



memo

to Vision43 Project Work Group and Technical Advisory Group
from Brandon Crawford and Matt Hastie, MIG
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re Vision43 Zoning and Comprehensive Plan Concepts
date 2/27/2025

Introduction

The purpose of this memo is to assess zoning and Comprehensive Plan options and concepts to implement the Vision43 Corridor Plan. The memo primarily focuses on preliminary recommendations and options for a new mixed-use zone and other potential updates for consistency/compliance with state or Metro rules. This memo also evaluates the Comprehensive Plan for consistency with the project Vision and Goals.

The proposed zoning and Comprehensive Plan options and concepts are informed by previous project tasks, including the project Vision and Goals, survey and community engagement input, feedback from the Project Work Group (PWG) and Technical Advisory Group (TAG), and development/land use concepts depicted in project visualizations. The zoning and comprehensive plan concepts will continue to be refined based on further feedback from the community, the TAG/PWG, and the Planning Commission and City Council.

The memo is organized into the following sections:

- Comprehensive Plan Evaluation
- Zoning Map Amendments and Boundaries
- Zoning Code Concepts
- Other Zoning Update Considerations

Comprehensive Plan Evaluation

The West Linn Comprehensive Plan contains several goals and policies that are applicable to the project Vision and Goals, and the most relevant ones are included in the tables below. These tables also include the supportive and relevant language from the project Vision and Goals for each applicable policy.

As a part of this evaluation, the project team also examined whether any existing Comp Plan goals or policies conflict with the project's Vision and Goals. The project team did not identify any conflicts. Further, the evaluation highlights the strong alignment between the Comprehensive Plan and the project's Vision and Goals. Given this consistency, revisions or additions to Comprehensive Plan policies are not needed to achieve the project Vision. Some minor edits could be made to improve clarity and reduce confusion. For example, references to mixed-use/commercial development could be revised to say mixed-use (i.e., a mix of commercial and residential development), or something to that effect.

Goal 2: Land Use Planning Consistency

Goal 2 [Link](#)

Comprehensive Plan Goal/Policy	Applicable Project Vision or Goal
<p>Mixed-use/Commercial Development Goal 1 <i>Develop/redevelop commercial areas as mixed-use/commercial districts that blend housing and commercial uses to: enhance the community’s identity; encourage strong neighborhoods; increase housing choices; promote socioeconomic diversity; promote alternative modes of transportation; promote civic uses; and improve community interaction and involvement.</i></p>	<ul style="list-style-type: none"> ✓ Economic Development. <i>Leverage mixed-use development opportunities to foster economic growth and vitality, particularly for the Corridor’s focus areas. Prioritize the integration of commercial, residential, and recreational spaces to create a vibrant and diverse environment. Encourage the development of mixed-use properties that cater to the needs of residents, workers, and visitors alike.</i> ✓ Community Gathering Places Goal. <i>Develop a corridor that serves as a hub for living, working, and recreational activities, featuring a mix of housing, shopping, restaurants, and recreational spaces.</i>
<p><i>Require mixed-use/commercial centers and uses to be aesthetically attractive and landscaped.</i></p>	<ul style="list-style-type: none"> ✓ Integrated Spaces and Design. <i>Thoughtfully incorporate landscaping, green spaces, sidewalks and pathways, and other amenities (e.g., lighting, benches, and similar features) to improve local environmental sustainability and to enhance the appearance and vitality of the Corridor. Develop an exciting and compelling environment that promotes beautification and fosters a cohesive, attractive corridor.</i>
<p><i>Provide for multi-modal connections to, and interconnections between, mixed-use/commercial centers via automobile, transit, bicycle and pedestrian facilities, or other means.</i></p>	<ul style="list-style-type: none"> ✓ Integrated Spaces and Design. <i>Enhance connections within and between the focus areas and activity centers along the Corridor that promotes sustainable and climate friendly development patterns. Prioritize active and engaging design and avoid development patterns that are incompatible with walking and biking.</i>
<p><i>4. Design and locate existing or proposed commercial uses in a manner that:</i> ... <i>b. Encourages the use of alternative transportation.</i> <i>j. Provides safe and convenient pedestrian and bicycle paths and crossings.</i></p>	<ul style="list-style-type: none"> ✓ Integrated Spaces and Design. <i>Prioritize active and engaging design and avoid development patterns that are incompatible with walking and biking.</i> ✓ Safety and Accessibility. <i>Prioritize a safe and accessible environment for people to comfortably walk, bike, and roll. Encourage development patterns that give people a variety of safe options to move within the corridor and enhance connections and access to neighborhoods and surrounding areas.</i>
<p><i>c. Encourages creation of meaningful public gathering places that incorporate uses such as entertainment and recreation venues, restaurants, and unique shopping opportunities to increase activity in surrounding areas.</i> <i>d. Encourages small businesses, retail establishments, and other employment activities.</i></p>	<ul style="list-style-type: none"> ✓ Community Gathering Places. <i>Develop a corridor that serves as a hub for living, working, and recreational activities, featuring a mix of housing, shopping, restaurants, and recreational spaces. Transform the corridor into a dynamic, multi-functional community asset, aiming to become an inviting destination rather than just a thoroughfare.</i>

	<ul style="list-style-type: none"> ✓ Economic Development Opportunities. Foster a dynamic ecosystem that supports local businesses, creates job opportunities, and enhances the overall quality of life.
<p>e. Requires that any redevelopment of existing land or buildings be completed in a manner which conforms to the adopted neighborhood plan.</p>	<ul style="list-style-type: none"> ✗ This policy may be an issue if Robinwood and Bolton plans have goals/policies that are inconsistent with the project Vision and Goals. Check plans/policy review <ul style="list-style-type: none"> ✓ Bolton Neighborhood Plan policies are consistent with the project Vision and Goals. ✗ Some Robinwood Plan policies may conflict with the project Vision and Goals, including Policy 1.6 to “Provide additional parking...” This neighborhood policy conflicts with state and Metro rules that are intended to discourage excessive off-street parking to help facilitate walkable, climate-friendly development patterns. To the extent the City chooses to update these neighborhood plans in the future, that would be an opportunity to address this or other potential conflicts or inconsistencies.
<p>h. Improves traffic patterns within the immediate area. i. Provides easier access to transportation for the physically/mentally challenged. j. Provides safe and convenient pedestrian and bicycle paths and crossings.</p>	<ul style="list-style-type: none"> ✓ Safety and Accessibility. Prioritize a safe and accessible environment for people to comfortably walk, bike, and roll. ✓ Functional Corridor and Spaces. Identify transportation improvements to enhance connectivity, accessibility, and safety.
<p>5. Commercial rezoning that promotes strip commercial activity shall be prohibited.</p>	<ul style="list-style-type: none"> ✓ Integrated Spaces and Design. Prioritize active and engaging design and avoid development patterns that are incompatible with walking and biking. ✓ Integrated Spaces and Design. Develop an exciting and compelling environment that promotes beautification and fosters a cohesive, attractive corridor. ✓ Community Gathering Places. Design spaces and focus areas to be walkable and desirable, offering diverse dining and shopping options, recreational facilities, and community amenities, fostering a sense of place that is unique to West Linn.

Land Use Policy Recommendations.

The City’s applicable Comprehensive Plan Land Use goals and policies are consistent with the project Vision and Goals and no goals or policies conflict with the project Vision and Goals. Therefore, there are no recommended amendments to the City’s Comprehensive Plan Land Use goals and policies for the purpose of implementing or ensuring consistency between the Vision43 process and the Comprehensive Plan.

Goal 8: Parks and Recreation

Goal 8 [Link](#)

Comp Plan Goal, Policy, or Action Measure	Applicable Vision or Goal
<p>Goal 4 <i>Promote connections between parks and recreation areas throughout the City.</i></p>	<ul style="list-style-type: none"> ✓ Integrated Spaces and Design. <i>Integrate the Corridor with surrounding neighborhoods, parks, trails, and the rest of the community.</i> ✓ Integrated Spaces and Design. <i>Leverage proximity to existing community assets such as parks, trails, neighborhoods, and enhance connectivity to the waterfront.</i>

Parks and Recreation Policy Recommendations.

The City’s applicable Comprehensive Plan Parks and Recreation goals and policies are consistent with the project Vision and Goals and no goals or policies conflict with the project Vision and Goals. Therefore, there are no recommended amendments to the City’s Comprehensive Plan Parks and Recreation goals and policies.

Goal 9: Economic Development

Goal 9 [Link](#)

Comp Plan Goal, Policy, or Action Measure	Applicable Vision or Goal
<p>2. <i>Support retail businesses and services that enhance the community and provide wanted goods and services.</i></p> <p>3. <i>Encourage the economic vitality of the City’s existing commercial areas.</i></p>	<ul style="list-style-type: none"> ✓ <i>Leverage mixed-use development opportunities to foster economic growth and vitality, particularly for the Corridor’s focus areas. Prioritize the integration of commercial, residential, and recreational spaces to create a vibrant and diverse environment. Encourage the development of mixed-use properties that cater to the needs of residents, workers, and visitors alike. Foster a dynamic ecosystem that supports local businesses, creates job opportunities, and enhances the overall quality of life.</i>

Economic Development Policy Recommendations

The City’s applicable Comprehensive Plan Economic Development goals and policies are consistent with the project Vision and Goals and no goals or policies conflict with the project Vision and Goals. Although the Vision and Goals are generally consistent with this section, the City may consider adding additional policy language to support mixed-use development as an economic development strategy.

Goal 10: Housing

Goal 10 [Link](#)

Comp Plan Goal, Policy, or Action Measure	Applicable Vision or Goal
<p>15. <i>Encourage residential uses mixed with other compatible uses in the same building or on the same site within the City’s mixed-use zones.</i></p>	<ul style="list-style-type: none"> ✓ <i>Prioritize the integration of commercial, residential, and recreational spaces to create a vibrant and diverse environment. Encourage the development of mixed-use properties that cater to the needs of residents, workers, and visitors alike.</i>

	<ul style="list-style-type: none"> ✓ <i>Develop a corridor that serves as a hub for living, working, and recreational activities, featuring a mix of housing, shopping, restaurants, and recreational spaces.</i>
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Housing Policy Recommendations

The City’s applicable Comprehensive Plan Housing goals and policies are consistent with the project Vision and Goals and no goals or policies conflict with the project Vision and Goals. Therefore, there are no recommended amendments to the City’s Comprehensive Plan Housing goals and policies.

Goal 12: Transportation

Goal 12 [Link](#)

Comp Plan Goal, Policy, or Action Measure	Applicable Vision or Goal
<p>b. <i>Provides for connectivity within and between neighborhoods, developments and community centers, using new and existing transportation services consistent with Metro’s street and walkway spacing standards, the 2008 West Linn Transportation System Plan and 2013 West Linn Trails Plan.</i></p>	<ul style="list-style-type: none"> ✓ Safety and Accessibility. <i>Encourage development patterns that give people a variety of safe options to move within the corridor and enhance connections and access to neighborhoods and surrounding areas.</i> ✓ Integrated Spaces and Design. <i>Integrate the Corridor with surrounding neighborhoods, parks, trails, and the rest of the community. Enhance connections within and between the focus areas and activity centers along the Corridor that promotes sustainable and climate friendly development patterns.</i> ✓ Functional Corridor and Spaces. <i>Identify transportation improvements to enhance connectivity, accessibility, and safety.</i>
<p>c. <i>Is convenient, safe, and efficient.</i></p>	<ul style="list-style-type: none"> ✓ Safety and Accessibility. <i>Prioritize a safe and accessible environment for people to comfortably walk, bike, and roll.</i>
<p>d. <i>Maintains the cohesiveness of the City’s neighborhoods.</i></p>	<ul style="list-style-type: none"> ✓ Functional Corridor and Spaces. <i>Transform the corridor so that it is functional and efficiently serves the needs of the community. Prioritize land use strategies that optimize functionality, accessibility, and efficiency along the corridor. Identify transportation improvements to enhance connectivity, accessibility, and safety.</i>
<p>2. <i>Provide a cost-effective balanced transportation system, incorporating all modes of transportation (including motor vehicle, bicycle, pedestrian, transit, and other modes).</i></p>	<ul style="list-style-type: none"> ✓ Safety and Accessibility. <i>Prioritize a safe and accessible environment for people to comfortably walk, bike, and roll. Encourage development patterns that give people a variety of safe options to move within the corridor and enhance connections and access to neighborhoods and surrounding areas.</i> ✓ Integrated Spaces and Design. <i>Prioritize active and engaging design and avoid development patterns that are incompatible with walking and biking.</i>
<p>9. <i>Take action using the following measures to promote the use of Transportation Options:</i></p>	<ul style="list-style-type: none"> ✓ Safety and Accessibility. <i>Encourage development patterns that give people a variety of safe options to</i>

<ul style="list-style-type: none"> • <i>Provide adequate bicycle and pedestrian facilities connecting mixed-use commercial centers to encourage use of bicycles or walking for the commute to work and to improve access to jobs for workers without cars.</i> • <i>Take steps to reduce drive-alone vehicle trips with the goal to reach 40% non-drive alone trips in mixed-use areas by 2040.</i> • <i>Develop regulations for mixed-use areas that require major new development and redevelopment and conditional use applications to address Transportation Options requirements.</i> 	<p><i>move within the corridor and enhance connections and access to neighborhoods and surrounding areas.</i></p> <ul style="list-style-type: none"> ✓ Integrated Spaces and Design. <i>Integrate the Corridor with surrounding neighborhoods, parks, trails, and the rest of the community. Enhance connections within and between the focus areas and activity centers along the Corridor that promotes sustainable and climate friendly development patterns. Prioritize active and engaging design and avoid development patterns that are incompatible with walking and biking.</i> ✓ Community Gathering Places. <i>Design spaces and focus areas to be walkable and desirable, offering diverse dining and shopping options, recreational facilities, and community amenities, fostering a sense of place that is unique to West Linn.</i> ✓ Functional Corridor and Spaces. <i>Prioritize land use strategies that optimize functionality, accessibility, and efficiency along the corridor. Ensure a balanced mix of land uses that support the community's needs. Identify transportation improvements to enhance connectivity, accessibility, and safety.</i>
<p><i>2. Promote a comprehensive and cohesive network of bicycle paths, lanes, and routes that accomplishes the following objectives:</i></p> <p><i>a. Connects the mixed-use commercial centers in the Willamette, Bolton, Robinwood, and Savanna Oaks neighborhoods.</i></p> <p><i>1. Promote a comprehensive and cohesive network of pedestrian paths, lanes, and routes that accomplishes the following objectives:</i></p> <p><i>a. Connects the mixed-use commercial centers in the Willamette, Bolton, Robinwood, and Savanna Oaks neighborhoods.</i></p>	<ul style="list-style-type: none"> ✓ Safety and Accessibility. <i>Prioritize a safe and accessible environment for people to comfortably walk, bike, and roll. Encourage development patterns that give people a variety of safe options to move within the corridor and enhance connections and access to neighborhoods and surrounding areas.</i> ✓ Integrated Spaces and Design. <i>Integrate the Corridor with surrounding neighborhoods, parks, trails, and the rest of the community. Thoughtfully incorporate landscaping, green spaces, sidewalks and pathways, and other amenities. Enhance connections within and between the focus areas and activity centers along the Corridor that promotes sustainable and climate friendly development patterns. Prioritize active and engaging design and avoid development patterns that are incompatible with walking and biking.</i> ✓ Functional Corridor and Spaces. <i>Prioritize land use strategies that optimize functionality, accessibility, and efficiency along the corridor. Ensure a balanced mix of land uses that support the community's needs. Identify transportation improvements to enhance connectivity, accessibility, and safety.</i>
<p><i>4. Promote safety for pedestrians when crossing major streets through use of appropriately located crosswalks, raised islands, and medians and other</i></p>	<ul style="list-style-type: none"> ✓ Safety and Accessibility. <i>Prioritize a safe and accessible environment for people to comfortably walk, bike, and roll. Encourage development patterns that give people a variety of safe options to move within the corridor and</i>

<i>appropriate measures to alert vehicles operators to the presence of pedestrians.</i>	<i>enhance connections and access to neighborhoods and surrounding areas.</i>
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Transportation Policy Recommendations

The City’s applicable Comprehensive Plan Transportation goals and policies are consistent with the project Vision and Goals and no goals or policies conflict with the project Vision and Goals. Therefore, there are no recommended amendments to the City’s Comprehensive Plan Transportation goals and policies.

Zoning Map Amendments/Boundary

The following figures (Figure 1, Figure 2, and Figure 3) show proposed boundaries for a mixed-use zone, which would implement the project Vision and Goals in the corridor. The proposed boundaries are refined from the conceptual focus areas, as they follow the zoning boundaries for General Commercial in certain areas and property boundaries for additional or overlapping areas that have redevelopment potential. Note that the draft mixed-use zones only apply to three of the four project focus areas. For now, Focus Area 2 is not being considered for mixed-use zoning because this area is a priority for multifamily and/or affordable housing, which is already supported by the existing zoning. The zone boundaries will be further refined based on input from City staff, the Project Work Group, Technical Advisory Group, the Planning Commission, City Council, and other community members.

Figure 1: Focus Area 1 to Draft Mixed-use Zone Boundary

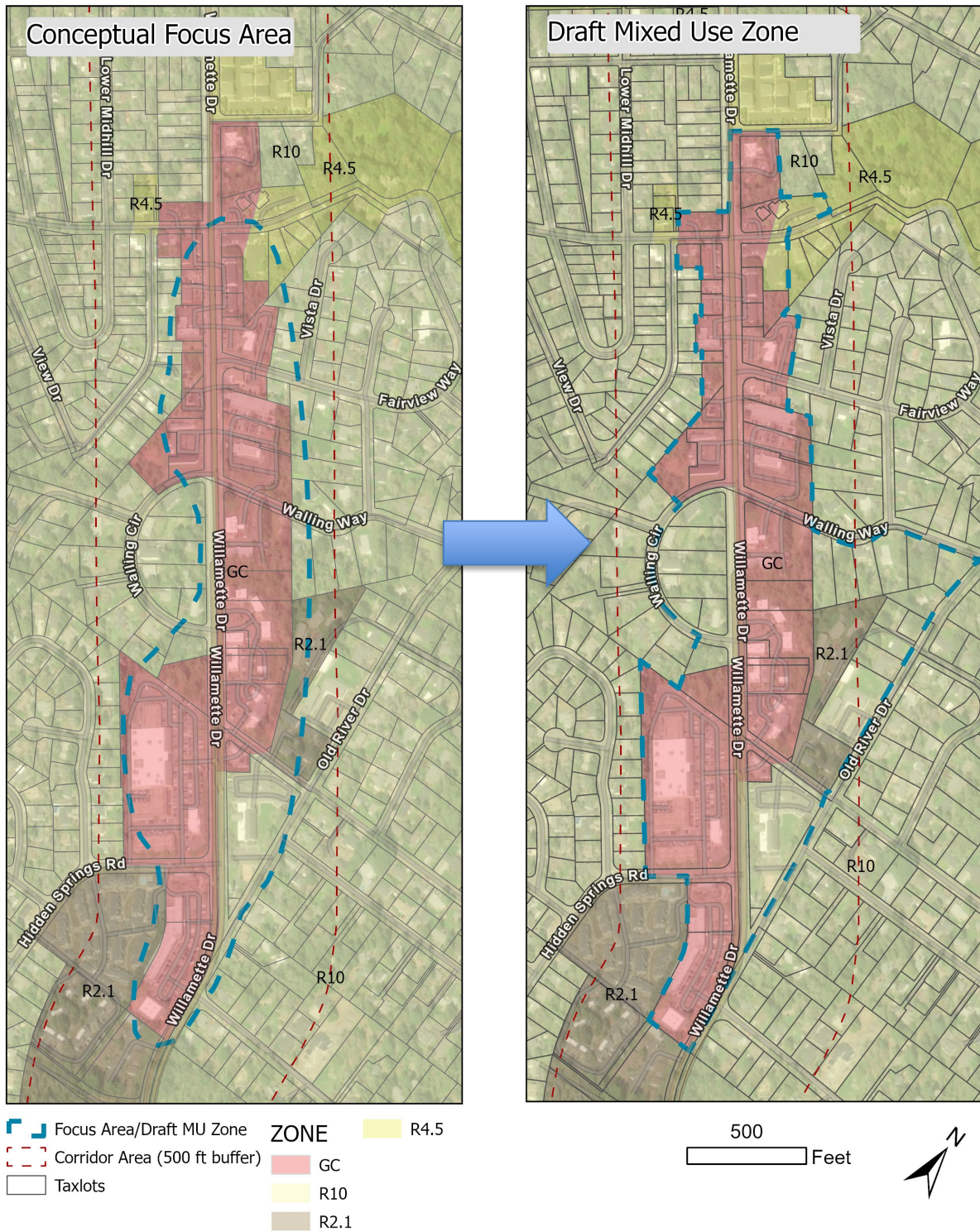


Figure 2: Focus Area 3 to Draft Mixed-use Zone Boundary

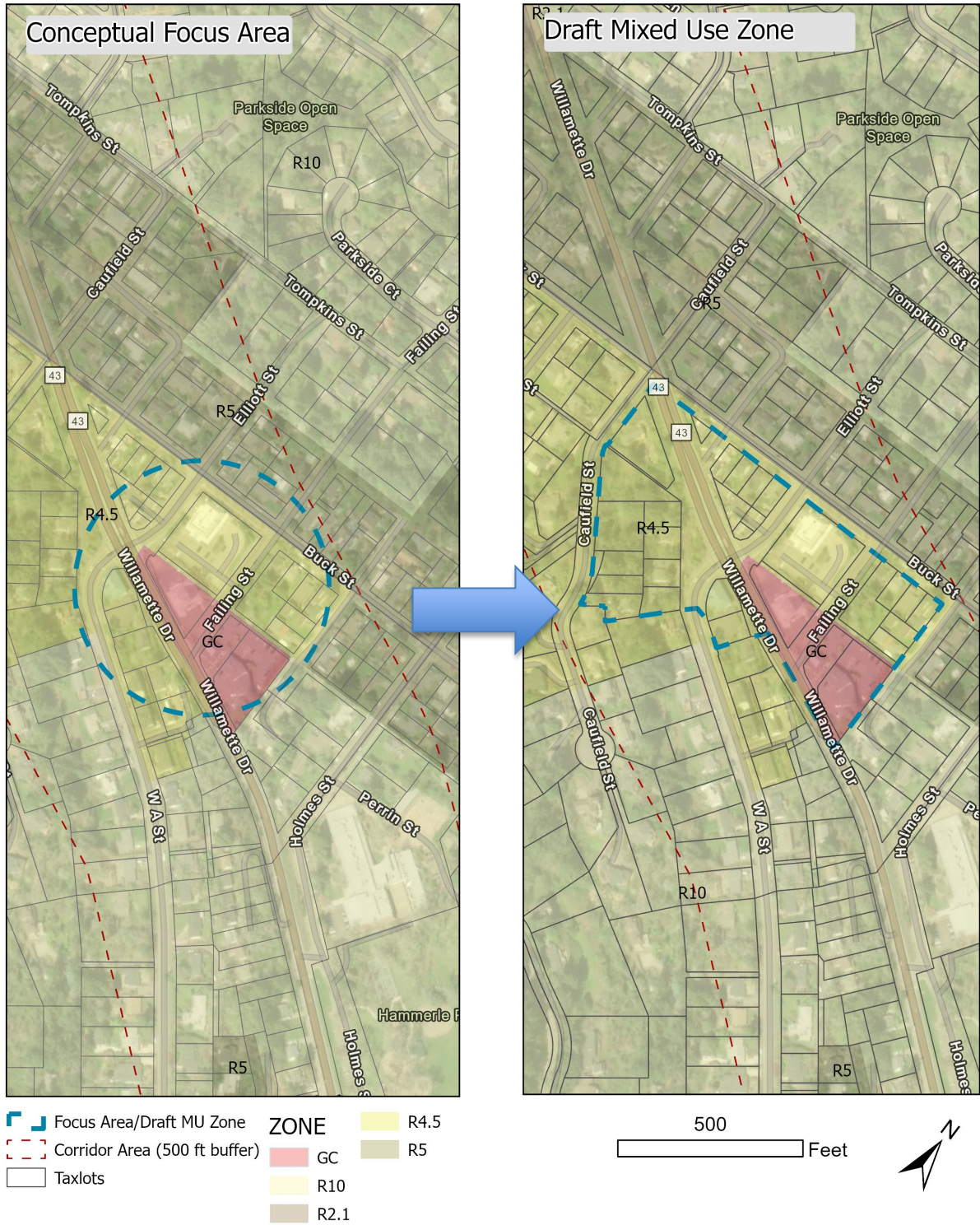


Figure 3: Focus Area 4 to Draft Mixed-Use Zone Boundary



Zoning Code Concepts

The following section includes the concept visualizations and zoning/development options for the City to consider for a new mixed-use zone which will be applied in selected areas of the corridor as illustrated on the maps in the previous section. As mentioned, the project's Vision and Goals will largely be implemented through the adoption of new zoning and development regulations. Therefore, the zoning concepts express the types of development and land uses that the community is largely interested in seeing along the Highway 43 Corridor, as indicated by engagement activities. The concepts will be further refined by input from the community, including the Project Working Group, Technical Advisory Group, the Planning Commission, City Council, and other community members.

Code Concept Renderings and Examples

The following graphic visualizations illustrate some of the zoning/land use, design, and development concepts for the City to consider for the Highway 43 focus areas. These visualizations reflect various concepts described in the project Visions and Goals. In addition, public input from engagement activities and surveys indicates broad community support for the concepts depicted in the visualizations, including support for mixed-use development, walkable urban design, and increased development densities and intensities in the project focus areas. These visualizations inform the zoning concepts that are described in the next section of this memo.

Land Use Concepts

Legend:

- Extent of Vision 43 Recommendations
- Extent of 2016 Highway 43 Conceptual Design Plans
- Existing 35' Building Height Limit
- Existing 45' Building Height Limit (For buildings on steep grade)
- Potential 55' Building Height Limit
- Residential Use
- Retail / Commercial Use
- Structured Garage



Max Height – 45 Feet (existing)



Design/Amenities Concepts



Max Height – 55 Feet



In addition to the visualizations that are specific to Highway 43 above, the following renderings illustrate many of the development and design concepts that are envisioned for the corridor. These renderings were used for other communities to convey many of the same concepts that are being considered for the Highway 43 corridor, including mixed use development, higher lot/building coverage, walkable design and active storefronts, and parking located behind the primary use/building.



Key Features/Concepts:

- Mixed-use
- Mid-rise/multi-story
- High building/lot coverage
- Parking in rear
- Active storefronts
- Façade variation
- Entry orientation toward street
- High transparency for ground-floor commercial/retail
- Public spaces



Key Features/Concepts:

- Parking in rear
- Public spaces, plazas, open space
- High lot/building coverage
- Landscaping
- Pedestrian connectivity and walkable design
- Building/entry orientation toward street or public spaces

Code Chapter Outline and Section Summaries

The proposed new Mixed-use Corridor Zone chapter would follow a similar format as existing zone chapters in the Code. The organization and description of the proposed chapter sections is summarized below.

Table 1. Outline and Summary of Proposed Code Sections

Purpose	This section will describe the purpose of the mixed-use zone in a manner similar to other zone chapters. The Purpose will also reiterate the project’s Vision Statement.
Procedures and Approval Process	This section will include the same provisions that are in corresponding procedure/approval sections in other zone chapters. Specifically, the section will cite the applicable procedures for permitted and conditional uses that are allowed in the zone.
Permitted Uses	This section will list all the uses that are permitted outright in the zone. The zone will allow uses that are depicted in Code Concept renderings along with other uses that are commonly associated with the project Vision and Goals. A complete list of the proposed permitted uses are included below in the “Permitted Uses Options” section.
Accessory Uses	This section should defer to corresponding accessory use sections in other parts of the code, which in most cases includes the same provision: <ul style="list-style-type: none"> • <i>“Accessory uses are allowed in this zone as provided by Chapter 34 CDC.”</i> • The City should consider whether the zone should allow additional accessory uses beyond what is listed in Chapter 34 (Accessory Uses). For example, “small-scale manufacturing or repackaging of goods for on-site sale,” which is an allowed accessory use in the General Commercial (GC) zone and/or certain types of accessory uses allowed in higher density residential zones.
Uses and Development Permitted Under Prescribed Conditions	This section should defer to corresponding sections in other code sections. In most cases this includes: <ul style="list-style-type: none"> • Signs (Chapter 52) • Temporary uses (Chapter 35) • Home occupation (Chapter 37) • Wireless communication facilities (Chapter 57)
Conditional Uses	This section should defer to corresponding standards in the commercial code or other sections that will be applicable to development in this zone. The City should consider if there are other uses that should be allowed through the conditional use process (Chapter 60).
Dimensional Requirements	This section will regulate the form of any development in the mixed-use zone. In many cases, The standards in the zone will increase the options available to a property owner or developer by encouraging greater

development intensities. A complete list of the proposed dimensional requirements is included below in the “Dimensional Requirement Options” section.

Dimensional requirements, conditional uses

This section should defer to corresponding standards in other code sections, which in most cases will include the same provisions.

Other applicable development standards

This section should defer to corresponding standards in other code sections, which in most cases includes the same list of applicable standards (e.g., fences, landscaping, clear vision areas, etc.). To the extent any additional or different standards apply, they will be listed here.

Mixed-Use Zone Permitted Uses Options

The City should consider permitting the uses described in Table 2 below. These additional uses are based on the types of land uses and development that are either depicted in the visualizations above or reflect some of the common uses that community members favored during their participation in engagement events and surveys.

Table 2. Uses to Permit Outright in the Mixed-Use Corridor Zone

Use	Definition (CDC Chapter 2)
Amusement Enterprise	<i>Establishments or places primarily engaged in the provision of entertainment or recreation which require less personal physical activity than those uses included in indoor participant sports and recreation. Typical uses include: billiard parlors, bowling alleys, arcades, and electronic game room facilities or movie theaters.</i>
Community Recreation	<i>Recreational, social, or multi-purpose uses typically associated with parks, play fields, or golf courses.</i>
Convenience Sales and Personal Services	<i>Small neighborhood oriented retail businesses (retail commercial and personal services) which provide for the daily needs of nearby residents. It includes uses such as grocery stores, drug stores, laundromats and dry cleaners.</i>
Eating and Drinking Establishments	<i>Establishments or places of business that are not drive-through restaurants and primarily engage in the sale of prepared or produced food and beverages for on-premises consumption, on-premises sale, or take out service. On-premises sales do not include sales to secondary retailers or wholesalers. Typical uses include, but are not limited to: fast food establishments, restaurants, delicatessens, brew-pubs, coffee shops, taverns, bars and lounges.</i>
General Retail Services	<i>The sale or rental of commonly used goods, and merchandise for personal or household use, but excludes those classified as agricultural sales, animal sales and services, automotive and equipment, business equipment sales and service, construction sales and services, food and beverage retail sales, and vehicle fuel sales. Typical uses include: department stores, apparel stores, furniture stores, pet stores or book stores.</i>
Hotel/Motel	<i>Establishments primarily engaged in the provision of lodging on a temporary basis with incidental food, drink, and other sales and services intended for the convenience of guests.</i>
Mixed-use Development	<i>A combination of different types of uses that are complementary and integrated. This refers to allowing residential and businesses to be located in the same area (e.g., apartments over shops or other businesses or apartments adjacent to grocery stores or other commercial establishments).</i>
Multiple family residential units	<i>A structure containing five or more attached dwelling units in any vertical or horizontal arrangement and located on a single lot or parcel.</i>

Open Space	<i>Land that is undeveloped and that is planned to remain so indefinitely. The term encompasses parks, forests, and farm land. It may also refer only to land zoned as being available to the public, including playgrounds, watershed preserves, and parks.</i>
Passive-Oriented Parks	<i>Passive-oriented parks are more natural sites that provide trail-related recreation opportunities and passive outdoor activities such as wildlife watching, nature interpretation and picnicking. Accessory uses can also be (but not limited to) provided in this type of park, such as picnic areas, nature play features, trailheads, and environmental education facilities, provided they are accessory to the park's passive uses. Amenities should be limited to those appropriate for the numbers and types of visitors the area can accommodate, while retaining its resource value, natural character, and the intended level of solitude.</i>
Transportation Facilities (Type 1)	<i>Facilities and amenities that are used for transporting people and goods. Typical uses include streets, highways, sidewalks, transit stops and stations, bicycle and pedestrian facilities, bike lanes, and operation, maintenance, preservation, and construction of these facilities. There are two classifications of transportation facilities (Type I and Type II):</i> 1. Transportation facilities (Type I) are those which are designated in the adopted TSP or are part of an approved, active development order. Type I facilities are permitted uses in all zoning districts.

Mixed-use Ground-Floor Commercial and Storefront Options

For mixed-use development in the new zone, the City should consider whether ground-floor commercial should be required and if so, whether they should be required in all new structures or within a certain percentage of them. The City should consider the following options:

- **Not required.** Commercial would be allowed but optional for any portion of the ground-floor.
- **Required.** Commercial would be required for the entirety of any mixed-use building.
- **Required for a minimum percentage of total area.** Commercial would be required for a minimum percentage of a mixed-use building's ground floor (e.g., 50%, 75%, needs to be designated for commercial use).
- **Required for a minimum percentage of frontage.** Ground-floor commercial would be required for a minimum percentage of a mixed-use building's street frontage. For example, the City of Fairview's Storefront District limits housing to no more than 50% of the ground floor frontage along the main street.¹
- **Required in specific areas.** Ground-floor commercial would only be required in certain areas of the mixed-use zone, such as areas that have frontage on Highway 43.

The City may also consider a hybrid approach for some of these options. For example, Vancouver, WA and Beaverton, OR require a minimum percentage of different types of commercial frontage along specific streets for their mixed-use/downtown districts, as shown in Figure 4 and Figure 5 below.^{2, 3}

¹ City of Fairview Town Center Commercial (TCC).

www.codepublishing.com/OR/Fairview/#!/Fairview19/Fairview1965.html#19.65

² Vancouver Heights District Ground Floor Use by Frontage Type. vancouver.municipal.codes/VMC/20.670.030

³ City of Beaverton Downtown Zoning. online.encodeplus.com/regs/beaverton-or/doc-viewer.aspx#secid-3515

Figure 4. Vancouver Heights District Ground-Floor Use Map

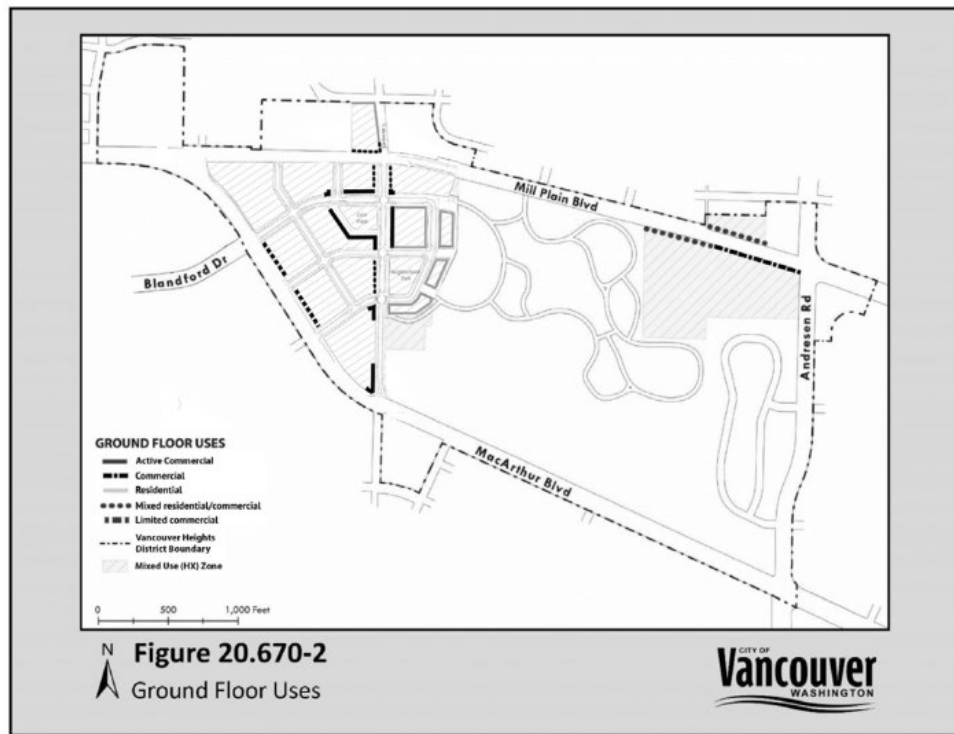
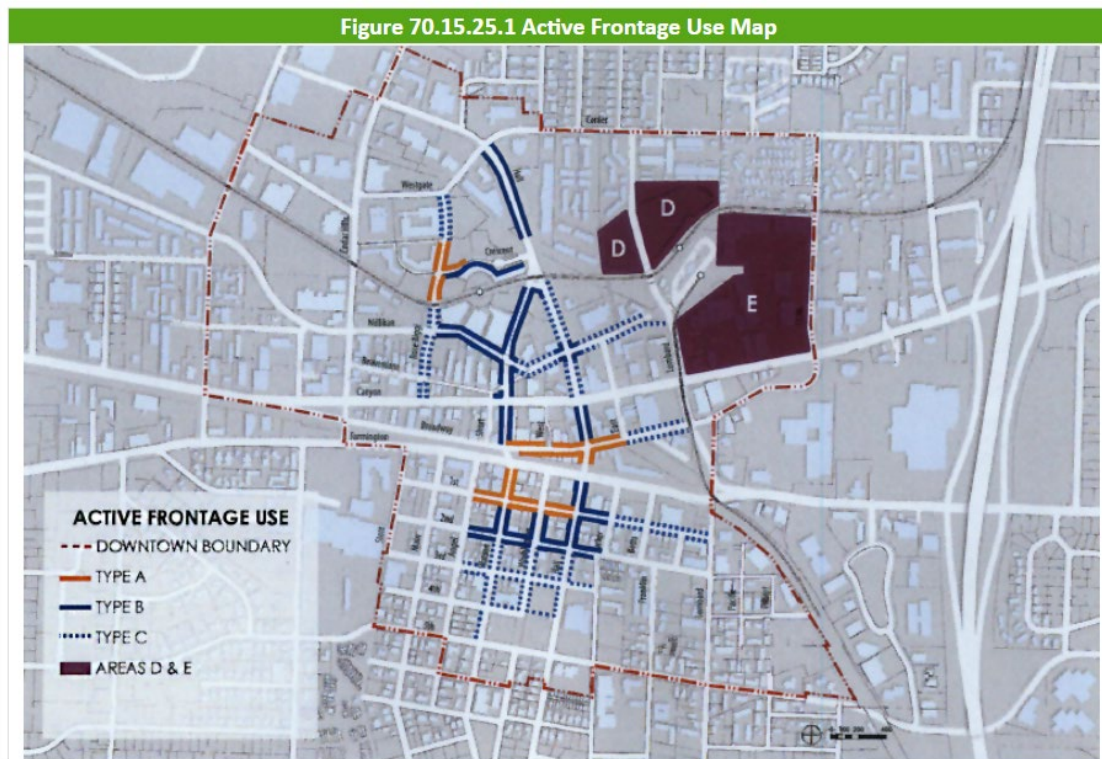


Figure 5. Beaverton Downtown Active Frontage Zones



In addition to requiring ground-floor commercial, the City should consider limiting total building area for certain commercial/retail uses. Limiting floor area will help prevent box store retailers and will help promote a more pedestrian-friendly environment. A common size limitation for mixed-use, town-center areas is 30,000 square feet, as is the case for Hillsboro’s Town and Village Centers.⁴

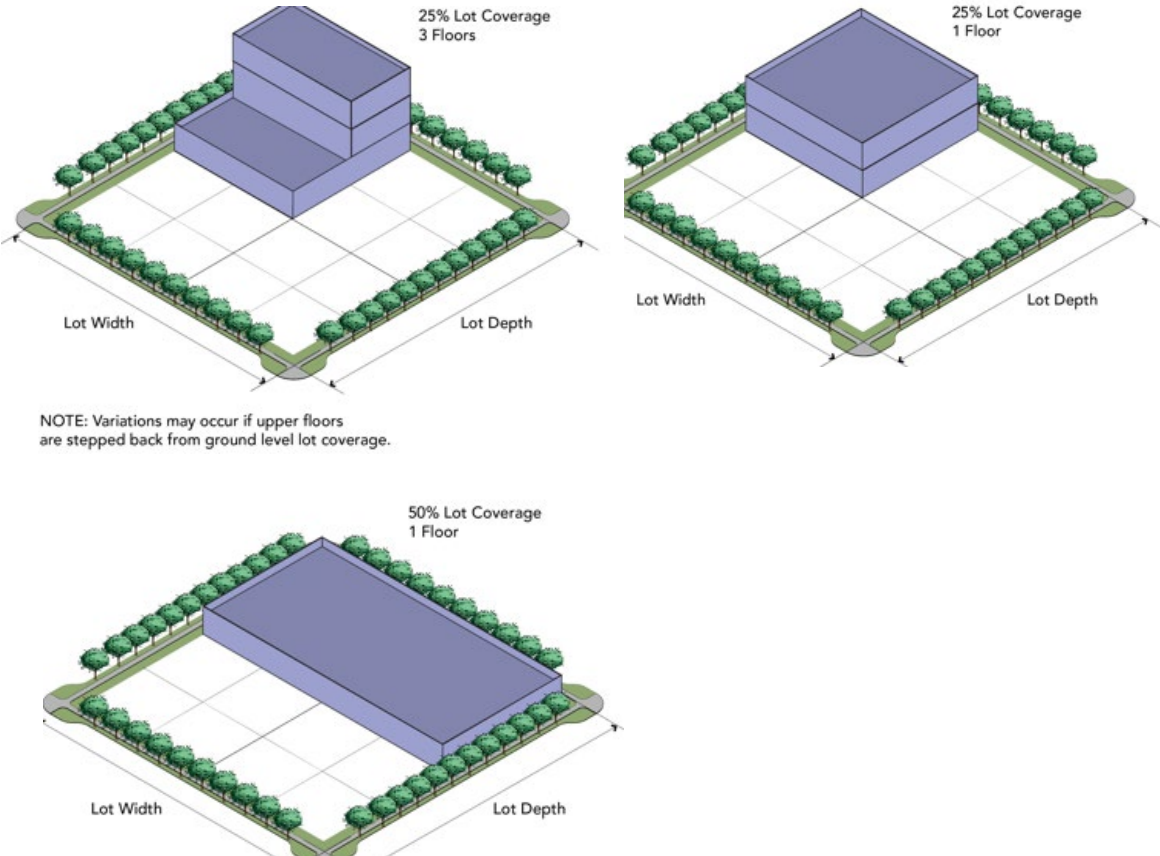
Dimensional and Development Options

Table 3 below includes initial dimensional/development recommendations and options for the mixed-use zone. The table includes each of the types of standards that the City regulates for other zones.

Table 3. Dimensional and Development Options

Dimension/Development Standard	Recommendation and Options
Front Lot Line, Minimum	35 feet (same as GC and R10).
Average Lot Width	Defer to the underlying zone: GC and R10 both 35 feet.
Lot Depth, Minimum	None
Lot Coverage	<p>Option 1: None – same as Willamette Falls Drive Design District (Chapter 58.080)</p> <p>Option 2: All uses – 80%</p> <p>Option 3:</p> <ul style="list-style-type: none"> • Mixed-use or Multi-Family: 80% • All other uses: defer to use types in other zones <ul style="list-style-type: none"> ○ Commercial: 50% ○ Residential: 35% <p><i>Coverage Examples (only intended to illustrate the general concept):</i></p>

⁴ City of Hillsboro Mixed-Use and Urban Center Zones. <https://ecode360.com/44405709#44405709>

	 <p>25% Lot Coverage 3 Floors</p> <p>25% Lot Coverage 1 Floor</p> <p>50% Lot Coverage 1 Floor</p> <p>NOTE: Variations may occur if upper floors are stepped back from ground level lot coverage.</p>
<p>Setbacks</p>	<p>Frontage Zones or Pedestrian Areas:</p> <ul style="list-style-type: none"> • Min: None • Max: 10 feet <p>Mixed-use or Multifamily:</p> <ul style="list-style-type: none"> • Min: None • Max: 15 feet <p>All other uses outside of frontage zones: Defer to other zones.</p> <p>The City may want to exempt certain uses from “maximum” setbacks or require public benefits/amenities in exchange for exceeding maximum setbacks. Exceptions may include public plazas, open space, or any type of use/feature that further activates the pedestrian environment.</p>
<p>Maximum Height</p>	<p>Option 1: 45 feet (same as existing GC zone)</p> <p>Option 2: 55 feet</p> <p>Option 3:</p> <ul style="list-style-type: none"> • Properties that front or within a certain distance of Hwy 43: 55 feet • Other properties: Defer to neighboring zone



Design

Apply existing design review requirements/procedures. The City’s existing design requirements are generally consistent with the project Vision and Goals. Specifically, the design requirements encourage pedestrian-friendly, human-scale design. Therefore, the City may continue to apply most of the existing design requirements to help achieve the project Vision and Goals. Some of the key design requirements that are relevant to the project are summarized below.

Non-Residential Uses: Class II Design Review – General/Discretionary ([CDC 55.100](#))

Residential Uses: Class II Design Review – Residential/Clear and Objective ([CDC 55.105](#))

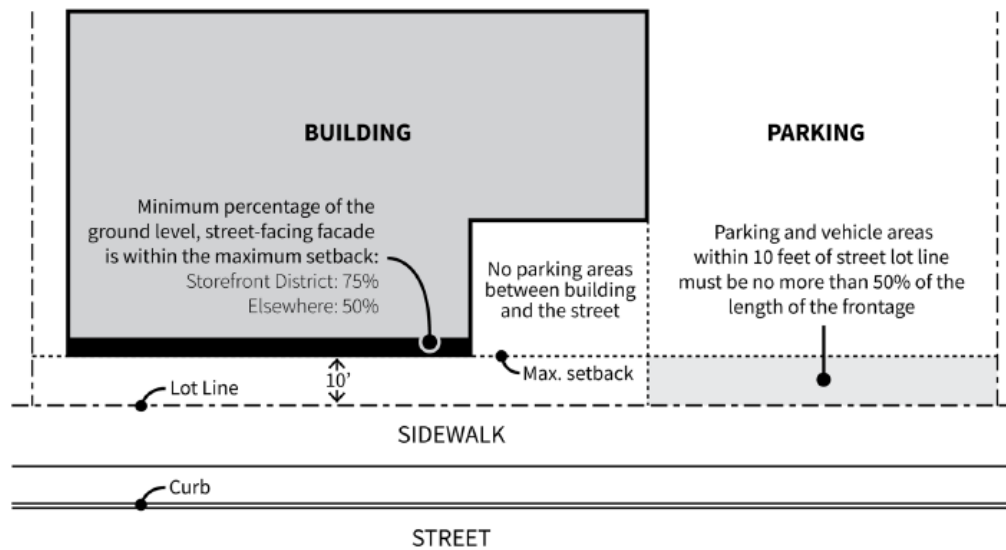
Key Existing Design Features/Requirements

- **Parking:** *“Parking lots shall be placed behind or to the side of commercial and office [and multifamily] development”*
 - Note: For the mixed-use zone, the City may consider prohibiting parking “to the side” and only allowing parking areas to be located behind a building, within an internal courtyard, or as an underground garage.
- **Pedestrian design:** *“Accessways, parking lots, and internal driveways shall accommodate pedestrian circulation and access by specially textured, colored, or clearly defined footpaths at least six feet wide.”*
- **Entrances:** *“At least one entrance to the building shall be on the main street, or as close as possible to the main street. The entrance shall be designed to identify itself as a main point of ingress/egress.”*
- **Frontages:** *“Commercial, office, and multifamily projects shall be built as close to the adjacent main right-of-way as practical to facilitate safe pedestrian and transit access.”*
- **Human scale:** *“Human scale shall be accommodated in all designs by, for example, multi-light windows that are broken up into numerous panes, intimately scaled entryways, and visual breaks in the facades of buildings, both vertically and horizontally. The human scale is enhanced by bringing the building and its main entrance up to the edge of the sidewalk.*
- **Transition Stepbacks:** *“[a]pplies to multifamily buildings that exceed 30 feet, where an abutting lot [zoned single-family], or both... The required height stepback shall be at least one foot for every one-foot increase in height above 30 feet.*
 - Note: For the mixed-use zone, the City should consider increasing the stepback threshold to 40 feet if the overall height limit is increased to 55 feet.

Additional Design Requirements. The City should consider additional design elements for the mixed-use zone, specifically for mixed-use and commercial development. Additional design standards should focus on specific features for ground-floor commercial uses to help distinguish commercial/retail uses from residential uses on upper floors. This may include:

- Use of different façade design, articulation, and materials for the ground-floor use. For example, the City of Milwaukie requires a variety of different design/development requirements for their ground-floor uses in mixed-use developments.⁵
- Require a minimum percentage of transparent materials or window coverage for the ground floor (should be higher than upper floors).
- Require a higher minimum height for the ground floor (e.g., 14 feet).
- Require a minimum percentage of the site frontage to be occupied by a building or buildings (e.g., minimum 50%).

Figure 6. Example of frontage standards, setbacks, and parking location for Fairview’s Storefront District



The City should also consider whether the zone should include other additional design/development standards that go beyond the existing standards that apply to all development. For example, the City already has pedestrian design and landscaping requirements, but given the community’s desire to ensure the zone is walkable with ample landscaping, additional standards may be necessary to achieve those desired outcomes. Therefore, the City should determine whether the existing design feature requirements mentioned above are adequate to meet the Vision and Goals. Some of the more refined standards may include:

- Requirements for pedestrian plazas and/or public gathering spaces
- Landscaping
- Public amenities or art

⁵ City of Milwaukie MUTSA and NME Design Standards. <https://ecode360.com/43860500#43870783>

Other Zoning Considerations

CFEC Implementation and Consistency

Minimum Off-Street Parking Eliminated

The City recently eliminated minimum off-street parking requirements to comply with the state's Climate Friendly and Equitable Communities (CFEC) rules.⁶ The elimination of minimum off-street parking requirements will significantly improve development flexibility and feasibility for areas along the corridor. In addition, removing parking mandates also supports the project's goals to foster pedestrian-oriented development.

Climate-Friendly Areas (CFAs) and Metro 2040 Town Centers

Some of the proposed mixed-use zone areas are within a *conceptual* Metro 2040 Town Center. Specifically, the proposed mixed-use zone areas in the southern half of the corridor study area overlap with the conceptual Town Center area (Focus areas 3 and 4, as shown in Figure 2 and Figure 3). The Metro 2040 Town Centers implement the state's Climate Friendly Area (CFA) requirements. If the conceptual Town Center are officially adopted, then these areas may need to comply with Title 6 of the Metro Urban Growth Management Functional Plan.⁷

Transportation Planning Rule (TPR) Compliance

A separate task of this project is to identify specific Code updates and potential TSP updates to ensure the proposed mixed-use zone and associated transportation improvements meet the new TPR requirements associated with CFEC. This may include an evaluation and potential recommended updates based on the following TPR sections:

- Transportation Review in Climate-Friendly Areas and Centers (OAR 660-012-0325)
- TPR Land Use Requirements (OAR 660-012-0330). Any identified updates for compliance with these requirements should consider the guidance from the CFEC Walkable Design Standards Guidebook.⁸

Housing Production Strategy

The City is currently working on a Housing Production Strategy (HPS) with adoption anticipated for spring 2025.⁹ The HPS includes several strategies that will support implementation of the Vision43 Corridor, including strategies that will support mixed-use zoning. Strategies that the City is currently considering that could support implementation of the mixed-use zone include the following:

⁶ West Linn CFEC Parking Code Amendment Package Public Hearing.

https://westlinnoregon.gov/sites/default/files/fileattachments/planning/page/55296/cdc-24-01_cc_ph_cfec_agenda_packet_11.12.2024.pdf

⁷ Metro Urban Growth Management Functional Plan.

<https://www.oregonmetro.gov/sites/default/files/2024/01/12/urban-growth-management-functional-plan-corrected-20240111.pdf>

⁸ CFEC Walkable Design Standards Guidebook.

<https://www.oregon.gov/lcd/CL/Documents/CFECWalkableDesignStandards.pdf>

⁹ West Linn Housing Production Strategy. <https://yourwestlinn.com/housing>

Specifically, one of the priority strategies is to Other strategies that will support implementation of the zone may include the following:

- **Rezone land** to allow for higher densities and multifamily/mixed-use residential development, particularly with the Highway 43 Corridor area.
- **Multiple Unit Property Tax Exemption (MUPTE)** would incentivize multifamily or mixed-use development in the City by helping reduce overall development/property costs.
- **Land acquisition and banking** would involve the City acquiring land for the purpose of developing affordable, multi-family development.

The HPS includes several other strategies that are intended to support production of multifamily and affordable housing. The Highway 43 corridor is one of the key areas of the City with potential for successful implementation of many of the HPS strategies. Therefore, the zone will support HPS implementation and the Vision43 project will continue to coordinate with the HPS project to ensure the projects are mutually supportive and do not conflict with one another.

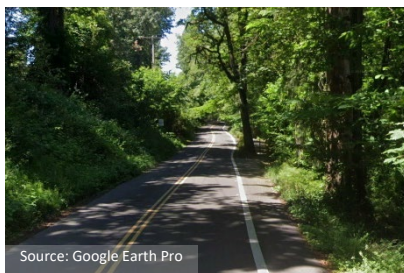
Transportation Improvements Recommendations

The transportation improvement recommendations are intended to supplement the land use and zoning updates and support implementation of the Corridor Vision and Goals. The transportation recommendations are focused on pedestrian and bicycle (i.e., “multimodal”) connectivity improvements within the corridor and to surrounding neighborhoods. These recommendations will be refined based on input from community members, the PWG, the TAG, Planning Commission, and City Council. The final transportation improvement recommendations will be included in the Vision43 Corridor Plan and the Transportation System Plan (TSP). For more background and details on the multimodal connectivity recommendations, see the “OR 43 Land Use and Neighborhood Connectivity Plan” memo.

Pedestrian Improvement Recommendations



Sidewalks



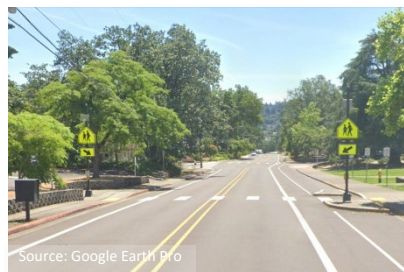
Mixed-use Shoulder



Shared-Use Path



Enhanced Crosswalk



Enhanced Crosswalks with RFFB

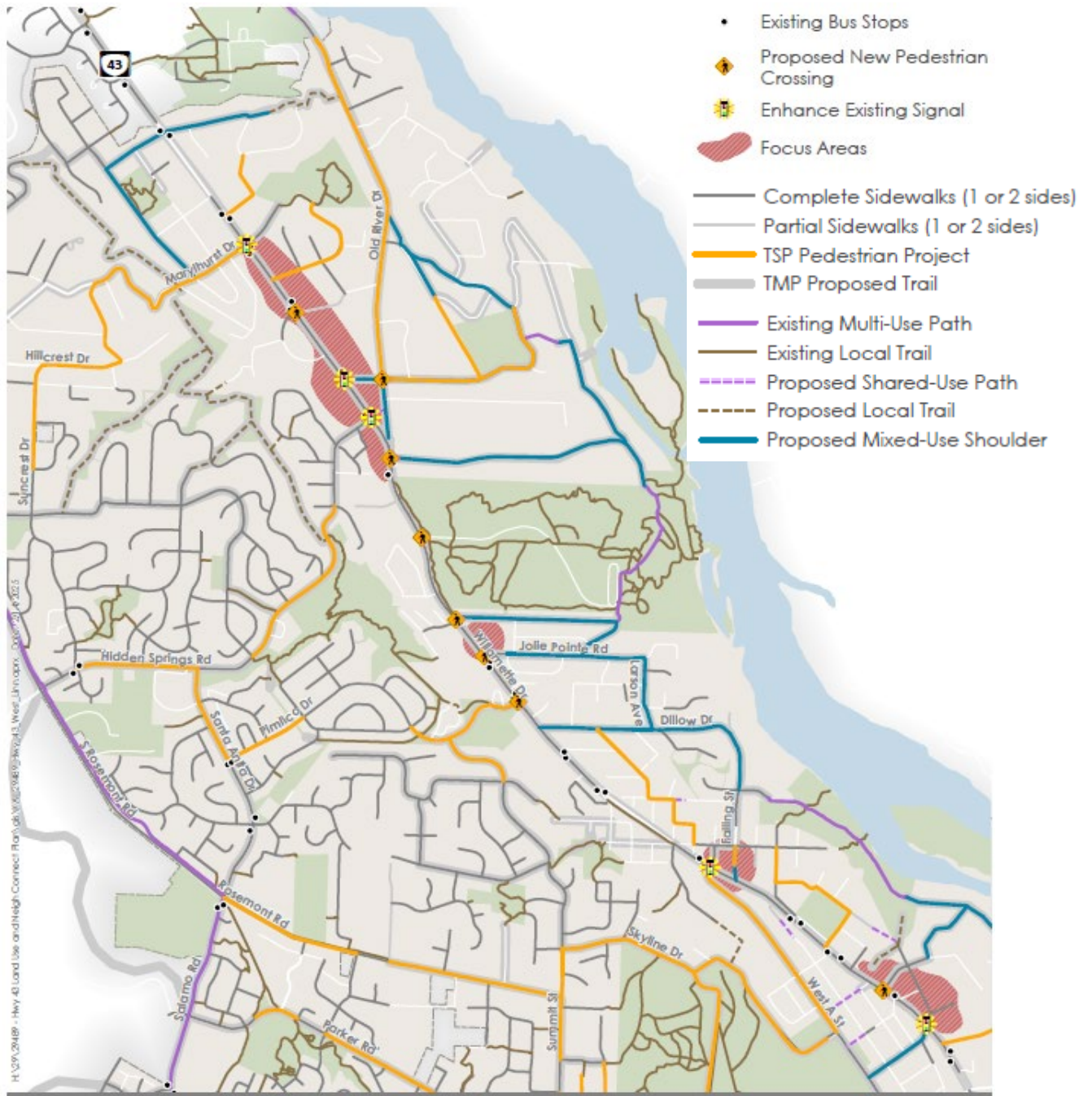


Pedestrian Signal

The recommended pedestrian facilities primarily consist of mixed-use shoulders to provide connections along streets with no sidewalks or intermittent sidewalks, shared-use paths and trails to provide off-street connections between neighborhoods and activity centers, and crosswalks to provide safe and convenient places for people to cross. Sidewalks are not included in the recommended enhancements because the TSP and OR 43 Conceptual Design Plan include projects that aim to provide sidewalks along many study area roadways, including OR 43. In addition, the TSP provides standard cross sections and guidelines for installing sidewalks when redevelopment occurs.

Figure 7 illustrates the location and type of recommended pedestrian facility enhancements for the Neighborhood Connectivity Plan. Figure 1 also shows the location and type of pedestrian facilities included in the TSP and OR 43 Conceptual Design Plan. As shown, the combination of the projects will provide continuous facilities along several major study area roadways, improving pedestrian access and connectivity along the study corridor and within the focus areas.

Figure 7. Proposed Pedestrian Facility Enhancements



Bicycle Improvement Recommendations



Shared Bikeway



Advisory Bike Lanes



Bike Lanes



Separated Bike Facility



Separated Bike Facility

The recommended bicycle facilities primarily consist of shared bikeways. Bike lanes and separated bike facilities are not included in the recommended enhancements because the TSP and OR 43 Conceptual Design Plan include projects that aim to provide these facilities along many study area roadways, including OR 43. In addition, the TSP provides standard cross sections and guidelines for installing sidewalks when redevelopment occurs. Advisory bike lanes/shoulders are also not included in the recommended enhancements because they are not an approved treatment in the MUTCD; however, as indicated above, the City could request authorization from the FHWA to test the treatment on an interim basis.

Figure 8 illustrates the location and type of recommended bicycle facility enhancements for the Neighborhood Connectivity Plan. Figure 8 also shows the location and type of bicycle facilities included in the TSP and OR 43 Conceptual Design Plan. As shown, the combination of the projects will provide continuous facilities along several major study area roadways, improving bicycle access and connectivity along the study corridor and within the focus areas.

Figure 8. Proposed Bicycle Facility Enhancements

