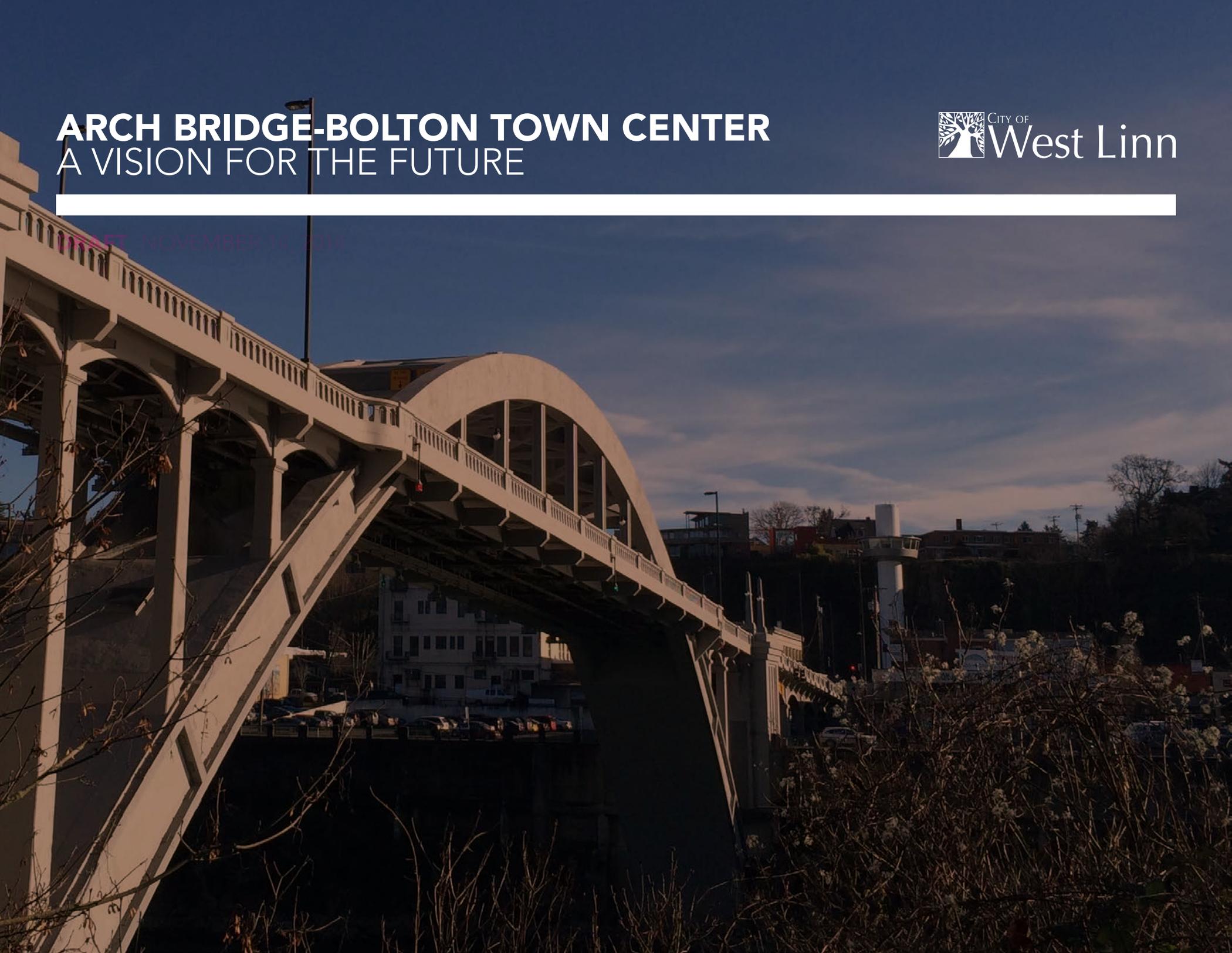


ARCH BRIDGE-BOLTON TOWN CENTER

A VISION FOR THE FUTURE



11:57 AM NOVEMBER 14, 2014



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1. INTRODUCTION

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1. INTRODUCTION



Welcome Sign Near Arch Bridge

In early 2013, the City of West Linn selected a team of consultants, lead 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, non-profits 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 eventually to a complete urban center. At any given time, however, there might be missing pieces, disruption, and disconnects.

Eventually a true mixed use town center will emerge which will become a wholly new district 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 21st Century, 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 character 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

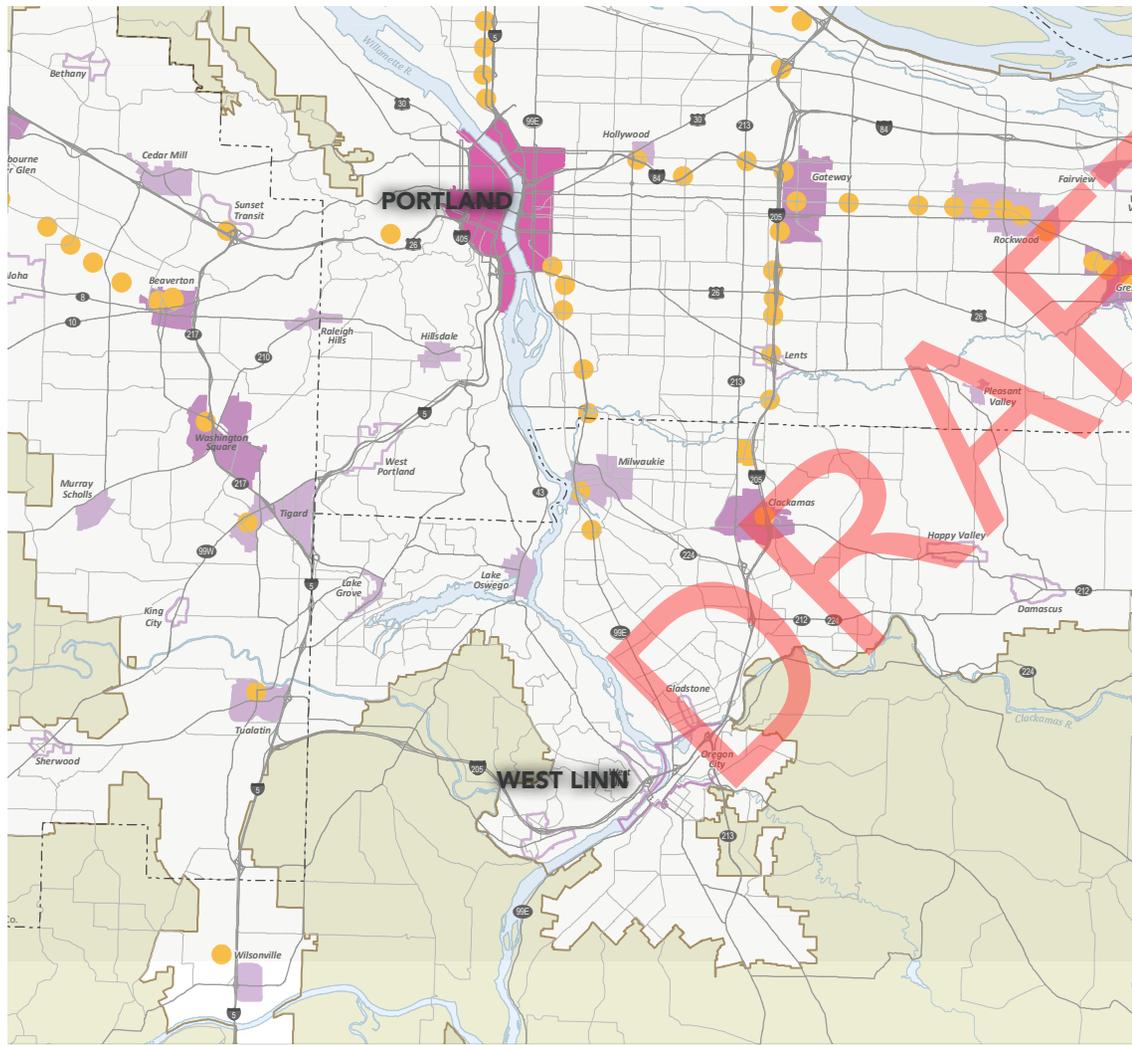


Figure 1 Metro's Title 6 Regional Map

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 farm lands, 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 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 that the regional vision can be achieved.



1. INTRODUCTION

Local Opportunities

The study area is shown in **Figure 2**. 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 Bolton 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 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 non-profit housing provider.)

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



Figure 2 Primary & Secondary Study Areas

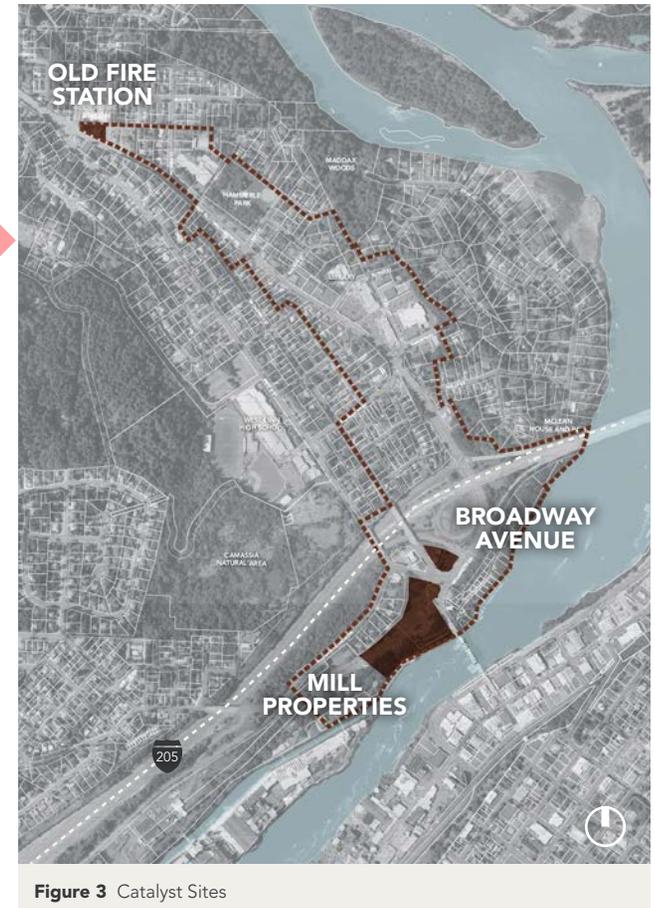


Figure 3 Catalyst Sites

1. INTRODUCTION

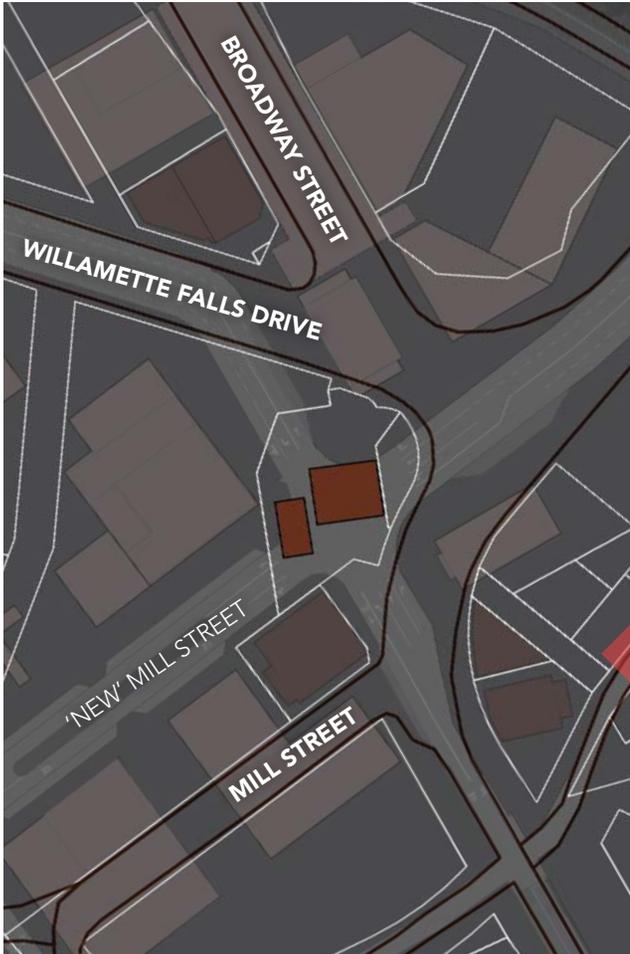


Figure 4 Existing Parcels & Potential Street Alignment

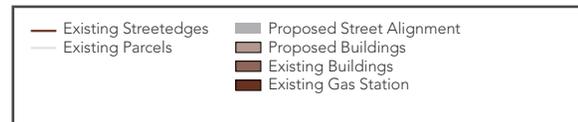
accomplish compared with other portions of the study area. Moreover, few people live in the area who could be adversely affected by larger, taller buildings and increased intensity.

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 more 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 re-purpose 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 would cause traffic back-ups 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. In fact, the critical piece of making a 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 4** 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

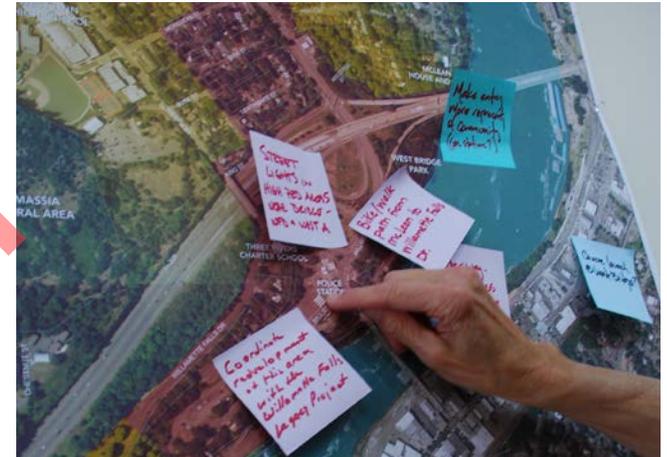
Community Interests

During the course of the planning the team listened very 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. One was that 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 Bolton 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. And there was a desire to see improvements to the safety and appearance of Willamette Drive (Highway 43).

On the other hand, comments regarding the area south of I-205 seemed to suggest support for substantial change. This would involve mixed use, multi-story 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 for 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 that 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 directions of this plan.



Storefront Studio images



Historic Building c. 1920



Old City Hall / Police Station

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 have striven to meet these in the subsequent work that has culminated in the concepts and recommendations in this plan.



Public Workshop at the Storefront Studio

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.

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 that 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 in order 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 this planning process.
- 12 Instill an enthusiasm for the future of the town center among the public and 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. CURRENT CONDITIONS

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A photograph of a river or lake with trees in the foreground and buildings in the background. The image is overlaid with a large, semi-transparent red watermark that reads "DRAFT". The scene is captured from an elevated position, looking down at the water. The trees in the foreground are mostly bare, suggesting a cooler season. In the background, there are several buildings, including a prominent red brick building. The overall lighting is somewhat dim, possibly due to the overcast sky or the time of day.

3. 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 roughly 25,000 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 5-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 6-Annual Household Income (2008-2012)**). 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 7-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 are 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

3. CURRENT CONDITIONS

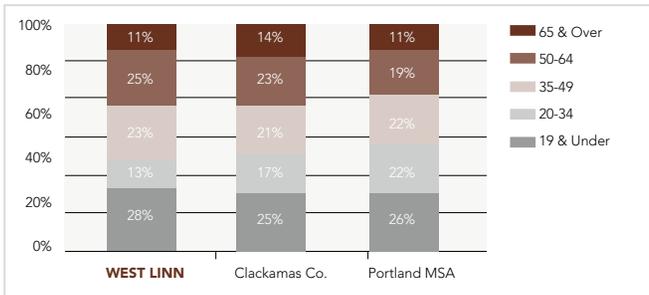


Figure 5 Age Distribution

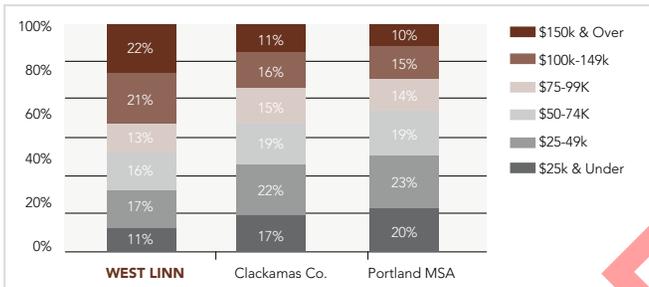


Figure 6 Annual Household Income 2008-2012

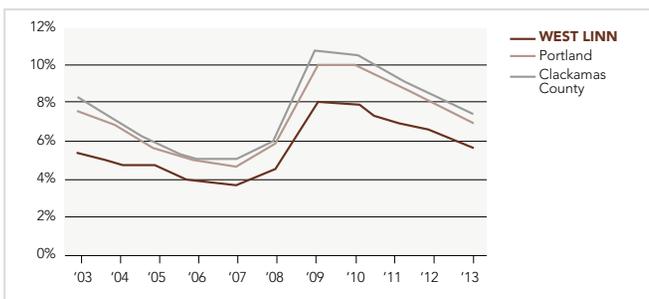


Figure 7 Unemployment Rate

communities: 13.2% of 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 housing 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.

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 in Lake Oswego and higher than in 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 showed 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 multi-family 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.

There are few housing choices for lower-income households, and new housing in the study area could provide new workforce housing. 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.

3. CURRENT CONDITIONS



Commerical Areas in West Linn

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 'bricks-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. **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.**

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). 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 market, 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 at least over 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.

West Linn has no hotel at this time. 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 Interstate 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.

3. CURRENT CONDITIONS

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 on 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 a variety of housing types in West Linn creates an opportunity. The demographic analysis showed 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.



Aerial photo of West Linn Bolton Town Center & Arch Bridge

3. 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 Bolton 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 that does not reflect the more contemporary image of West Linn.

Highway 43 carries with it a degree of congestion at times, awkward and even 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 used to be 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. But 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 Bolton 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 freeways and highways.

3. CURRENT CONDITIONS

Character

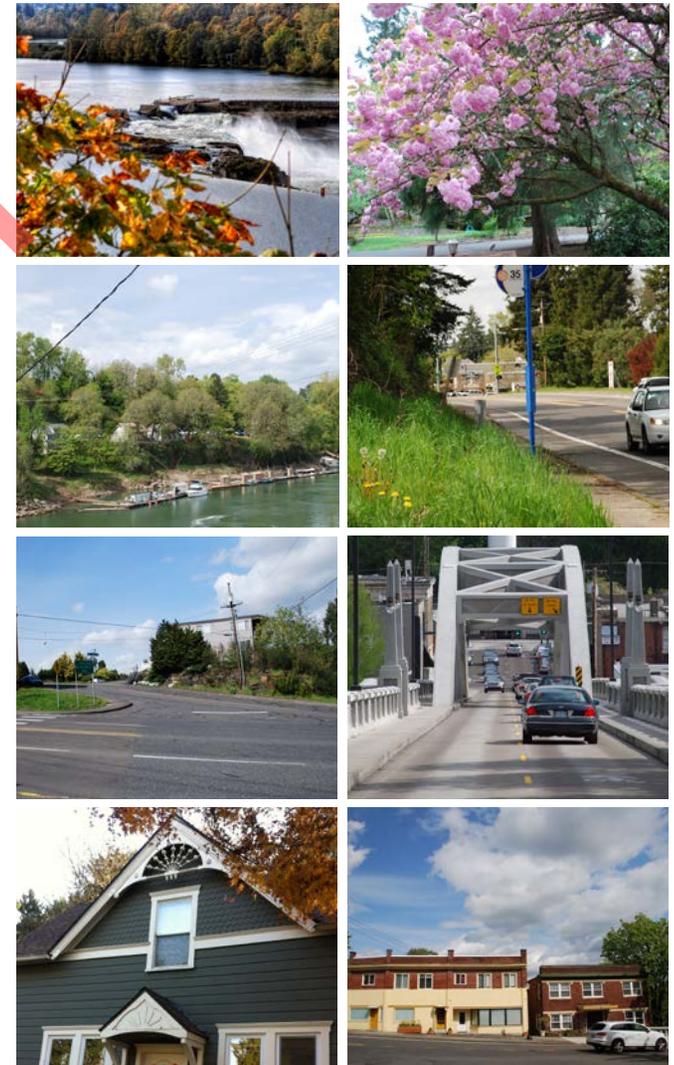
Again, the character of the areas north and south of the freeway is quite dramatically different.

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 land-locked by trees and topography. The overall impression given is bucolic, stable, family-oriented, and peaceful.

However, the 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 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. But it also fair to say that 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.

3. CURRENT CONDITIONS

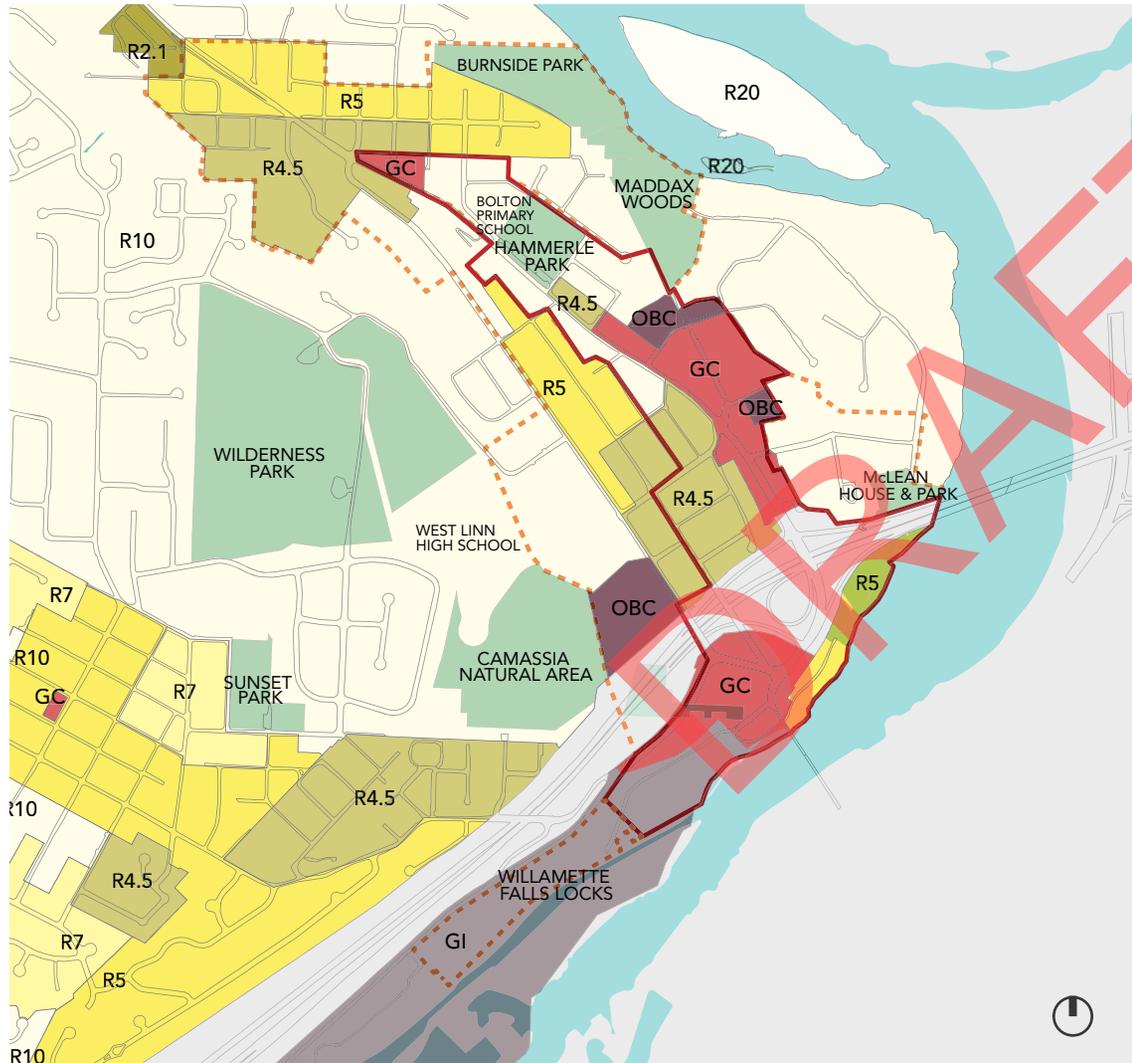


Figure 8 Existing Zoning in West Linn

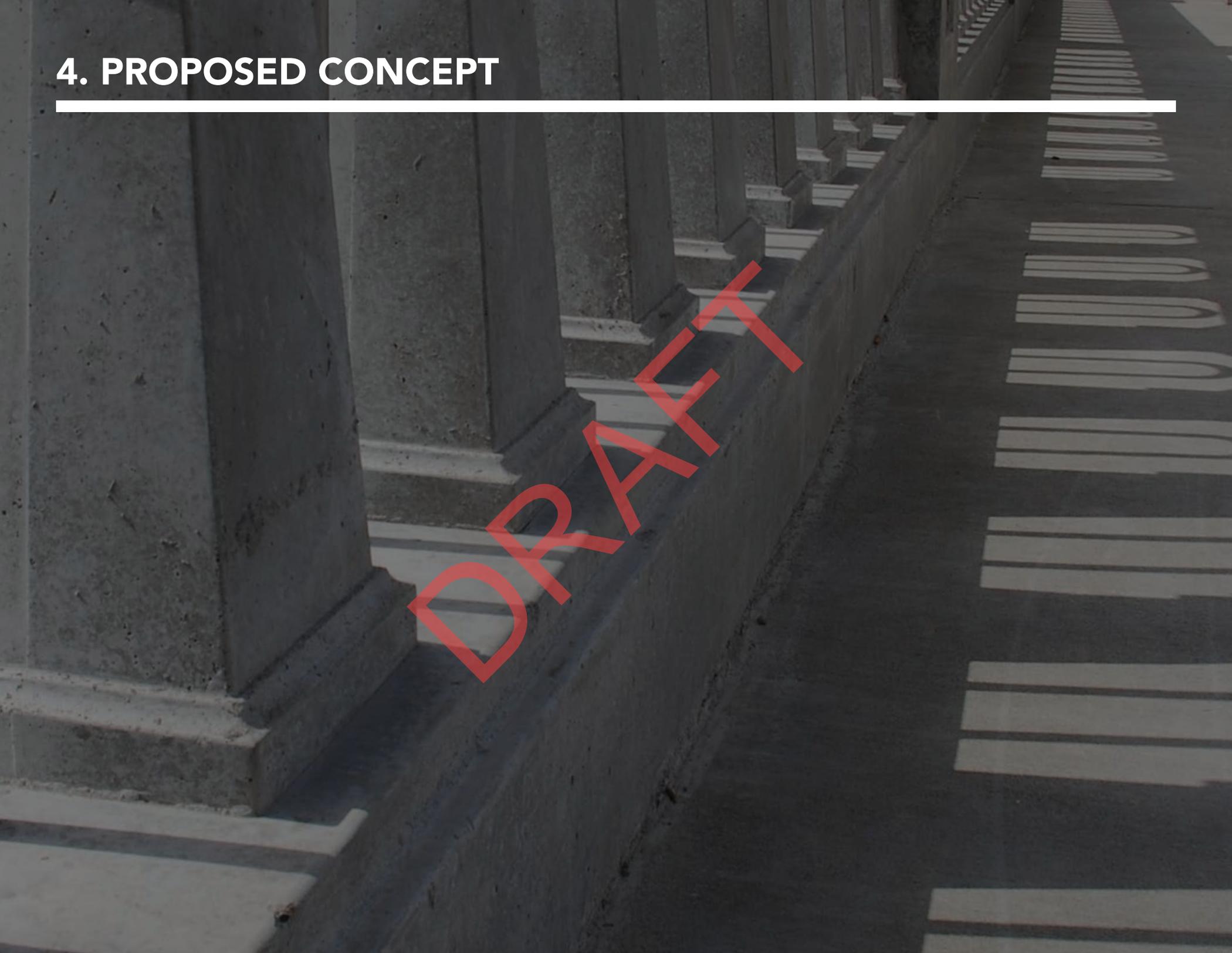
Zoning

Appendix A describes the current regulations regarding land use and development. However, suffice it to say the current code does not address the type, form and intensity of development necessary to create a mixed-use town center. This plan includes a recommended set of code amendments and design standards that will allow such a center to emerge over time Appendix E & F. Typically the types of regulatory techniques and design elements are much different than what is found in conventional zoning. Proposed changes are on Page 38.

—	Primary Study Area	
- - -	Secondary Study Area	
■	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

4. PROPOSED CONCEPT

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4. PROPOSED CONCEPT NORTH VILLAGE



Figure 9 Illustration of “North Village” Primary Area

“NORTH VILLAGE”: MODEST CHANGES

This area 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. Improve Willamette Drive
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 multifamily or 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

4. PROPOSED CONCEPT NORTH VILLAGE



Old Bolton Fire Station



Townhouse development

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 non-profit 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 accommodates teachers, service workers, day care workers, nurses and many other people who have modest incomes within a community.

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 multi-story 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; still others are compacting down to small service counters. Changes in the form and processing of mail 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 10-15 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.

4. PROPOSED CONCEPT SOUTH VILLAGE



Figure 10 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 very significant, including major realignment of streets and intersections, elimination of Mill Street, the addition of protected bike lanes, urban sidewalks with street trees, enhance crosswalks, major public spaces, and more than a dozen multi-story buildings – some mixed use, other solely residential. The proposed changes include the following:

1. Create a new urban intersection
2. Convert roadway into a terraced park with public parking underneath
3. Partner with a non-profit to build workforce or senior housing on publicly owned property
4. Create a 'New' Mill Street
5. Build a new central 'Market Square'
6. Encourage multi-story, 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

4. PROPOSED CONCEPT SOUTH VILLAGE



Figure 11 View of New Intersection



Figure 12 Road Sections

1. Create A New Urban 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; the new intersection would consume the gas station property almost in its entirety. (The current Mill Street would be vacated, eliminating a current, 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 which 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.

4. PROPOSED CONCEPT SOUTH VILLAGE



Examples of Parking Structures

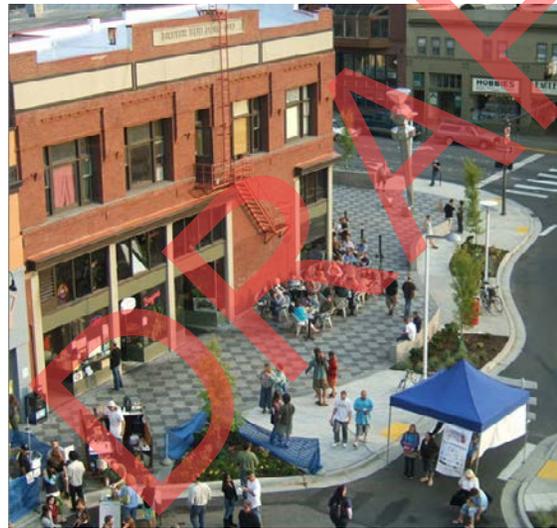


2. Convert Broadway into a Terraced Park with Public Parking Underneath

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 50 approximately stalls.

4. PROPOSED CONCEPT SOUTH VILLAGE

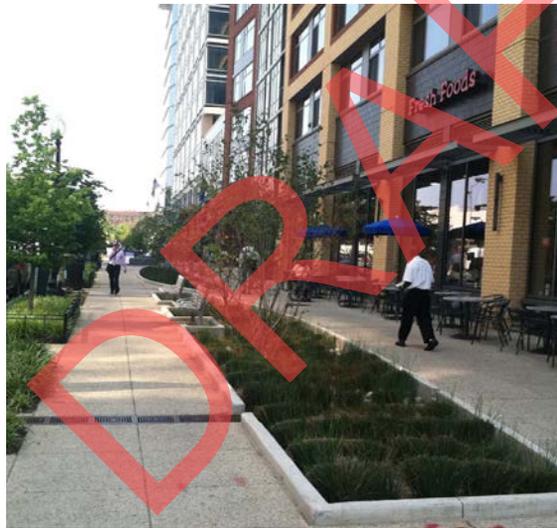


Examples of Multi-Family & Mixed-use Residential Development

3. Partner with a Non-Profit 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 non-profit 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 non-profit with its permitting process and could encourage the use of programs such as the Vertical Housing Tax Exemption authorized by State law.

4. PROPOSED CONCEPT SOUTH VILLAGE



Examples of Pedestrian-Oriented Streetscapes

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, rich architectural details on building facades. Canopies and awnings along the street should be used to provide better comfort for pedestrians.

4. PROPOSED CONCEPT SOUTH VILLAGE

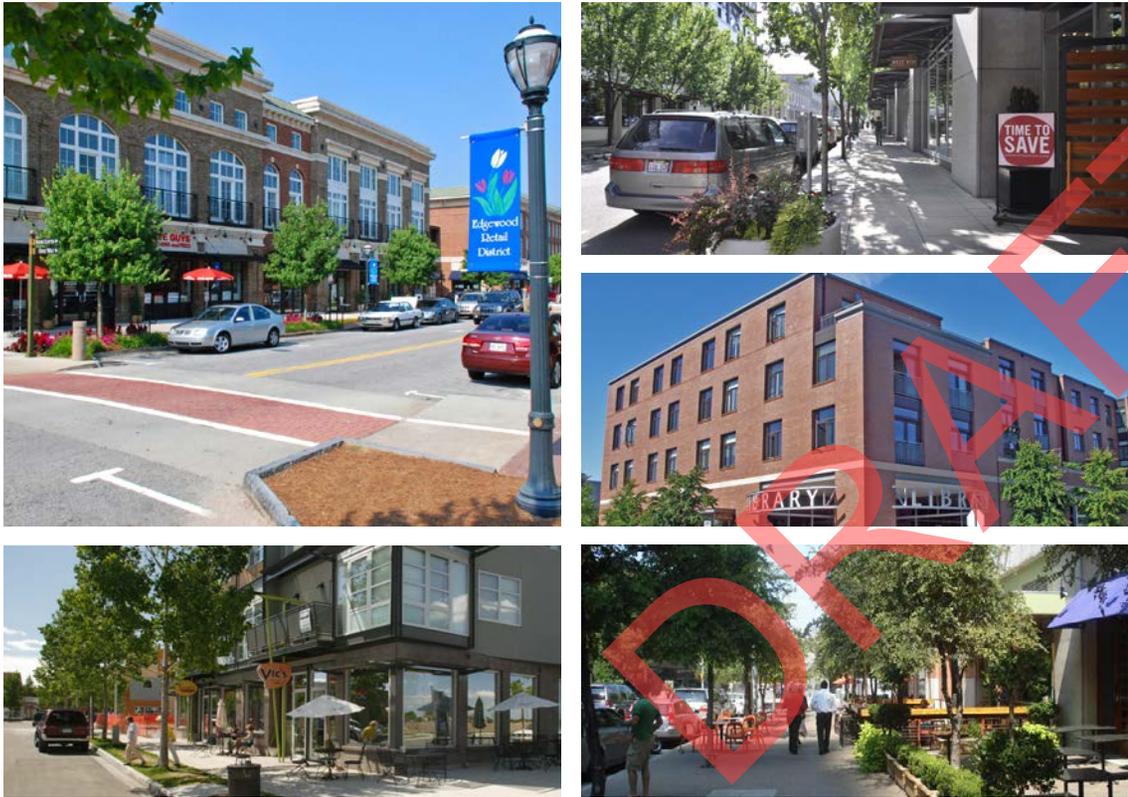


Examples of Market Plazas

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 on to 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 structure consist of a sweeping roof and sides that open during pleasant weather. The Market Square should be programmed with events that keep it continually interesting and lively.

4. PROPOSED CONCEPT SOUTH VILLAGE



Examples of Medium Density Mixed-Use Developments

6. Encourage Multi-story, 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 six stories in height (up to 75 feet) and contain a mixture of uses. In some case, this would be office over retail and in other 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 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 in both rental and owner-occupied housing, 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 in order to satisfy lending practices.

4. 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 which 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 very busy road.

4. PROPOSED CONCEPT SOUTH VILLAGE



Examples of Bicycle Facilities & 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, over time, 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 'New' Mill Street, and linking to the pier. There is a small parking lot shown off '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.

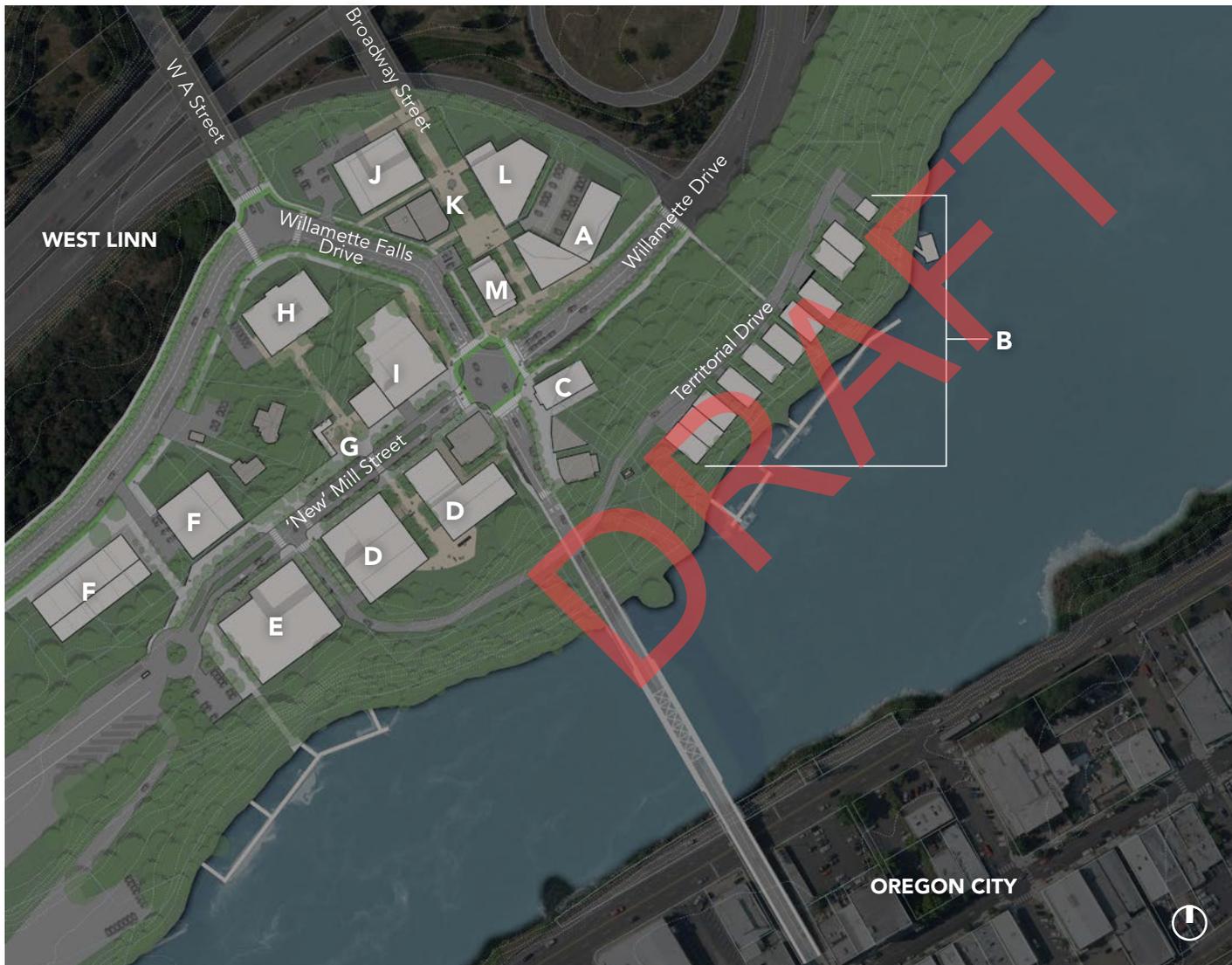
Finally, it would also be beneficial to have a lower trail, closer to the river, that would allow people to walk from West Bridge Park to the fishing pier. The alignment and design of this trail would require further study and easements across private property might be necessary.

4. PROPOSED CONCEPT SOUTH VILLAGE



Figure 13 Conceptual Rendering of 'New' Mill Street with Pedestrian Oriented Streetscape and Mixed-Use Development

5. IMPLEMENTATION



- A Multi-Family 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 14 Town Center Program for illustrative purposes

4. PROPOSED CONCEPT SOUTH VILLAGE



Figure 15 Aerial View of Town Center



Figure 16 Esplanade

Historic References



North End of Bridge c1937: Old Oregon, CCHS



Plan of Westcliffe Ave. c1912: Old Oregon, CCHS

Historic References

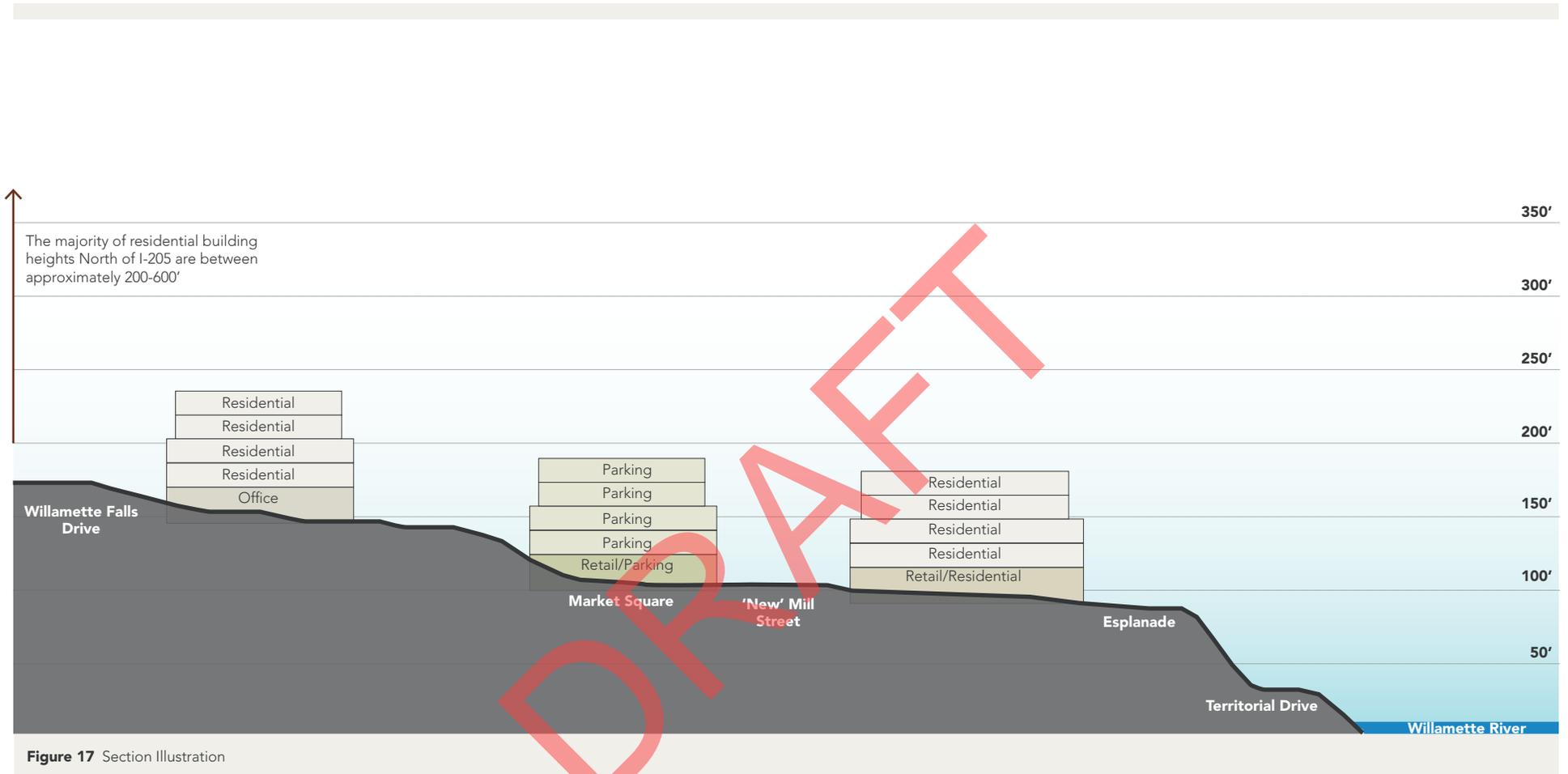


Walk in front of West Linn Inn - 1920: Old Oregon, CCHS



West Linn Inn - 1946: Old Oregon, CCHS

4. PROPOSED CONCEPT SOUTH VILLAGE



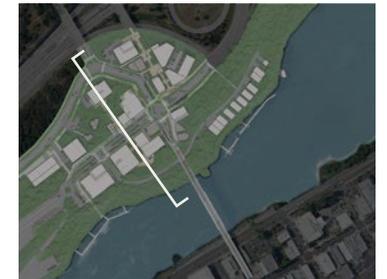
Historic References



Mill Street c1925: Old Oregon, CCHS

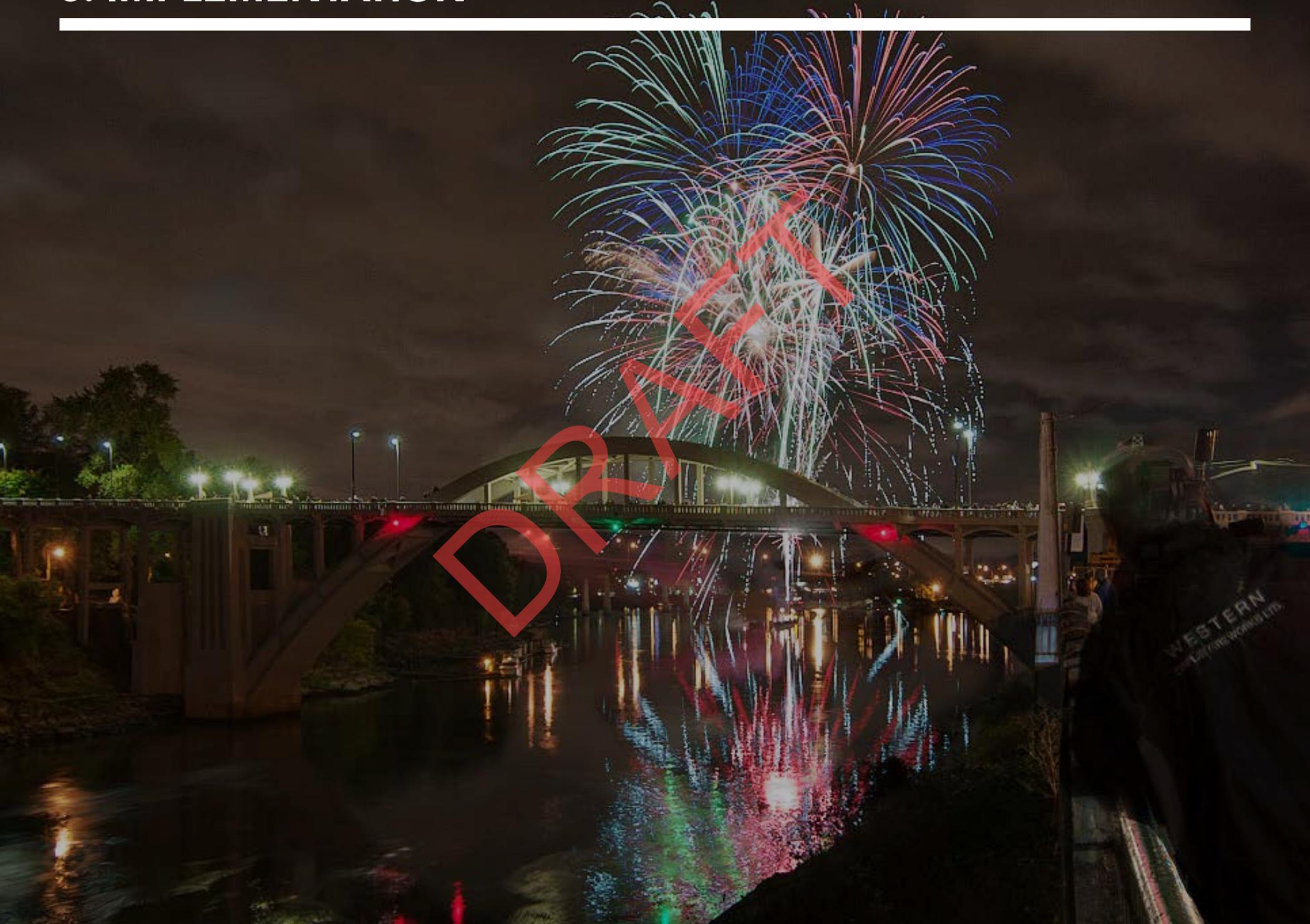


New West Linn City Hall c1936: Old Oregon, CCHS



Section Cut Context Map

5. IMPLEMENTATION



5. IMPLEMENTATION

ACTIONS

1. Districts & Regulations

The following is an outline of the subjects that are addressed in the recommended amendments to the code. A more complete suggested code can be found in Appendix E.

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. This district contains the most intense development, with buildings in the range of 4 - 6 stories.

V2: Village 2

This district applies to areas north of I-205 now zoned OBC, and GC. 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 north of I-205 and along Highway 43. It suggests multifamily residential buildings with a height limit no greater than what is allowed under current zoning.

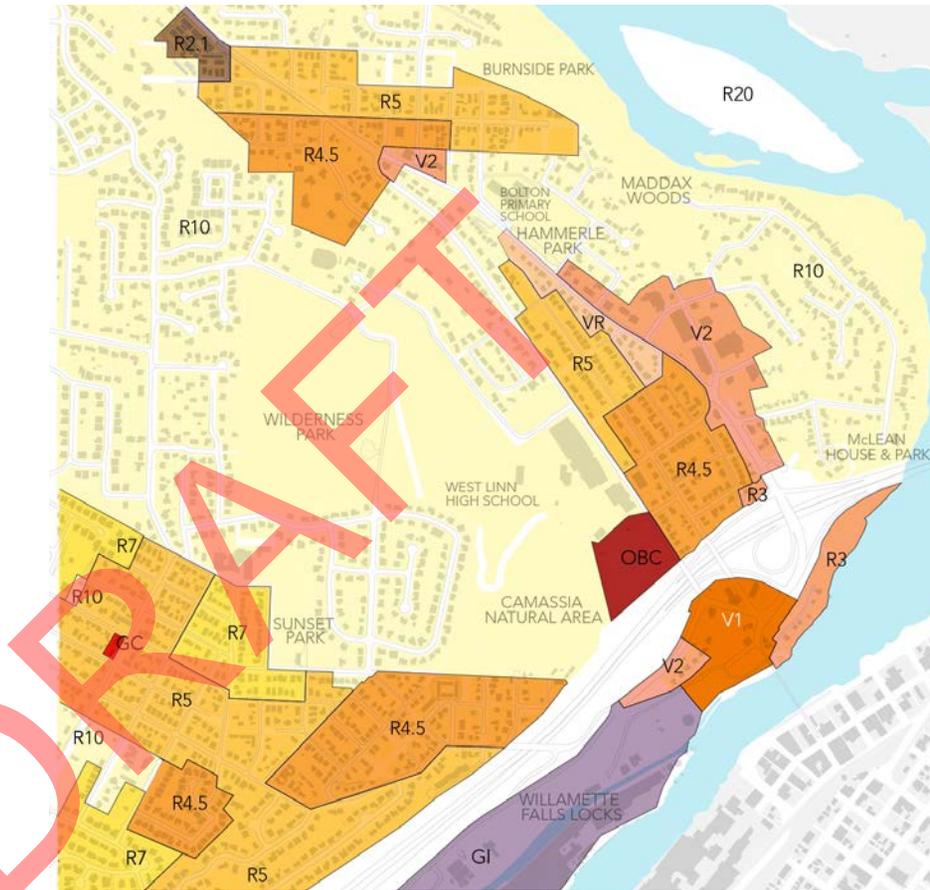


Figure 18 Proposed Zoning Map

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

5. IMPLEMENTATION

ACTIONS

2. Design Standards & Guidelines

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

SITE DESIGN

- Intent
- Curb Cuts – Width and Spacing
- Location/ Screening of Surface Parking
- Location/Screening of Trash and Loading Areas
- Public Spaces
- Pedestrian Connections



Examples of Pedestrian Connections

STREET TYPES

- P-1 Primary Pedestrian Streets
- P-2 Secondary Pedestrian Streets

SIDEWALK DESIGN

- Intent
- Dimensional Standards
- Materials
- Street Trees and Tree Surrounds
- Pedestrian Lighting
- Other Furnishings



Examples of Sidewalk Designs

5. IMPLEMENTATION

ACTIONS

2. Design Standards & Guidelines Continued

BUILDING DESIGN

- *Intent*
- *Orientation / Prominence of Entry*
- *Ground Level Transparency*
- *Ground Level Pedestrian Features*
- *Screening of Structured Parking*
- *Roof Form / Screening Rooftop Equipment*



Examples of Ground Level Transparency and Building Design Intent

DRY

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, including surveys, appraisals, determination of fair market value, transactional agreements, possible use of eminent domain authority (even if a “friendly condemnation”), liability / clean-up 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. In order 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 three parcels in the study area as well as the rights-of-way for Broadway, Mill Street and Pickens Street (a narrow, unimproved right-of-way along the west edge of the Mill properties). All of these are proposed to be repurposed or redeveloped under this plan. The City will need to determine if they retain ownership and simply provide long term leases or do they divest themselves of ownership altogether. This will likely vary greatly depending on the uses and locations.

5. IMPLEMENTATION

Capital Improvements

The following is a list of major capital improvement projects that will need to be added to the City's CIP Program in order to create a town center. Of course, this does not in itself assure funding, but allows financing methods to proceed, whether through grant applications, 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 ten years.

- **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 place 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, 3) and 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 H** outlines key policy changes and capital improvements identified in the Master Plan that will help to 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	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 non-profit 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 19 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 to 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, 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 properties 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 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 20 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 properties 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 Bolton Center 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 21 Long Term Actions