

# **WEST LINN**

## **ECONOMIC DEVELOPMENT COMMITTEE**

### **Agenda**

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**October 27, 2016**  
**6:00 PM**  
**Bolton Room, City Hall**

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1. Review of Agenda
2. Approval of Minutes
3. Old Business
  - Citizen Survey discussion
  - Business survey
  - Overall economic development strategy
4. New Business
  - Follow up on City Council's Waterfront planning workshop
5. Other items of interest:
  - from EDC members (5 minutes)
  - from Council or Staff liaisons (5 minutes)
6. Public comments on Economic Development matters not on the agenda (3 minutes per speaker)
7. Announcement of next meeting (6:00pm, November 10, 2016)
8. Adjourn

# West Linn Economic Development Committee

September 8, 2016

## Minutes

**Present:** Troy Wolfe, Gail Holmes, Larry Meese, Kazi Amed, Jennifer Harmon, Eileen Stein (Staff).

**Approval of Minutes 8/25/16:** tabled for next meeting 9/22/16.

**Old Business:** Consumer survey was closed 8/31/16, with over 600 surveys received. Jennifer stated the area of interest was Restaurants, Recreation and Entertainment. The complete results will be discussed at 9/22/16 EDC meeting. The Overall economic development strategy topic was tabled for next meeting 9/22/16.

**New Business:** Future joint meeting with City Council will be 10/10/16 at 5:00pm, Presentation of the findings of the assessment of the Past Arch Bridge Plan draft and setting direction for the future planning process. (Gail Holmes will be out of State). Fiber Task Force Report; they have discussed the possible benefits and costs of the project, they are working on interviewing (3) companies that work with the City to verify the cost and if it would work in our area. The City of Sandy users are paying \$35/month, Business and Citizen have the same rate.

**Other items of interest:**

- EDC Members:
  - Gail; in the Land Use Process *when does the city apply code violation*, and the building next to city hall has raised the lease rents 25%, they are losing lease renewals.
  - Kazi; concerned with fair land use process.
  - Larry; the walking trail along I-205 would best serve West Linn south of the Freeway, possibly using the old Mill Trolley Line. Also, the continued traffic and pedestrian conflicts due to the Willamette Church on Salamo Rd.
- Staff liaisons:
  - City Manager Eileen didn't have any updates for EDC, she did discuss City Land Use Process and she is working with the Planning Department to review this process and design an easy training tool for citizens to understand this complex process.
- Public Comments: None.

**Next meeting will be September 22, 6:00pm, City Hall.**

**Adjournment:** 7:30pm

Gail Holmes submitted.

## **Business Survey Intro**

**We Need Your Help:** On behalf of the City of West Linn, thank you for participating in this survey by taking five minutes of your time to answer these questions. You will be providing the City valuable data on how to enhance the viability of conducting business and attracting new business to the City of West Linn. Your input regarding our economic development can be a catalyst to future policies in this City. The deadline to complete the survey is **December 31, 2016**.

Results will be posted in Winter of 2016 and provided to the City Council to help guide future economic development discussions.

Answers provided on this survey will only be used by the City of West Linn. All answers provided will be confidential.

An online version of this survey can be found here: [surveymonkey.com/r/WLEconDev](http://surveymonkey.com/r/WLEconDev).

As you fill out this survey please check the boxes that best apply to your answer.

## West Linn Economic Development Committee Mission and Strategy ACTION PLAN

Initiative	Objective	Action	Priority	Responsibility	Status
<b>1. Research and Foster Broadband</b>					
	Understand current initiatives	Coordinate with City's IT Department project. Receive presentation		Set up presentation for July 14 - John	DONE
	Determine role	Identify potential role in assisting with project.		Assign 2 members to sit on task force – committee volunteers	DONE
		Advocate with Council for the project		EDC kept aware of project process and provides input to Council when appropriate.	ONGOING
<b>2. Business Retention and Development</b>					
	Inventory existing businesses	Develop dynamic inventory from business license records.		John – in process	PROJECT DESIGNED – NEED TO INITIATE WITH VOLUNTEERS
		Classify businesses by type within inventory		John – in process	PROJECT DESIGNED
		Maintain current copies of Employment Department Data		John – in process	UNDERWAY
	Track changes in businesses	Update inventory monthly with both additions and deletions		Business license monthly updates? Is there a database? – break down by type of business – home based businesses?	NOT INITIATED YET
		Track changes in businesses by type and general location			NOT INITIATED YET

## West Linn Economic Development Committee Mission and Strategy ACTION PLAN

Initiative	Objective	Action	Priority	Responsibility	Status
		Analyze data to develop understandings of forces, trends, and implications.			NOT INITIATED YET
		Where possible, inventory new and closing business owners to assess reasons for their actions.			NOT INITIATED YET
	Develop relationships with commercial real estate brokers	Proactively meet with commercial brokers actively working in the West Linn market.		Get Graymore newsletter – invite commercial brokers to come meet with EDC - John	NOT INITIATED YET
		Develop channels of trustworthy communication allowing confidential conversations with staff.			NOT INITIATED YET
	Determine how the City can help commercial real estate brokers market West Linn properties	Inventory the assets, resources, and information the City can provide to help with market assessments and actual marketing.			NOT INITIATED YET
		Refine those systems so information is always current and readily available in an attractive and useable format.			NOT INITIATED YET
	Develop and implement business retention and development role	Learn from other cities which have successful business retention and development programs			Late 2016
		Learn from Brokers what the City can do to augment and support them in their work, and what the City can do that will stymie their work			NOT INITIATED YET

## West Linn Economic Development Committee Mission and Strategy ACTION PLAN

Initiative	Objective	Action	Priority	Responsibility	Status
		Implement business retention and development program			NOT INITIATED YET
<b>3. Highway 43 Corridor and Willamette Falls District Economic Plan</b>					
		Receive briefing on the Highway 43 Improvement Plan		John will arrange updates as project progresses.	ONGOING
<b>4. Regulatory framework reform to encourage businesses</b>					
	Understand market potential	Develop a market analysis of West Linn and its commercial and industrial districts. Determine market potential within these districts		Make sure Main Street marketing study is available to committee. Short update on Economic Roadmap in August. Full report in September. John	INITIAL ROADMAP PRESENTED TO COUNCIL AND EDC IN OCTOBER. REFINED SCOPE OF WORK UNDER DEVELOPMENT
	Understand regulatory constraints	Identify the City's regulatory framework from fees to zoning which constrains business activity and development		PC is working on potential full update of Code. This action is consistent with that effort.	CCI WORKING ON CODE PROJECT FOCUSING ON CITIZEN INVOLVEMENT. DISCUSSIONS ON-GOING WITH PC AND CC ON NEED FOR FULL CODE UPDATE

## West Linn Economic Development Committee Mission and Strategy ACTION PLAN

Initiative	Objective	Action	Priority	Responsibility	Status
		Analyze the regulatory framework to understand the public value represented by each element and the costs and benefits of changing or eliminating the element.			TO BE PART OF CODE UPDATE
		Develop better sense of the desired outcomes			TO BE PART OF CODE UPDATE
		Revisit the “Red Tape” project to determine why it did not progress			
	Address regulatory reform	Partner with the Planning Commission to audit the Codes to find opportunities to needed reform		Maintaining contact with Staff – John. Audit is being considered.	TO BE PART OF CODE UPDATE
		Partner with the Planning Commission to develop a package of recommended code amendments.			EDC ASSERT ROLE WITH PC AND CC TO ASSURE INVOLVEMENT
<b>5. Tourism Development</b>					
	Understand tourism framework	Inventory existing tourism assets			NOT YET INITIATED
		Inventory and understand other regional tourism efforts			JOHN IS PARTICIPATING IN REGIONAL TOURISM MEETINGS
	Understand market potential	Explore demand for hotel type and space		Being generally covered in Economic Roadmap	COMPLETED IN INITIAL ECONOMIC

**West Linn Economic Development Committee Mission and Strategy ACTION PLAN**

Initiative	Objective	Action	Priority	Responsibility	Status
					ROADMAP. MORE REFINEMENT TO BE DONE IN SUBSEQUENT WORK
		Explore demand for tourism support businesses i.e. restaurants, etc.			COMPLETED IN INITIAL ECONOMIC ROADMAP. MORE REFINEMENT TO BE DONE IN SUBSEQUENT WORK
		Explore demand for recreation and experiential tourist activities and programs i.e. boating, museum, etc.			COMPLETED IN INITIAL ECONOMIC ROADMAP. MORE REFINEMENT TO BE DONE IN SUBSEQUENT WORK
	Leverage other tourism assets	Forge working relationships with Clackamas County Economic Development (Mt. Hood Territory), Travel Oregon, Chamber of Commerce, etc.		Staff level contacts being made. Consider having representatives attend EDC meetings for presentations and discussion - John	STAFF CONTINUES MEETINGS. INVITATION TO PARTICIPATE IN WFHA PROCESS. CLACKAMAS COUNTY HAS BEEN INVITED TO MAKE PRESENTATION TO EDC



## West Linn Economic Development Committee Mission and Strategy ACTION PLAN

Initiative	Objective	Action	Priority	Responsibility	Status
	Create Tourism Strategy	Develop strategic plan based on needs, opportunities, and assets. Tie into and leverage other tourism efforts and resources		Stems from strategic economic plan	NOT YET INITIATED
	Implement Tourism Strategy	Create needed local resources to advocate for and carry out the tourism strategy			TO FOLLOW STRATEGY DEVELOPMENT
	Tourism Grants – status – accountability?	Get report from County on grant progress and results – any way to promote the projects receiving grants		Ask Jim Austin about the status – John – Report provided to EDC in July.	REPORT PROVIDED IN JULY. WILL ASK FOR UPDATE IN JANUARY
<b>6. Arch Bridge District Plan</b>					
	Set a foundation for completing the Arch Bridge project	Develop a “financial road map” to analyze and guide on all economic factors		Under way - John	COMPLETED FOR INITIAL WORK. MORE REFINEMENT IN SUBSEQUENT PLANNING
		Engage discussions with area property owners to develop better understanding of situations, needs, plans, and aspirations		Under way - John	STAFF HAS MET WITH PROPERTY OWNERS. COUNCIL MEMBER MEETINGS WITH OWNERS UNDERWAY
		Expand the study area to include all of the riverfront west of the I-205 bridge		Under way - John	ACCEPTED BY COUNCIL

**West Linn Economic Development Committee Mission and Strategy ACTION PLAN**

Initiative	Objective	Action	Priority	Responsibility	Status
		Design the project to better integrate into the Willamette Falls Heritage project		Invite project manager to August meeting - Done	ACCEPTED BY COUNCIL AND WILL BE INCORPORATED INTO SUBSEQUENT PLANNING WORK

## Agenda Report

Date: October 10, 2016

To: Russ Axelrod, Mayor  
Members, West Linn City Council  
Members, West Linn Planning Commission

From: John Morgan, Community Development Department

Through: JNM Initials  
Eileen Stein, City Manager Initials

Subject: Arch Bridge Plan Review and Analysis and Next Steps

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### **Purpose**

In response to the adopted Council Goal concerning the Arch Bridge plan, this is a report to the Council, Planning Commission, and Community on the research reviewing the 2014 Arch Bridge concept plan and the current issues and opportunities of the area in order to lay the foundation for moving forward. Also, Council direction is needed on the next steps.

### **Question(s) for Council:**

Does the Council wish to proceed with detailed planning for the Arch Bridge and Waterfront area, and if so, in what direction does the Council wish to take in terms of scope and process?

### **Public Hearing Required:**

None required

### **Background & Discussion:**

In February 2016, the Council adopted this goal:

#### ***Refine Arch Bridge Area Master Planning & Assess Potential Property Acquisitions***

- *Reengage contract to hold property owner meetings, community engagement, neighborhood association outreach, and town hall meetings to prepare potential development alternatives and examine zoning options and other potential measures to preserve property values and meet long-term planning goals.*
- *Use the alternatives to determine the cost related to property acquisition and master plan financing options.*

Staff has been working on implementing this Goal for the last six months. Staff worked with the Council several times to create a scope of study to deal with the initial parts of the Goal. Council concurred in six broad questions to be answered. These are listed below, and the responses are included in the attached report.

1. Expanding the Scope of the Project to encompass the entire waterfront
2. Addressing West Linn's role and opportunity in the Willamette Falls Heritage Area
3. Impacts from the I-205 widening project

4. Conversations with the property owners
5. Public Involvement Plan
6. Economic Assessment and structure for moving forward

**Budget Impact:**

A budget will be developed based on the scope and process identified by the Council

**Council Options:**

1. Ask staff to develop a structure, scope, and budget for a renewed planning and implementation process to return to Council for consideration.
2. Task the Economic Development Committee with reviewing the recommendations created by Staff in Option 1 and developing a recommendation to the Council
3. Create a new task force to review the recommendations created by Staff in Option 1 and develop a recommendation to the Council.
4. Not proceed with any further planning work at this time.

**Staff Recommendation:**

Select either Option 1 or Option 2

**Attachments:**

1. Staff prepared report on the Arch Bridge Plan and New Opportunities
2. Email from ODOT on I-205 project
3. Leland Consulting presentation on economic feasibility of the Arch Bridge plan and the feasibility of development in the Arch Bridge area.

# Planning for the Arch Bridge and Waterfront Area – Next Steps City of West Linn

## Introduction

In February 2016 the West Linn City Council adopted this goal:

### ***Refine Arch Bridge Area Master Planning & Assess Potential Property Acquisitions***

*Reengage contract to hold property owner meetings, community engagement, neighborhood association outreach, and town hall meetings to prepare potential development alternatives and examine zoning options and other potential measures to preserve property values and meet long-term planning goals.*

*Use the alternatives to determine the cost related to property acquisition and master plan financing options.*

Council subsequently refined the initial work to be done to implement this goal. Staff has worked over the last six months to respond the primary issues raised by the Council.

This is the report on the major issues. In some cases, there are simple answers to questions and in others the responses are more complex, especially in the economic analysis.

Staff will brief the Council, Planning Commission, other committees, and the citizens on October 10<sup>th</sup> on the points of this paper. From that conversation, Staff is asking for direction on the next steps to be taken in this process.

## First Issue - Scope of the Project

The 2014 Arch Bridge plan was totally focused on the area east of the West Linn Paper Mill's building. This includes several small buildings including the historic West Linn City Hall, parking areas, and the primary access route for freight trucks servicing the paper mill.

There was an initial intent to include much more of the water front area in this planning project. But, issues with the grant funding for the project caused it to scale back to focusing only on the area near the foot of the Arch Bridge.

As there is no pending outside funding for the next phase of this project, there are no external limitations on the study area. Staff believes the entire waterfront area from the I-205 Abernathy Bridge upstream through the Tri-City Sewage Authority property is the logical scope of the future effort. This includes all the land between Interstate 205 and the Willamette River not currently zoned for residential use plus small residential areas tied to the larger project area. This encompasses the historic waterfront area with three major "zones" of interest: The pond area in the western portion of the site; the industrial heritage area in the middle of the site including the West Linn Paper Mill, the PGE generation facilities, and the Willamette River Locks; and at the east end, the underutilized area near the base of the Arch Bridge.

## Planning for the Arch Bridge and Waterfront Area – Next Steps City of West Linn

While any one of these zones can be independently planned for future enhancement, staff recommends bringing them together in one “West Linn’s Waterfront” project. (While this name is the one staff is using to describe the area and the effort, a final project name will need to be approved by the Council.)

There are several major reasons for thinking, planning, and programming the area as a whole:

- The area may have separate parts, but it is cohesive in its non-residential nature
- its economic role in the community
- being physical separated from much of the community by I-205
- its inherent ability to be best leveraged by relating all the planning work to a single vision and set of values, and
- by the fact it all is defined by the relationship to the Willamette River and in particular the unique advantage of fronting the Willamette Falls.

Staff believes creating this singular vision and set of values should be the foundation of all future planning and programming for this area.

### Second Issues – Addressing the Willamette Falls Heritage Area

Building on the points raised above, Staff has reached out to the parties actively involved in redevelopment projects focused on improving public access and appreciation of the Willamette Falls. This includes the Willamette Falls Heritage Area and the Blue Heron site redevelopment project being led by Oregon City. The message has been “West Linn is thinking about moving forward with active planning and redevelopment on its side of the Willamette River to complement and leverage the work of Oregon City and the region. Do you mind if we step in?” The response has been overwhelmingly positive.

Staff recommends a basic element of the planning and programming for West Linn’s Waterfront be an ever constant focus on the Willamette Falls Heritage Area and the opportunities afforded by the West Linn’s west bank of the river. This should focus not only on taking advantage of the relationship to the river to stimulate and define new urban development, but on leveraging what West Linn can do with the work of other regional partners to help make the Willamette Falls Heritage Area truly world class in its stature for heritage, history, commerce, and tourism.

### Third Issue – Impact of Interstate-205 Expansion

A question was raised about any impact the planned expansion of Interstate-205 may have on land, and on the traffic patterns in the area. Of specific interest is impacts on traffic in the earlier study area which might render the prior traffic analysis out of date.

Staff has been assured by both Lance Calvert, Public Works Director, and representatives of the Oregon Department of Transportation that there is no impact. A message from Jon Makler of ODOT explaining this is attached.

## Planning for the Arch Bridge and Waterfront Area – Next Steps City of West Linn

In summary, in order to be able to be eligible for “fast-track” federal funding the project must be certified as having no impact, otherwise an Environmental Impact Statement would be required. ODOT designed the project to have no land, traffic, or other impacts.

### Fourth Issue – Meeting with the Property Owners

Council asked for opportunities to meet with the property owners. Staff contacted owners in the area included in the concept plan and let them know Council is interested in meeting to discuss their properties, their plans, and the future planning process.

The original intent was to have individual meetings with the property owners, but this has proven very difficult to schedule given the schedules of the owners and the Council members who volunteered for these conversations.

Therefore, the meetings have yet to be held. If the Council decides to move forward with a new planning project, Staff proposes a new model for the meetings. It is proposed Staff schedules three group meetings and invites the property owners to attend the most convenient. One or two Councilors will volunteer for each meeting. Staff anticipates each of the three meetings will have three or four property owners in attendance and can take place before the end of October.

It should be noted Staff has met with the owners of most of the commercial and industrial property and found great interest in a continued planning process.

### Fifth Issue – Creating a Public Involvement Plan

Staff met with the Committee for Citizen Involvement and the Neighborhood Association Presidents to brainstorm how to have an effective citizen involvement program for any future planning project for this area. The goal is to encourage citizens to provide meaningful input and for the Council to receive meaningful input that will help with decision making.

Many ideas were discussed at the meeting which will be utilized in any future planning process. One important conclusion is the scope of this planning impacts the entire community and therefore every neighborhood should be kept involved.

If a new planning process is undertaken, a specific citizen involvement plan needs to be worked out with the Committee for Citizen Involvement and approved by the Council.

### Sixth Issue - Economic Structure for Moving Forward

A key part of this review has been taking a solid look at all the financial aspects of the prior planning work and the current and potential situations. This speaks to the Council goal element on cost of property acquisition and financing, but goes farther to take a comprehensive look, from a market and feasibility perspective, of the entire area.

## Planning for the Arch Bridge and Waterfront Area – Next Steps City of West Linn

The specific elements of the study cover validating the findings and plans contained in the Arch Bridge Concept Plan, taking a fresh look at the current conditions and determining what is realistically feasible, analyzing market conditions and opportunities and what it will take to capture opportunities, and assessing the full potential for the area.

Leland Consulting was retained to carry out this part of the project in cooperation with the Staff. Their specific assignment was to not be planning for the future, but to lay a realistic foundation for future planning. Part of the Leland report is to also talk about timeframes and priorities for things to be addressed. Representatives of Leland will be at the Council meeting to present their analysis and findings.

Included with the staff report is a printout of the slides and materials the Leland staff will be using as the presentation is made at the Council meeting. After the Council meeting, the Leland staff will prepare a final paper not only including discussion of the topics of each slide, but also reflecting on the issues and questions brought up at the October 10 work session. This will be broadcast to all the participating parties when it is available

### Next Steps

The Council needs to consider the findings of this report coupled with the Leland report and establish direction for moving forward. Staff believes there are three major decision points:

- Continuing with the meetings between the property owners and Council members. This can be accomplished over the next few weeks if the Council wishes to proceed.
- Proceeding with a new planning effort for the area. If the Council decides to do so it is important to establish the scope of the planning work meaning the physical area to be included in the plan, and the expansion of the scope of the plan to include the full industrial area and the Willamette Falls Heritage project. If Council decides to proceed, then Staff recommends the Council give direction on the nature of the project and Staff returns to Council with a proposed scope, work program, and budget for approval.
- The Citizen involvement program for any new planning process. If the Council decides to proceed, then it is recommended Staff work with the Committee for Citizen Involvement to craft a proposed involvement program.