/ Drive-Through <i>Pass-by Trips (49%)</i>	934	3,500	1,642 (805)	114 (56)	59 (28)	55 (28)
Bank w/ Drive-Thru <i>Pass-by Trips (47%)</i>	912	4,000	593 (279)	97 (46)	49 (23)	48 (23)
Fuel Station w/ Convenience Market and Car Wash <i>Pass-by Trips (62%)</i>	946	12	1,834 (1,137)	166 (103)	85 (52)	81 (52)
General Office Space	710	10,000	110	15	3	12
Medical Office Space	720	10,000	361	36	10	26
Auto Care Center	942	25,000	780	78	37	41
Auto Sales	841	5,000	162	13	5	8
<i>Gross New Trips</i>			7,397	687	342	345
<i>Internal Trips</i>			(369)	(40)	(20)	(20)
<i>Pass-by Trips</i>			(2,841)	(259)	(130)	(130)
<b>Net New Trips</b>			<b>4,188</b>	<b>387</b>	<b>192</b>	<b>195</b>

The trip generation assumptions for the high-density scenario under existing zoning are shown Table 2. As shown in Table 2, the area could generate approximately 5,500 net new daily trips and 500 net new weekday p.m. peak hour trips under existing zoning based on a high-density development scenario.

**Table 2 Trip Generation Estimate – Existing Zoning (High Density)**

Land Use	ITE Code	Size (sq. ft. or units)	Daily Trips	PM Peak Hour		
				Total	In	Out
Single Family Homes	210	15	143	15	9	6
Apartment	220	18	120	11	7	4
Shopping Center <i>Pass-by Trips Weekday &amp; PM (34%)</i>	820	40,000	1,708 (581)	148 (50)	71 (25)	77 (25)
Quality Restaurant <i>Pass-by Trips (44%)</i>	931	13,000	1,169 (514)	97 (43)	65 (22)	32 (22)
Fast Food Restaurant <i>Pass-by Trips (43%)</i>	934	3,500	1,642 (805)	114 (56)	59 (28)	55 (28)
Bank w/ Drive-Thru <i>Pass-by Trips (47%)</i>	912	4,000	593 (279)	97 (46)	49 (23)	48 (23)
Fuel Station w/ Convenience Market and Car Wash <i>Pass-by Trips (62%)</i>	946	12	1,834 (1,137)	166 (103)	85 (52)	81 (52)
Hotel (w/ conference space)	310	100	817	60	31	29
General Office Space	710	20,000	221	30	5	25
Medical Office Space	720	20,000	723	71	20	51
Auto Care Center	942	25,000	780	78	37	41
Auto Sales	841	5,000	162	13	5	8
<i>Gross New Trips</i>			9,912	901	443	458
<i>Internal Trips</i>			(1,135)	(101)	(51)	(51)
<i>Pass-by Trips</i>			(3,315)	(298)	(149)	(149)
<b>Net New Trips</b>			<b>5,461</b>	<b>502</b>	<b>243</b>	<b>258</b>

The trip generation assumptions for draft Town Center Plan scenario are shown Table 3. As shown in Table 3, the draft Town Center Plan is estimated to generate approximately 3,400 net new daily trips and 300 net new weekday p.m. peak hour trips.

**Table 3 Trip Generation Estimate – Draft Town Center Plan**

Land Use	ITE Code	Size (sq. ft. or units)	Daily Trips	PM Peak Hour		
				Total	In	Out
Senior Adult Housing - Attached	252	165	568	41	22	19
Residential Condos/Townhouse	230	160	930	83	56	27
Shopping Center <i>Pass-by Trips Weekday &amp; PM (34%)</i>	820	8,600	367 (125)	32 (11)	15 (6)	17 (6)
Quality Restaurant <i>Pass-by Trips (44%)</i>	931	4,300	387 (170)	32 (14)	21 (7)	11 (7)
Quality Restaurant <i>Pass-by Trips (44%)</i>	931	4,300	387 (170)	32 (14)	21 (7)	11 (7)
Hotel (w/ conference space)	310	100	817	60	31	29
General Office Space	710	15,000	165	22	4	18
Medical Office Space	720	15,000	542	54	15	39
<i>Gross New Trips</i>			4,162	356	185	171
<i>Internal Trips</i>			(322)	(26)	(13)	(13)
<i>Pass-by Trips</i>			(465)	(39)	(20)	(20)
<b>Net New Trips</b>			<b>3,375</b>	<b>291</b>	<b>152</b>	<b>139</b>

As shown in Table 4, the draft Town Center Plan scenario is anticipated to generate fewer daily and weekday p.m. peak hour trips than could be generated by develop within the Town Center Plan area under existing zoning based on both a low-density or high-density development plan allowed by the existing zoning code.

**Table 4 Trip Generation Scenario Summary**

Land Use Scenario	Daily Trips	PM Peak Hour		
		Total	In	Out
Existing Zoning (Low Density)	4,188	387	192	195
Existing Zoning (High Density)	5,461	502	243	258
Draft Town Center Plan	3,375	291	152	139

If you have any additional questions related to this analysis, please call me at (503) 228-5230.

Sincerely,  
KITTELSON & ASSOCIATES, INC.



Susan Wright, P.E.  
Associate Engineer

Date: November 26, 2014

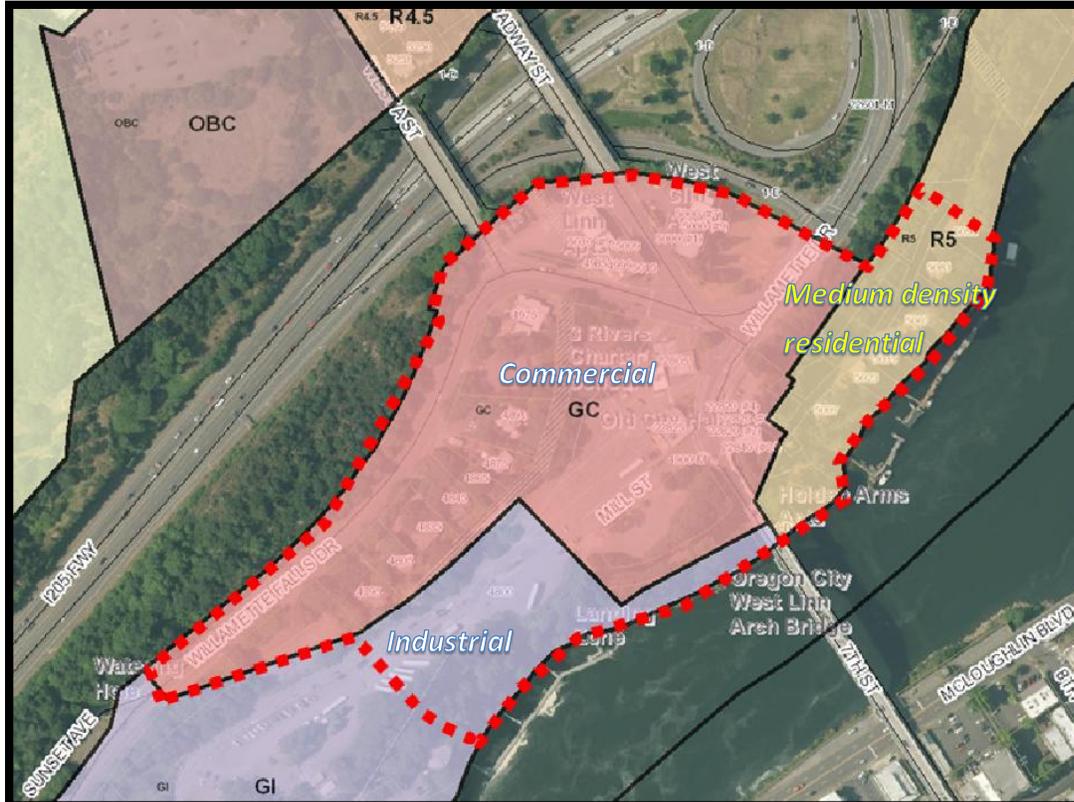
To: John Kovash, Mayor  
Members, West Linn City Council

From: Chris Kerr, Community Development Director

Subject: Discussion of the development of the Arch Bridge area under the existing current zoning regulations

The purpose of this report is to provide an overview of the expected development in the Arch Bridge area under the existing zoning regulations.

Many of the properties in this area are subject to significant market pressure to redevelop. A key reason for completing the Master Plan at this time is to ensure that the development that takes place is consistent with the goals and desires of the community. If no plan is adopted, or the implementation measures are not acted upon, development will occur under the City's existing regulations. The majority of the South Village area is currently zoned and intended for general commercial and industrial uses with medium density residential zoning along the river. The existing zoning is provided below (red dash area is the area proposed for redevelopment under the Master Plan):



The GC area is approximately 600,000 SF and the IG District encompasses approximately 110,000 SF. In both the GC (General commercial) district and GI (general industrial) district, lot coverages of 50% are permitted and building heights are permitted between 35' and 45'. A list of uses allowed in each district is attached. While any of those uses may be developed, a better way of estimating the type and level of development that can be expected to occur is to look at how similar sites have been developed in the City.

Based on the zoning and location at the base of a major freeway, this area would be expected to develop in a manner similar to the 8<sup>th</sup> Court in the Willamette neighborhood; except on a larger scale, since the 8<sup>th</sup> Court development is less than 1/3 the size of the subject area. The 8<sup>th</sup> court development is zoned GC and includes mostly auto-oriented uses such as fast food restaurants with drive thrus, a service station, a car wash, an oil / lube facility, a freestanding 24 hour restaurant and some office and retail uses.



Conservatively, it is reasonable to assume that the GC portion of the Arch Bridge area will be developed with similar uses, but at roughly double the intensity of the 8<sup>th</sup> Court project. Additionally, the 110,000 SF industrial property would likely be developed with 20,000-30,000 SF of light industrial use, such as storage or service operations.

Aside from type of development that is likely to occur at this location over time under the current zoning, it's important to note that each of the uses will be developed separately, rather than under a coherent plan. Off-street parking will be required for each use on each site and the overall development pattern would not provide the type of distinctive characteristics (public open spaces, ROW re-alignment, connections to the neighborhood) or the control over development that the proposed Master Plan would achieve.

Attachment

**Attachment A:**

**General Commercial Permitted Uses: 19.030 PERMITTED USES**

The following uses are permitted outright in this zone:

1. Agricultural sales.
2. Agricultural services.
3. Animal sales and services, grooming.
4. Building maintenance services.
5. Business equipment sales and services.
6. Business support services.
7. Communications services.
8. Consumer repair services.
9. Convenience sales and personal services.
10. Eating and drinking establishments.
11. Family day care.
12. Financial, insurance and real estate services.
13. Food and beverage retail sales.
14. General retail services.
15. Hotel/motel, including those operating as extended hour businesses.
16. Laundry services.
17. Senior center.
18. Medical and dental services.
19. Parking facilities.
20. Participant sports and recreation, indoor.
21. Personal service facilities.

22. Professional and administrative services.
23. Research services.
24. Utilities, minor.
25. Cultural exhibits and library services.
26. Extended-hour businesses that do not include the construction of a new building or expansion of an existing structure.
27. Transportation facilities (Type I).
28. Lodge, fraternal, community center, and civic assembly within the commercial districts along Highway 43, Salamo Road or Blankenship Road.
29. Religious institutions within the commercial districts along Highway 43, Salamo Road, or Blankenship Road.

#### **USES AND DEVELOPMENT PERMITTED UNDER PRESCRIBED CONDITIONS**

The following uses are allowed in this zone under prescribed conditions:

1. Single-family residential unit and attached single-family units above a permitted use or a commercial use or place of assembly authorized as a conditional use (e.g., children's day care center, superstore, amusement enterprise, transient lodging, religious institution, school, lodge or community center), and multiple-family units: as a mixed use in conjunction with commercial development, only above the first floor of the structure, except in the Willamette Falls Drive Commercial District where dwellings may also occupy a portion of the ground floor pursuant to CDC [58.050](#).
2. Animal sales and services: kennels, as prescribed with no exterior runs or storage.
3. Animal sales and services: veterinary (small animals), as prescribed with no exterior runs or storage.
4. Signs, subject to the provisions of Chapter [52](#) CDC.
5. Temporary use, subject to the provisions of Chapter [35](#) CDC.
6. Home occupations, subject to the provisions of Chapter [37](#) CDC.
7. Wireless communication facilities, subject to the provisions of Chapter [57](#) CDC.

#### **19.060 CONDITIONAL USES**

The following are conditional uses which may be allowed in this zone subject to the provisions of Chapter [60](#) CDC, Conditional Uses:

1. Children's day care center.

2. Automotive and equipment:
  - a. Cleaning.
  - b. Repairs, heavy equipment.
  - c. Repairs, light equipment.
  - d. Sales/rentals, heavy equipment.
  - e. Sales/rentals, light equipment.
  - f. Storage, recreation vehicles and boats.
3. Construction, sales and services.
4. Heliports.
5. Hospitals.
6. Light industrial, manufactured.
7. Light industrial, finished products.
8. Spectator sports facilities.
9. Vehicle fuel sales.
10. Utilities, major.
11. Wholesale storage and distribution:
  - a. Mini-warehouse.
  - b. Light.
12. Single-family homes, which were non-conforming structures and were damaged, whereby the cost of rebuilding the damaged portions would exceed 50 percent of the then current replacement cost of the entire building. Determination of rebuilding costs shall be per CDC [66.070\(A\)](#).
13. Household hazardous waste depot.
14. Super stores.
15. Amusement enterprises.
16. Public agency administration.
17. Public safety facilities.

18. Public support facilities.
  19. Recycle collection center.
  20. Repealed by Ord. 1622.
  21. Postal services.
  22. Religious institutions not listed as permitted uses in CDC [19.030](#).
  23. Schools (with under 200 students).
  24. Transportation facilities (Type II). See CDC [60.090](#) for additional approval criteria.
  25. Lodge, fraternal, community center and civic assembly not listed as permitted uses in CDC [19.030](#).
  26. Extended hour businesses that include a new building or expansion of an existing structure.
- 

**General Industrial (23.030) PERMITTED USES:**

The following uses are uses permitted outright in this zone:

1. Agricultural sales and services.
2. Animal sales and services:
  - a. Kennels.
  - b. Veterinary, small and large animals.
3. Automotive and equipment:
  - a. Cleaning.
  - b. Fleet storage.
  - c. Repairs, light and heavy equipment.
  - d. Sales/rentals, light and heavy equipment.
  - e. Storage, recreational vehicles and boats.
4. Construction sales and services.
5. Laundry services.
6. Manufacturing of products:
  - a. From raw materials.

- b. From previously prepared materials.
- 7. Packaging and processing.
- 8. Postal service.
- 9. Public safety facilities.
- 10. Public support facilities.
- 11. Research services.
- 12. Scrap operations, recycling collection center.
- 13. Utilities, minor and major.
- 14. Wholesale, storage and distribution:
  - a. Mini-warehouse.
  - b. Light.
  - c. Heavy.
- 15. Transportation facilities (Type I).

### **23.050 USES AND DEVELOPMENT PERMITTED UNDER PRESCRIBED CONDITIONS**

The following uses are allowed in this zone under prescribed conditions:

- 1. Sign, subject to the provisions of Chapter [52](#) CDC.
- 2. Temporary use, subject to the provisions of Chapter [35](#) CDC.
- 3. Water-dependent uses, subject to the provisions of Chapters 28 and 34 CDC.
- 4. Wireless communication facilities, subject to the provisions of Chapter [57](#) CDC.

### **23.060 CONDITIONAL USES**

The following uses are conditional uses which may be allowed in this zone subject to the provisions of Chapter [60](#) CDC, Conditional Uses:

- 1. Heliport.
- 2. Household hazardous waste depot.
- 3. Transportation facilities (Type II). See CDC [60.090](#) for additional approval criteria.