

Memorandum

Date: December 5, 2014

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

From: Chris Jordan, City Manager *CJ*

Subject: Miscellaneous Items

1986 City Center and Waterfront Development Report

The Council is scheduled to consider the Arch Bridge Area Master Plan on December 15. As we have been preparing the final document, we found in the City archives Resolution 86-25 which we thought the Council might find interesting. This resolution, adopted in September 1986, called for the redevelopment of this same part of West Linn and directed staff to initiate the implementation of the plan – including the formation of an urban renewal district. Among other ideas, the plan called for the City to relocate the gas station next to City Hall! It seems as if we've gone full circle in 30 years!

Council Schedule

The City Council will be holding a regular meeting at 6:30 on December 8. This meeting will be preceded by a pre-meeting work session at 6:00.

On December 15, the Council will hold a special meeting at 6:00. This may be preceded by a pre-meeting work session at 5:30.

Attachment

RESOLUTION NO. 86-25

A RESOLUTION REFLECTING CONCEPTUAL ENDORSEMENT OF THE WEST LINN CITY CENTER AND WATERFRONT DEVELOPMENT PROPOSAL.

WHEREAS, the West Linn Planning Department in cooperation with the University of Oregon School of Architecture and Allied Arts have explored the possibility of developing a city center and waterfront development plan, and

WHEREAS, as a result of those studies a preliminary West Linn city center and waterfront development report has been prepared outlining the potential scope of such a project and its associated benefits and problems, and

WHEREAS, the West Linn Planning Department requires direction from the City Council as to whether it is appropriate to proceed further on this project to include the possible creation of a West Linn Urban Renewal Agency pursuant to ORS Chapter 457,

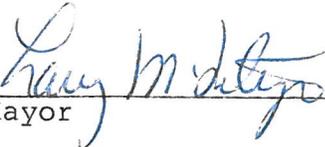
NOW, THEREFORE, be it resolved by the Common Council of the City of West Linn that conceptual approval is given to the proposals contained in the preliminary West Linn city and waterfront development report dated August 1986, a copy of which is attached hereto as Exhibit "A" incorporated herein by reference.

BE IT FURTHER RESOLVED that the planning director is directed to take necessary steps to carry out the steps necessary to the development of the city center and water-

lot 2
R-86-25

front development project subject to the control and direction of the City Council.

This resolution adopted this 24th day of
September, 1986.



Mayor

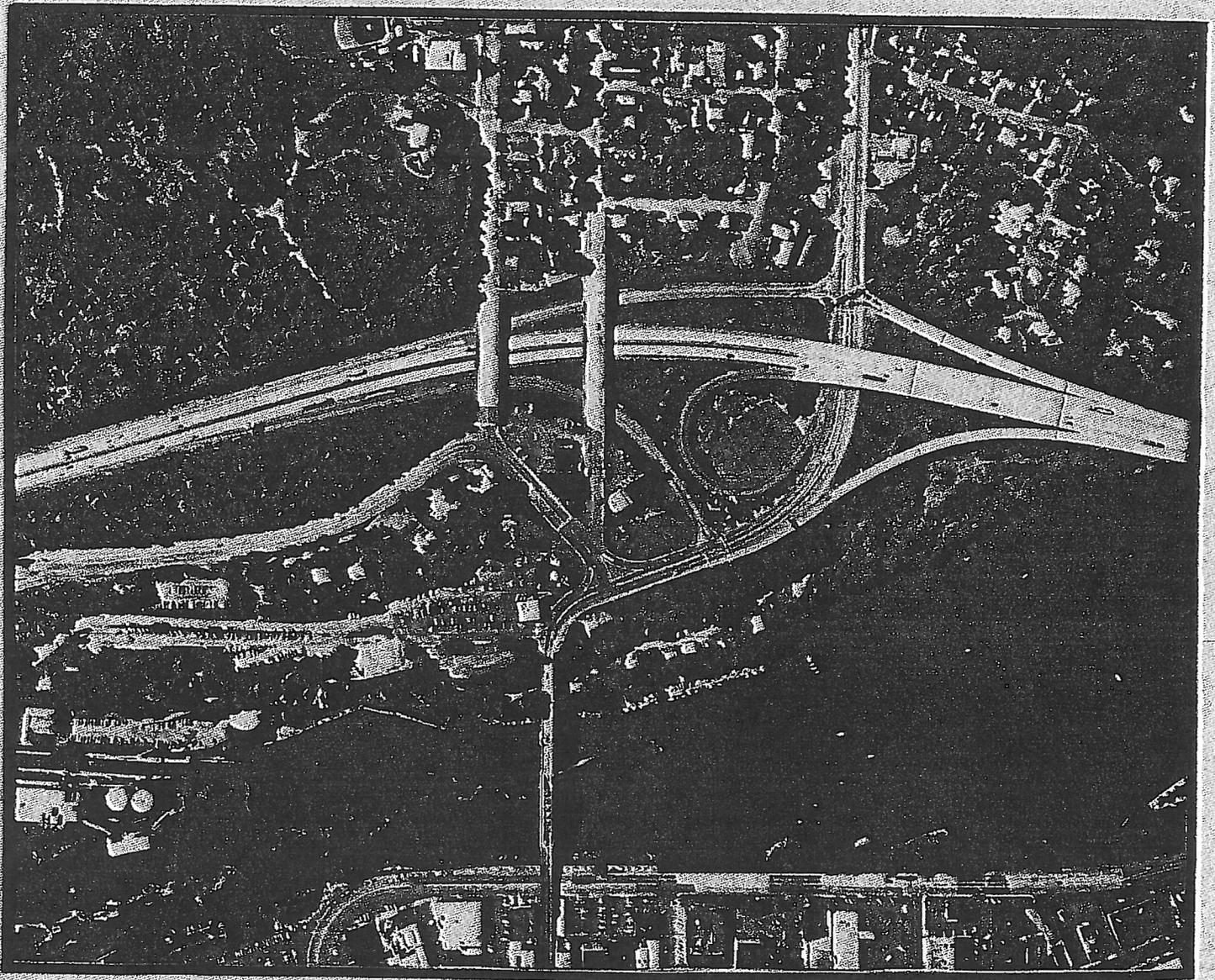
ATTEST:



City Recorder

WEST LINN

CITY CENTER AND WATERFRONT DEVELOPMENT REPORT



AUGUST, 1988

WEST LINN
CITY CENTER AND WATERFRONT
DEVELOPMENT PROJECT

PRELIMINARY REPORT

Prepared by the
West Linn Department of Development Services
with much of the content provided by
the students from the 1986 Spring Term,
Urban Design Studio, School of
Architecture and Allied Arts,
University of Oregon

August, 1986

WEST LINN CITY COUNCIL

LARRY MCINTRYE, MAYOR

MICHAEL SKEE

KATHY LAIRSON

SHERRY CLYMAN

BOB STOWELL

JILL THORN

JOE HART

WEST LINN PLANNING COMMISSION

MICHAEL GOSLING, CHAIRMAN

TIM CONSER

FRANK ALLEN

W. ROMNEY BURKE

LARRY K. DUNSTAN

JANE OHLEMANN

CHARLES TRYON

WEST LINN STAFF

MICHAEL V. BUTTS, PLANNING DIRECTOR
MARK R. HESS, ASSOCIATE PLANNER
PATRICIA A. RICH, DEPARTMENT SECRETARY

UNIVERSITY OF OREGON STAFF

DONALD GENASCI, B. Arch., Dip. UD, MA

TABLE OF CONTENTS

<u>CONTENTS</u>	<u>PAGE NO.</u>
PURPOSE.....	1
BACKGROUND.....	1
GOALS.....	3
DESIGN CONCEPTS.....	4
OPPORTUNITIES AND CONSTRAINTS.....	5
MISCELLANEOUS IDEAS AND THOUGHTS.....	8
NECESSARY STEPS.....	9
APPENDIX	
STUDY AREA BOUNDARY MAP.....	A
EXISTING LAND USE MAP.....	B
PROPERTY, INDEX MAP AND OWNERSHIP/TAX REPORT.....	C
ARCHITECTURE 380 STUDIO PROJECT DESCRIPTION.....	D
AERIAL PHOTO OF STUDY AREA.....	E
ORS 457 URBAN RENEWAL OF BLIGHTED AREAS.....	F

/par
dsp867-4

PURPOSE

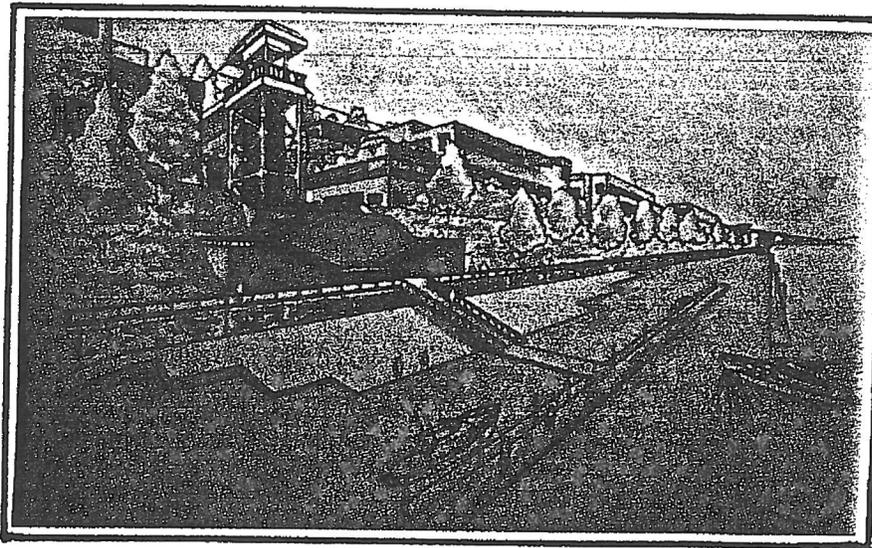
This report attempts to document and capture some of the inspiration, ideas, and work generated to date toward examining possibilities for development of West Linn's City Center and Waterfront area.

This is not a plan or a document for adoption. This report simply serves as an informational piece to spur ones thoughts, ideas and visions of what opportunities may be possible for this area of the City.

BACKGROUND

The notion of a West Linn village center/waterfront redevelopment project began roughly two years ago in response to plans adopted for Downtown Oregon City and in recognition of market forces evident in the metropolitan area and the nation.

Many downtowns throughout North America contain examples of reborn urban waterfronts. In recent years, waterfronts have become recognized as important design assets for city centers of all sizes. Some cities blend specialty and visitor oriented commercial development into their waterfront development projects, while others emphasize the recreational and aesthetic opportunities their water features offer.

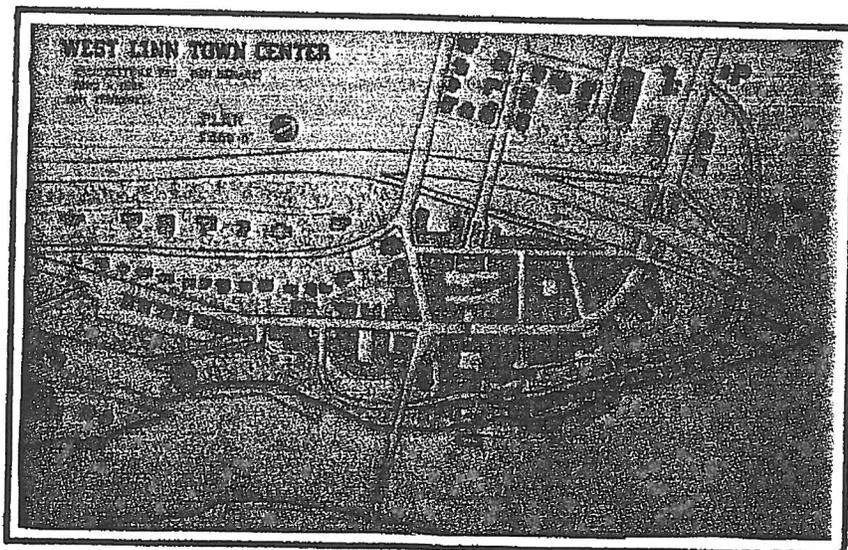


Commercial and housing developments along public waterfronts often enjoy a market advantage over similar developments lacking waterfront amenities.

Oregon City adopted its Downtown Plan in 1983. The river and its relationship to the downtown appears as an important element throughout the plan. Plan implementation will strengthen visual and pedestrian links to the water and the McLoughlin Boulevard Esplanade. The plan includes installation of a floating dock for sternwheelers touring from downtown Portland. The dock would provide easy pedestrian connections from downtown to the water's edge.

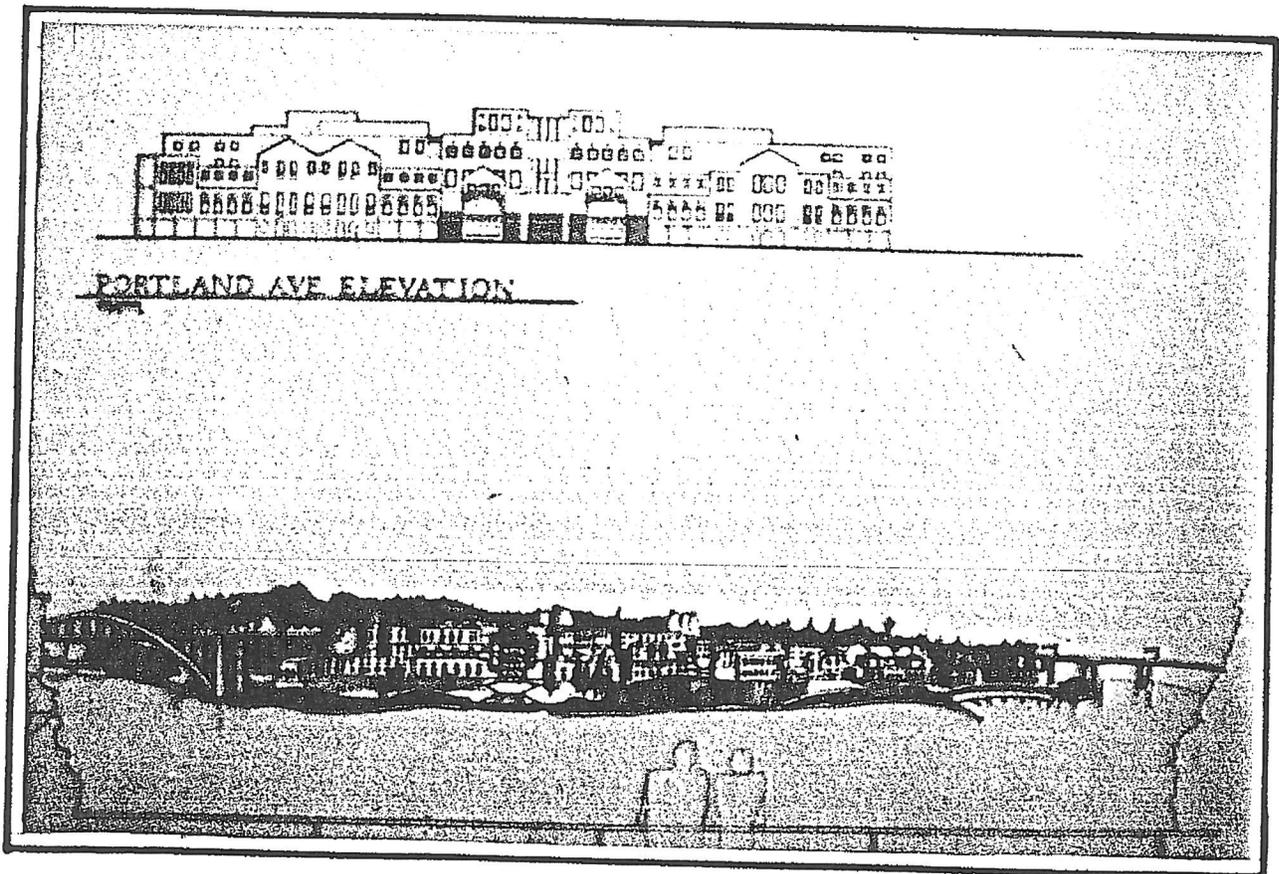
In contrast to Oregon City, West Linn possesses greater opportunities for riverfront oriented development, considering the limitations McLoughlin Boulevard and abrupt cliffs impose on Oregon City's waterfront.

In the fall of 1985, West Linn's Planning Staff contacted the University of Oregon's School of Architecture and Allied Arts, exploring the possibility of a Design Studio for West Linn's Riverfront/Village Center area. In response, Professor Donald B. Genasci conducted an Architecture 380 Studio during Spring Term, 1986. Approximately one dozen third and fourth-year architecture students developed design concepts and solutions for a West Linn City Center with a strong river connection. Their ideas and work form much of the content of this report.



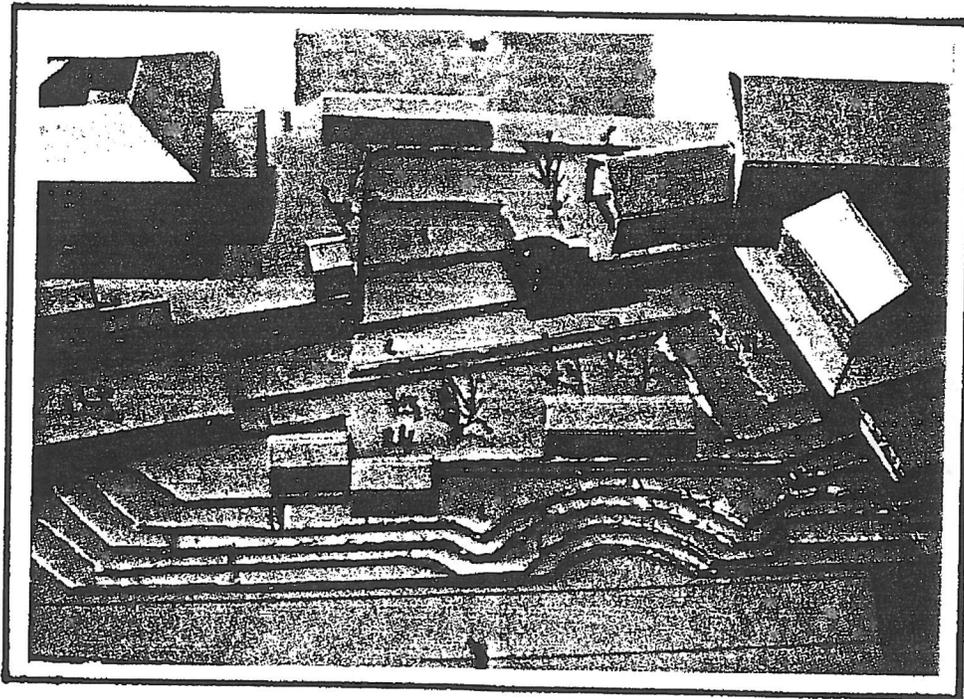
GOALS

1. To develop a strong City image through a clear definition of its center, reflecting an orientation toward the river and other natural features.
2. To take advantage of the economic, social and aesthetic opportunities of the City's waterfront.
3. To capitalize on an opportunity to expand the City's commercial tax base.



DESIGN CONCEPTS

- Create public focal points and spaces:
on the hilltop
on the riverfront
- Establish pedestrian and visual links with the river.
- Reduce the dominance of the automobile and highway system on this area of the City.
- Resolve or lessen existing traffic conflicts and hazards.
- Expand the buildable area along the waterfront.
- Respond to existing and proposed features and landmarks on the Oregon City side of the river.

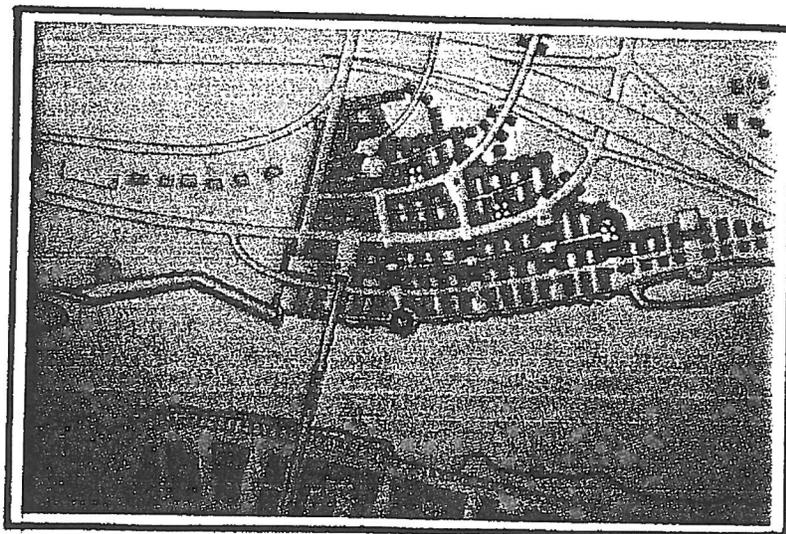


- Create an architectural landmark that conveys "TOWN CENTER" and has freeway visibility.
- Provide a mixed use development with many activities.
- Encourage diversity in architectural styles, materials, forms and colors.
- Recognize and enhance natural features on the site (i.e.: basalt rock outcroppings, mature oak trees).
- Provide transitions into surrounding development in terms of scale, use and design.
- Provide space and facilities for public market activities. (i.e.: Produce, food, crafts, etc.)

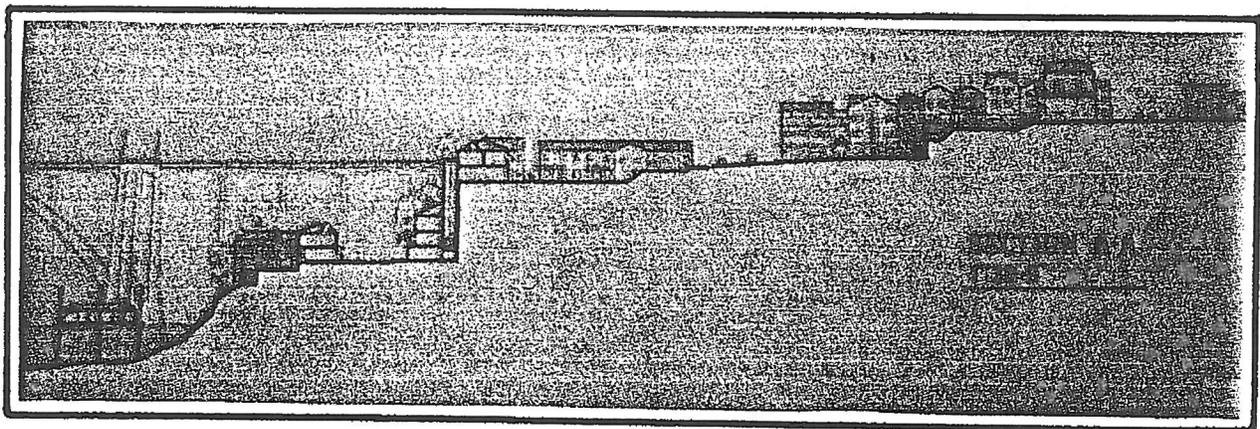
OPPORTUNITIES AND CONSTRAINTS

- This site (composed of about thirty-eight (38) acres) has a good locational advantage (i.e.: at the junction of Highway 43, I-205 and McLoughlin Boulevard), offering untapped economic opportunities for the City.
- With its proximity to downtown Oregon City (i.e.: within easy walking distance) development of this site could enhance both areas and establish the critical mass for a viable "destination point" within the metropolitan area.
- The site lies at the "end-of-the-line" for pleasure craft (Sternwheelers, etc.) and has potential as a tourist destination.
- Thoughtful design could incorporate the natural splendor of the site and river into a village center.
- The City could coordinate long-range planning with Crown Zellerbach to mutual benefit.
- An identifiable center could put "West Linn" on the map.
- A village center project could answer the question... "Where is West Linn?"; and coupled with quality design, bolster the City's image.

- The location would be appropriate for a new Civic Center Complex (i.e.: City Hall, Library, etc.)
- The riverfront area lies within the Willamette River Greenway, requiring sensitivity to fish and wildlife habitats, ecologically fragile areas, riparian rights, public recreation needs, scenic views and sites, and more.
- The terrace on Territorial Drive lies above the 100-year flood stage and, therefore, contains several acres of buildable riverfrontage.
- Public views to the river and beyond could be created or enhanced.
- Crown Zellerbach transportation needs (i.e.: water and truck access) limits certain portions of the site.
- State Highway properties and the I-205 Interchange ramps occupy large land areas, limiting the buildable area within the town center.
- Pedestrian dangers exist - blind corner at bridge head - difficulty crossing Portland Avenue.
- Riverviews are obscured by vegetation and buildings.
- Hillside and steep slopes create design challenges but could be a unique design feature within the village center.
- Existing building locations and sizes present design challenges for traffic circulation and integration into a City Center concept.
- Seasonal river level variations of nearly twenty vertical feet limit the potential for constructing facilities directly on the water's edge.



- Bedrock and soil conditions pose challenges for below grade infrastructure.
- Narrow site size along the river limits the buildable area between Portland Avenue and the water's edge.
- Archeological sites may limit the buildable area.
- Portions of the site near the McLean House lie within the 100-year flood boundary.
- Traffic congestion and volumes create problems for through traffic during evening peak hours.
- Parking for Crown Zellerbach and City Hall occupies large areas; new development will require development of additional parking spaces. Limited land and steep slopes will likely necessitate some parking in structures rather than surface lots.
- The Broadway Bridge over I-205 appears unnecessary and impacts the neighborhood to the north.
- River access (functional and visual) could be an important amenity for this village center area.
- West Linn lacks a public focal point; this area offers many opportunities to establish such a focus.
- An improved tax base could be a benefit of developing commercial properties on the riverfront and in a City Center area.



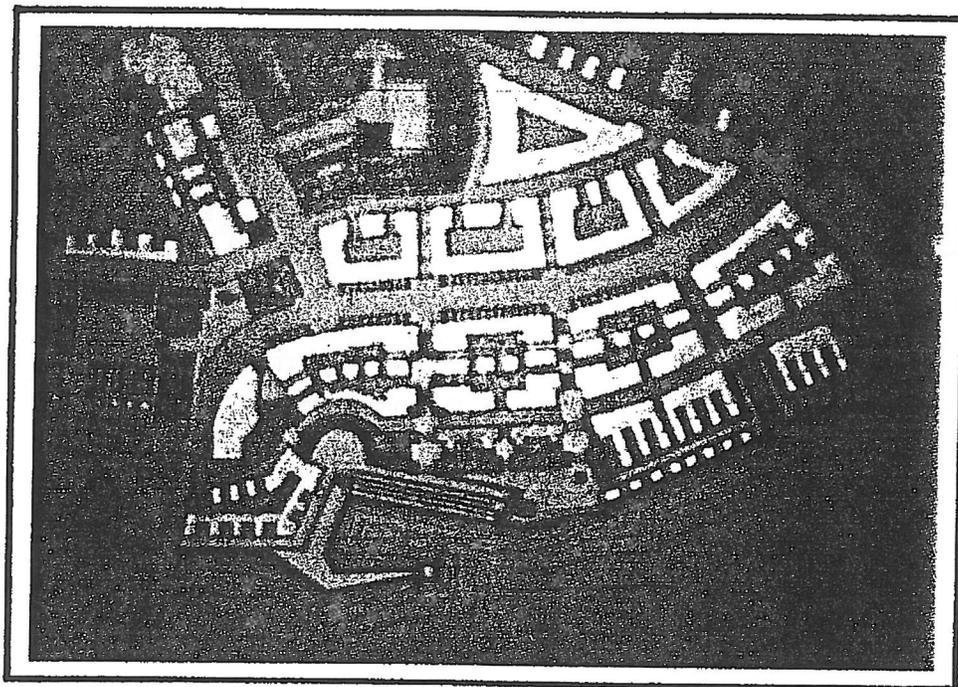
- Underdeveloped prime riverfront property lies between the two bridges.
- Public access to land and river recreation facilities could be enhanced through the site design.
- Better visibility and a linkage between the Locks and McLean House (National Historic Landmarks) could be a spinoff of a community center between the two.
- The City could capitalize on (i.e.: leverage) the additional taxes generated from a new hotel (planned along West "A" Street and I-205) by incorporating this hotel site into a city center and waterfront tax increment district, providing funds for public improvements to streets, boardwalks, etc.
- The entertainment of river activities (locks, boats, sternwheelers, etc.) could become part of the attractions drawing visitors to the West Linn Village Center.

MISCELLANEOUS IDEAS AND THOUGHTS

Purchase the brick structures across from City Hall to relieve immediate office space needs while overall civic center plans are developed; secure control of the buildings for incorporation into future plans.

Relocate power transmission lines immediately north of the Oregon City Bridge, perhaps placing them beneath the Bridge.

The I-205 barrier provides a distinct separation to residential neighborhoods to the north and west; this has not been true of other commercial development in the City. Consequently, development here should have minimal impacts on established residential neighborhoods (except existing residences along Willamette Falls Drive).



Relocate the Mobil Station (next to City Hall) to the site immediately north of the I-205 interchange at the corner of Hollowell (i.e.: land swap) to free up the bridgehead parcel for special "City Gateway" treatment, and provide better flexibility for roadway realignments.

Create a floating boardwalk on the River to bring people to the water.

Provide a marina for pleasure craft and docking of sternwheelers.

Explore building a floating stage facing an outdoor amphitheatre built into the rock hillside. This could create a unique attraction in the town center and establish a human scaled feature at the water's edge.

Establish direct (and parallel) on-off ramps to I-205, providing additional land for the development of the Town Center.

Realign Highway 43 slightly uphill to provide more buildable riverfront area and improve sight distances in the Oregon City/West Linn bridgehead area.

Symbolically balance both sides of the Oregon City/West Linn Bridge by locating a tower landmark piece which mirrors the scale of the Oregon City Elevator Tower.

A riverfront-village-center could provide a retail setting for specialty products and services which many West Linn residents typically obtain in downtown Lake Oswego, John's Landing or downtown Portland.

The Village Center area lies at the crossroads of West Linn, I-205, Highway 43, West "A" Street and Willamette Falls Drive. This central location provides a position for development of a business and public activity focus in the City.

The riverfront portion of the city center (between Portland Avenue and the River) appears to be the most suitable area for development of housing. There may be sufficient market demand for higher density housing with riverfront amenities. These would likely be row houses or low-rise (3-4 stories) apartment dwellings, or both.

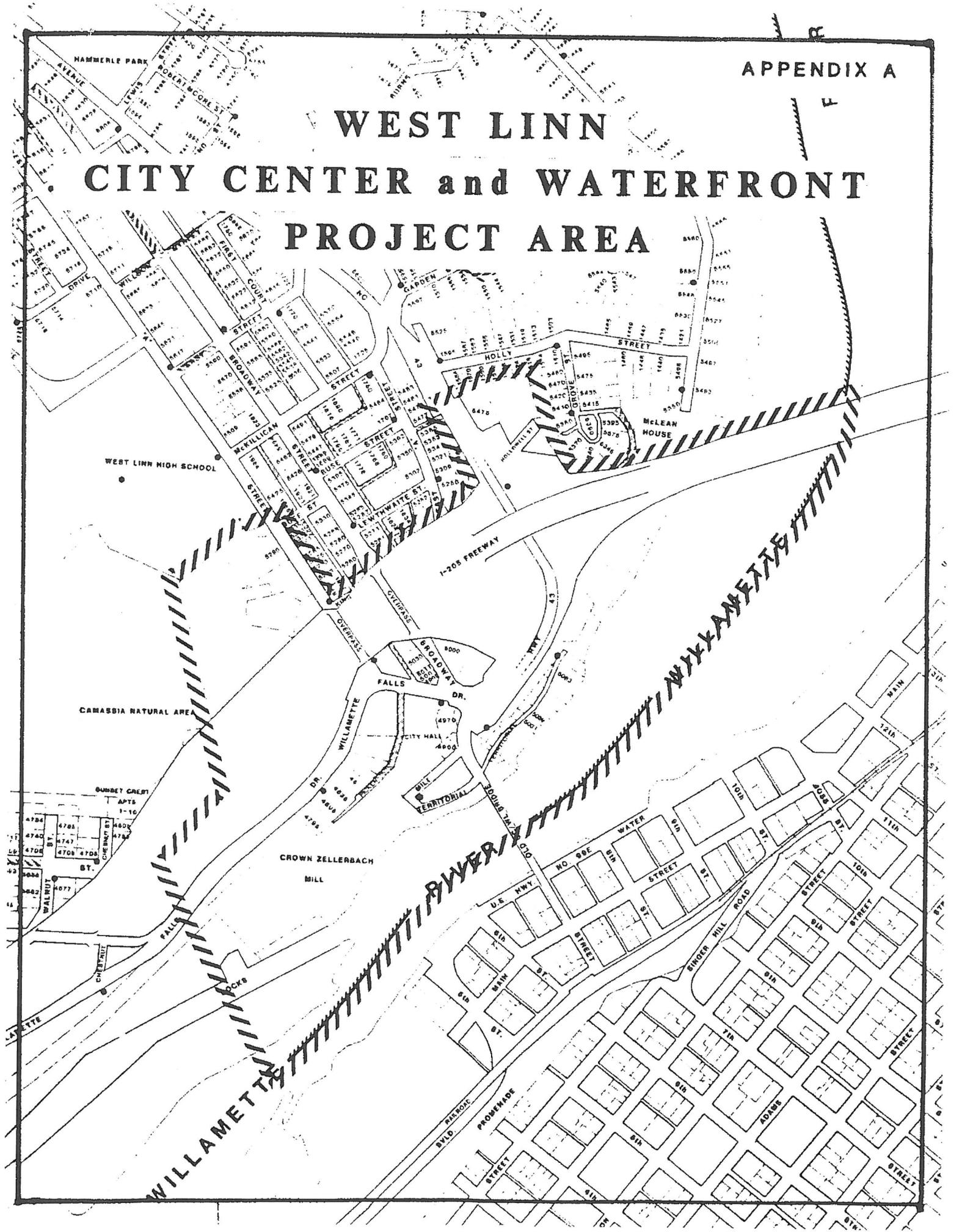
NECESSARY STEPS

1. Gain Council endorsement (resolution).
2. Contact Highway Department regarding Interchange modifications and Highway 43 and undeveloped landholdings.
3. Begin purchasing or optioning key parcels.
4. Form Urban Renewal District (to provide opportunity for tax increment financing).
5. Form Redevelopment Agency.
6. Commission a market analysis and urban design land use plan (with phases identified).
7. Conduct marketing and promotion of the project.
8. Implement project by phases.

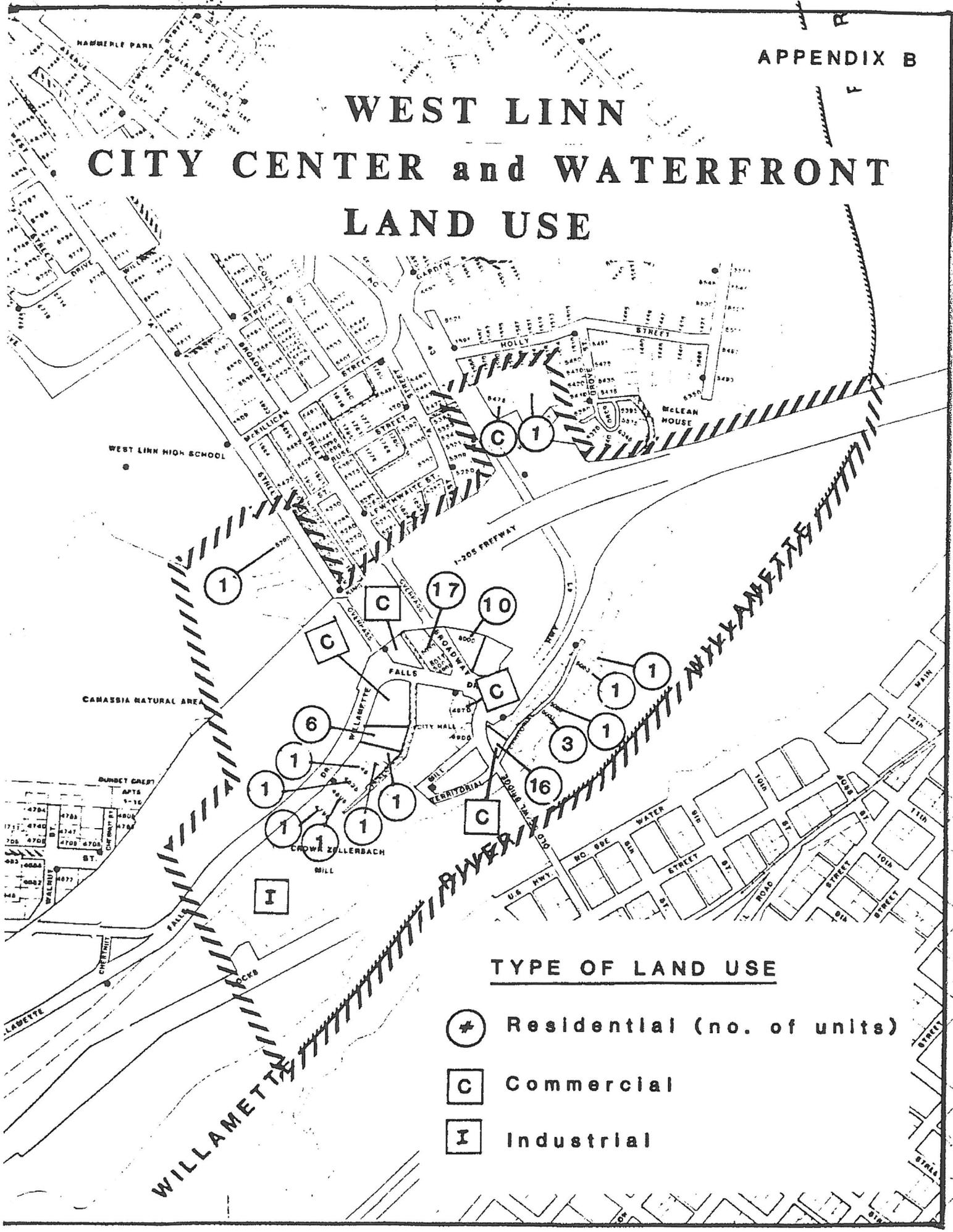
/par
dsp867-4

APPENDIX

WEST LINN CITY CENTER and WATERFRONT PROJECT AREA



WEST LINN CITY CENTER and WATERFRONT LAND USE



TYPE OF LAND USE

- Residential (no. of units)
- Commercial
- Industrial

WEST LINN CITY CENTER and WATERFRONT PROPERTY INDEX MAP

