



REQUEST FOR PROPOSALS

FOR

ARCH BRIDGE / BOLTON TOWN CENTER MASTER PLAN & IMPLEMENTATION STRATEGY



Please submit one electronic copy to Sara Javoronok, AICP at sjavoronok@westlinnoregon.gov.

SUBMITTAL DEADLINE: Thursday, October 31, 2013, 5:00 PM

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INTRODUCTION

The City of West Linn is seeking proposals from qualified consultants to develop a master plan and implementation strategy for the Arch Bridge/Bolton Center (the preliminary study area is depicted on Attachment 1) to facilitate redevelopment that will enhance the community’s livability, economic vitality, and yield a better jobs to housing balance. The expectation is that the center would be accessible by transit and contain pedestrian amenities, substantial employment, relatively high density housing, a gateway to the city, a heritage tourism attraction, and enhanced opportunities to view the Willamette River and Falls. Available funding is \$220,000 (plus 1 FTE City staff is assigned to the project).

BACKGROUND

West Linn is a community of roughly 25,600 residents situated along the Willamette and Tualatin rivers within the Portland Metro area with an average household income of \$92,342. The Metro 2040 Plan calls for more intensive development of corridors, town centers, and main streets in a manner that facilitates multiple modes of travel, including transit, and produces more complete communities. The community contains four commercial areas and an industrial area with a paper mill, related facilities, and hydroelectric plant. The Metro 2040 Growth Concept designates the Arch Bridge/Bolton area as a Town Center. Across the river, Oregon City is in the process of developing a master plan for the reuse of the former Blue Heron Paper Company (<http://www.rediscoverthefalls.com/>).

Community aspirations

The City has worked on three recent planning efforts in the area: **Imagine West Linn** (2008), which envisions redevelopment of the area as a vibrant town center (<http://westlinnoregon.gov/planning/imagine-west-linn-0>); **West Linn OR 43 Conceptual Design Plan** (2008) a multi-modal plan for much of Highway 43 in West Linn, (<http://westlinnoregon.gov/planning/highway-43-conceptual-design-plan>); and the 2011 **Highway**

43/Willamette Falls Drive Vision and General Feasibility Assessment (Highway 43 Vision) - <http://westlinnoregon.gov/vision/draft-concept-vision>) involving a survey, neighborhood meetings, and a community workshop attended by 150 people. The Highway 43 Vision calls for walkable centers that meet the neighborhood's routine needs and provide jobs, a range of housing types, and other amenities that are connected by complete streets with a protected bikeway that will provide for an increase in the opportunities for residents to walk for pleasure and to meet their daily needs. In addition, the Vision seeks to improve the jobs-housing balance within the City and neighboring communities.

The Vision identified several discrete projects, including the master plan for the Arch Bridge-Bolton area that provides for a walkable neighborhood center around Bolton's Central Village and a regional center, essentially an extension of the Oregon City regional center, in the area near the Arch Bridge. The vision for the Arch Bridge/Bolton Center was overwhelmingly supported by a majority of attendees at the community workshop held as part of the Highway 43 Vision process. Eighty-one percent of attendees supported the Arch Bridge Center and 93% supported the Bolton Center. In addition, nearly 90% supported protected bikeways on Highway 43 and an esplanade near the Willamette River linking the Arch Bridge Center with the Willamette neighborhood.

Transportation

The Arch Bridge/Bolton Center is located at the intersection of Highway 43 and Willamette Falls Drive. It is bisected by the I-205 freeway, including the ramps for the Highway 43 West Linn/Lake Oswego interchange. In 2010, approximately 10,000 vehicles used the interchange to travel northbound on I-205 and nearly 10,000 exited from southbound I-205. I-205 itself has 90,000 AADT. On OR 43, the section north of the I-205 interchange had 23,000 AADT in 2010 and the Arch Bridge had 12,700 AADT in 2010. For more recent years, the closure and rehabilitation of the Arch Bridge in 2011-2012 alter these numbers significantly. Highway 43/Willamette Falls Drive is the only corridor in West Linn that has transit service.

Historic and Cultural Resources

Significant natural and cultural resources are present nearby, to the south of the Arch Bridge. Willamette Falls is the second largest waterfall by volume in the United States. The Willamette Falls Heritage Area Coalition is seeking national and state heritage area status for the area around the falls. The area was settled by pioneers early in Oregon's history and they capitalized on the area's potential for industrial development building a mill, locks, and hydroelectric plant. The mill on the West Linn side of the Willamette River continues to operate today as the West Linn Paper Company. The Willamette Falls Locks are listed on the National Register of Historic Places and were operational until two years ago when they were placed in caretaker status by the Army Core of Engineers. Since then, the National Trust for Historic Preservation has identified them as a National Treasure. PGE continues to operate the T.W. Sullivan Plant, which is the oldest hydroelectric plant west of the Mississippi. The City takes great pride in its early industrial heritage, but is seeking a way to provide increased access and visibility to the river and falls that are surrounded by ongoing industrial enterprises. These areas lie just outside the preliminary study area and the proposed esplanade linking the Arch Bridge/Bolton center and the Willamette neighborhood would provide at least visual access to these features while promoting and protecting adjacent enterprises.

Attributes of the area

This Arch Bridge area is the gateway to West Linn from Oregon City and it has the potential for the most dramatic positive change in West Linn given numerous factors (see photos in (Attachment 2):

- Excellent transportation accessibility from Highway 43 and I-205.
- Broad community support for redevelopment as a town center in recent plans.
- Political readiness with economic development as a City Council priority in 2012-13.
- Views of the Willamette River and falls.
- Proximity to the regional center in Oregon City with potential symbiotic relationship.
- Significant local and regional investments in the area:
 - recently completed rehabilitation of the Arch Bridge between West Linn and Oregon City,
 - the police station, at the base of the Arch Bridge, will be available for reuse in 2014; and
 - across the bridge, Oregon City recently completed streetscape improvements in their downtown, which is a regional center, and is developing a master plan for the redevelopment of the former Blue Heron mill site.
- The West Linn Paper Company, owner of a significant amount of redevelopable commercial land near the Arch Bridge, is actively seeking to reconfigure their site to maximize the use and value of their property; particularly underutilized parcels adjacent to the river and just to the west of the Arch Bridge, and is interested in working with the City.
- The potential for development of a river trail extending from Willamette Park to the Arch Bridge/Bolton center.
- Bolton's Central Village plans could result in infill development providing more jobs and housing on adjacent properties.

These factors underlie the importance of having a plan in place to guide the redevelopment of the study area on the West Linn side of the Arch Bridge. The City is seeking to realize the potential of the area, complement plans for the redevelopment of the former Blue Heron Paper Company across the river, and avoid independent actions that may foreclose preferred redevelopment options for the area.

PROJECT DESCRIPTION

The objective of this project is to create a viable master plan and implementation strategy for the infill/redevelopment of the study area (which may be modified based on the consultant's recommendation) that is in sufficient detail to provide a basis for formulating comprehensive plan and zoning designations, development code regulations, and design guidelines. We expect that the master plan will provide for a pedestrian friendly and transit-supportive center that provides employment opportunities and enhances the community's livability. The implementation strategy will identify project components, provide cost estimates, analyze funding options, and make recommendations for local regulatory changes.

The consultant will be primarily responsible for working with stakeholders and others to devise the master plan and implementation strategy. City staff will assume primary responsibility for any needed plan and code amendments; however, the consultant will provide detailed recommendations and draft design guidelines needed to implement the master plan. City staff will establish and maintain a project

webpage, utilize social media (e.g. Facebook, Twitter), and participate in public outreach in coordination and consultation with the consultant.

The City welcomes the consultant's ideas and alternative approaches for achieving the project objectives. The rationale for the proposed course of action should be explained. Initially, we expect that the project will generally incorporate the following:

Background and analysis

The consultant will collect background information from the City, supplement it as necessary, and perform an analysis of existing conditions, including opportunities and constraints for pedestrian friendly, transit-supportive infill/redevelopment that provides employment opportunities. This will include a market analysis to determine the near term and, to the extent possible, long term strengths and weakness of the market for potential types and scales of uses at the center (e.g., office, hotel, retail, tourist related uses, start-ups, midrise mixed use, medium/high density residential including condos and rentals, and possibly entertainment uses and compatible light industrial). The market analysis will, to the extent possible, factor in the potential catalytic nature of projects in the Arch Bridge area and redevelopment of the former Blue Heron Paper Company in Oregon City.

The consultant will identify the following:

- preservation areas and potential redevelopment/infill areas;
- area assets, including views in the Arch Bridge area, that need to be factored into the formulation of alternative redevelopment concepts; and
- key transportation factors.

The consultant will perform a site analysis of areas with potential for redevelopment and change and consider refinement of the study area boundary and the town center boundary consistent with Metro Title 6 (Attachment 3).

City staff will be available to provide the following background information:

- GIS and Lidar data including an existing land uses map and physical/environmental constraints map (see <http://westlinnoregon.gov/maps> for general GIS info);
- Community comments regarding aspirations for the future of the area gathered during the Highway 43/ Willamette Falls Drive visioning process (<http://westlinnoregon.gov/vision/community-workshop>);
- Existing State, Metro, and local regulatory context, including key transportation factors (the City will concurrently be updating its Transportation System Plan (TSP));
- Neighborhood Plan/Comprehensive Plan guidance (<http://westlinnoregon.gov/planning/comprehensive-plan-and-neighborhood-plans>);
- Housing density and type targets; and
- General infrastructure capacity/condition.

Design Alternatives and Master Plan Development

The consultant will complete the following objectives:

- Identify initial community and stakeholder desires for the area with consideration of the public comments received during the Highway 43/Willamette Falls Drive visioning process.
- Collaborate with staff to engage the community and stakeholders throughout the process utilizing a variety of methods including an advisory committee, community workshop, and online survey.
- Explore the possibilities for redevelopment and infill in the study area:
 - Examine opportunities and interest in supplementing and retrofitting existing commercial areas to create walkable, compact commercial and mixed-use development that is integrated and compatible with the neighborhood, meets the routine needs of area residents and provides employment opportunities.
 - Evaluate alternative circulation patterns and the potential use of excess right-of-way in the Arch Bridge area.
 - Evaluate the suitability of areas for the potential uses. Identify key sites that would be appropriate of certain types of uses, particularly catalytic projects and residential uses at relatively high densities that could support transit and help sustain businesses.
 - Identify public amenities and/or infrastructure investments likely to be needed to attract desired uses to the site.
- Develop initial, broad, thematic concepts that depict the range of possibilities in the area; highlight development opportunities and constraints; and include land use, circulation concepts, public space concepts, and focal points. This could include:
 - illustrations that depict how key areas could be transformed,
 - examples of how higher density residential and mixed uses can be integrated into the neighborhood in appropriate locations in a compatible way, and
 - identification of a potential viable mix of uses and intensity (including uses with a gap in market viability that could potentially be offset by public amenities/infrastructure) and basic product type recommendations.
- Generally identify the strengths and weaknesses of each concept under consideration:
 - Evaluate the options relative to market viability and traffic generation constraints.
 - In coordination with the concurrent TSP update, and in consultation with ODOT, consider access and circulation alternatives and operational and safety issues with the I-205 and Highway 43 interchange. (ODOT will want to ensure that the traffic generated at the site can be accommodated on Highway 43 and I-205 consistent with the requirements of the Metro Urban Growth Management Functional Plan (see Title 6, Subsection 3.07.630 in Attachment 3) and the Transportation Planning Rule (OAR 660-012-0060).

- Evaluate the possibility of establishing a Multimodal Mixed-Use Area for a portion of the study area to reduce traffic generation (see OAR 660-012-0060).
 - Consider infrastructure needs.
 - Identify barriers and recommend options to overcome them.
- Evaluate and refine the town center boundary consistent with Metro Title 6 (see the preliminary study area in Attachment 1 and Metro Title 6 in Attachment 3). Consider opportunities for coordinated or complementary development outside of the current study area boundary, the affected property owner preferences, budgetary constraints, and any community input.
 - Identify the potential eastern alignment of an esplanade intended to extend from the Willamette neighborhood along the river to the Arch Bridge area (page 20 from http://westlinnoregon.gov/sites/default/files/fileattachments/west_linn_vision_genfeasibilityassessment_draft11-7-11_0.pdf). Explore ways to provide increased visual access to the river and falls.
 - In consultation the city and an advisory group, remove from further consideration any concepts that do not appear to be feasible in the long term.
 - Given market conditions, generally assess whether the potentially viable options are likely to be developed by the market and, if not, identify the components that need feasible public funding or action to make the project viable and attract desired development. Consider the potential of strategic investments/catalytic projects to create market potential for desired uses.
 - Meet with the advisory committee, and narrow and refine draft concepts for review with the public, agencies with purview (e.g., Metro, ODOT), and the City Council. (Staff will brief the Planning Commission and other affected city boards at this point.)
 - Provide an opportunity for developers to comment on the alternatives, identify issues and opportunities, preferences from a market perspective, and offer guidance and suggestions to enhance project feasibility and ways to enhance developer and investor interest. Explore partnership opportunities for implementation.
 - Work with the community to impart key information that will enable them to make informed comments about the future of the study area; identify and document issues, needs, desires, preferences, and opportunities that should be taken into account when planning for the area.
 - Solicit public input regarding community preferences for the viable options through a community workshop and on online survey/forum developed in collaboration with City staff. Identify key design parameters (preferences for development type, architectural style, density, etc.) to guide the future development of the study area.
 - Prepare a recommended draft master plan. We expect that this will result in detailed maps and illustrations graphically depicting the vision for the area, including the location and scale for

various types of development, open space design, circulation and access, and general building massing and characteristics, supported by explanatory text. It should include plan view and 3-D illustrations or perspective renderings of key project components. This information needs to be of sufficient detail to provide the basis for the implementation strategy.

- Complete a feasibility analysis (e.g., major opportunities and barriers for realizing the concept), infrastructure implications, market and financing viability, the level of stakeholder/community support for the preferred concept(s), and the degree of consistency with Metro and ODOT requirements. Consider use of a planning level pro forma for key prototype project components.
- Present the draft master plan and related information to the City Council for their input and approval. Identify any issues the council should be aware of with the plan.

Implementation Strategy

The consultant will develop an implementation strategy that implements the master plan in a way that is feasible for developers and the city. The strategy should:

- Address project phasing. Identify what areas are most ripe for development and those that are most important to the success of the master plan. Provide a prioritized list of key moves necessary for implementation, such as actions likely have the most beneficial impact on private investment. Identify near term and longer term actions to remove barriers and encourage private investment.
- Provide descriptions of catalyst projects and planning level cost estimates. In coordination with the concurrent TSP update, provide planning level cost estimates and an analysis of funding options for the suggested transportation/right-of-way improvements.
- Provide a realistic financing strategy. As appropriate, examine funding options for public or public-private partnerships (e.g. urban renewal district, system development charges, etc.).
- Identify needed plan and zoning changes for master plan and catalyst projects. If new zoning district(s) are recommended identify key aspects of the zone. Provide draft design guidelines and graphics for the implementation of plan or zoning changes. (Staff will assume primary responsibility for aligning City regulations with the master plan and implementation strategy. However, the consultant will provide the key characteristics needed to be reflected in the plan and codes as well as draft design guidelines needed to implement the master plan.)
- Present the draft implementation strategy to the City Council for input and approval. Identify any issues the council should be aware of with the strategy.

Adoption

The final plan and implementation strategy will be adopted by the Council. **The** consultant will be responsible for approval of the master plan and implementation strategy. The City staff will have primary responsibility for adoption of the plan and implementation of the plan and code amendments.

SCOPE OF WORK

The scope of work is to satisfy the objectives specified in the Project Description above. The City encourages consultants to propose revisions to this Scope of Work in their proposals as they deem necessary to more effectively address project objectives. Accordingly, the final Scope of Work will likely be refined once the consultant has been selected.

No material, labor or facilities will be furnished by the City unless otherwise provided for in the Request for Proposals or by mutual agreement.

DELIVERABLES AND SCHEDULE

The consultant's proposal shall include deliverable items to the City, and an approximate timeframe for each. At a minimum, unless altered by mutual agreement, the consultant will deliver work products as follows:

Deliverable	Target Date
Background and analysis report	February 28, 2014
Finalization and conceptual approval of a master plan	August 31, 2014
Implementation strategy	February 28, 2015

SUBMISSION REQUIREMENTS

The proposal shall include the following:

1. A cover letter with original signature containing the name, address, tax filing name and number of the corporation or business structure submitting the proposal. Also submit the name, address, telephone, fax number, email address, and title of the person authorized to represent the firm.
2. A brief history of the firm and explanation of an understanding of the project.
3. Examples of previous experience with projects of this nature, including a description of the work completed and a client contact.
4. The proposed approach to meet the project objectives, including identification of any recommended deviations from the description specified in the RFP, and the expected use of City resources during the project.
5. The project schedule, including tasks, milestones, and deliverables.
6. The expected fee for services to complete the project based on expected deliverables and any recommended deviations proposed. The fee estimate will not be used as an evaluation criterion. The available funding is \$220,000 (plus 1 FTE City staff is assigned to the project).
7. The Project Team, including the principal and the extent of principal involvement, the project manager and his/her experience on similar projects, the experience of key staff, and identification of who will be performing the work on this project.
8. A completed proposal response (Attachment 4).

Please submit one electronic copy of the proposal (up to 15 MB) to Sara Javoronok, AICP at sjavoronok@westlinnoregon.gov by **Thursday, October 31, 2013 at 5:00 p.m.**

The City reserves the right to solicit additional information or proposal clarification from the firms, or any one firm submitting a proposal, should the City deem such information necessary. The City is not liable for any costs incurred by responder(s) for preparing and presenting its proposal or any costs incurred by responder(s) during the remainder of the selection and contract negotiation.

EVALUATION AND SELECTION CRITERIA

The proposals will be reviewed by staff and the top candidates scheduled for an interview, tentatively scheduled for November 13-15. The Planning Director and City Manager will make a recommendation to the City Council which will select the consultant. The City reserves the right to reject any or all submittals. During the evaluation process, the City reserves the right to request additional information or clarifications from respondents.

Selection shall be made on the basis of the following:

- | | |
|---|-----------|
| 1. Proposed project approach to achieve the project objectives | 55 points |
| 2. Qualifications and experience with successful projects of a similar nature | 40 points |
| 3. Ability to complete the project within specified time limits | 5 points |

RECEIPT AND OPENING OF PROPOSALS

Proposals shall be submitted prior to the time fixed above and in the advertisement for proposals. Proposals received after the time so designated will be considered late proposals and will be returned unopened.

SPECIFICATIONS LIMITING COMPETITION

Proposers may comment on any specification or requirement contained within this RFP, which they feel limits competition in the selection of a proposer to perform the services herein defined. Such comments must be in writing, and are to be addressed to the City at the following address:

Attn: Sara Javoronok
Planning Department
City of West Linn
22500 Salamo Road #1100, West Linn, OR 97068
sjavoronok@westlinnoregon.gov

EMPLOYEES NOT TO BENEFIT

No employee or elected official of the City of West Linn shall be admitted to any share or part of this contract or to any benefit that may arise there from; but this provision shall not be construed to extend to this contract if made with a corporation for its general benefit. No contractor shall provide or offer to provide any appreciable pecuniary or material benefit to any officer or employee of City in violation of ORS Chapter 244.

PROTEST OF AWARD

The Notice of Intent to Award by The City of West Linn shall constitute a final decision of the City to award the contract if no written protest of the award is filed with the City Planning Director within seven calendar days from the notice of intent to award. If a protest is timely filed, the award is a final decision of the City only upon issuance of a written decision denying the protest and affirming the award.

Any actual proposer who is adversely affected or aggrieved by the City's award of the contract to another proposer on the same solicitation shall have seven calendar days from the notice of intent to award to submit to the Planning Director a written protest of the award. The written protest shall specify the grounds upon which the protest is based. In order to be an adversely affected or aggrieved proposer with a right to submit a written protest, a proposer must be next in line for award, i.e. the protester must claim that all higher rated proposers are ineligible for award because they are non-responsive or non-responsible. The City will not entertain protests submitted after the time period established in this rule.

Attachments:

- 1) Preliminary study area map
- 2) Photos
- 3) Metro Title 6
- 4) Proposal Response