



# Oregon

Theodore R. Kubongoski, Governor

Department of Land Conservation and Development

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## NOTICE OF ADOPTED AMENDMENT

2/8/2010

**TO:** Subscribers to Notice of Adopted Plan  
or Land Use Regulation Amendments

**FROM:** Plan Amendment Program Specialist

**SUBJECT:** City of Woodburn Plan Amendment  
DLCD File Number 002-09

The Department of Land Conservation and Development (DLCD) received the attached notice of adoption. Due to the size of amended material submitted, a complete copy has not been attached. A Copy of the adopted plan amendment is available for review at the DLCD office in Salem and the local government office.

Appeal Procedures\*

**DLCD ACKNOWLEDGMENT or DEADLINE TO APPEAL:** Friday, February 19, 2010

This amendment was submitted to DLCD for review prior to adoption with less than the required 45-day notice. Pursuant to ORS 197.830(2)(b) only persons who participated in the local government proceedings leading to adoption of the amendment are eligible to appeal this decision to the Land Use Board of Appeals (LUBA).

If you wish to appeal, you must file a notice of intent to appeal with the Land Use Board of Appeals (LUBA) no later than 21 days from the date the decision was mailed to you by the local government. If you have questions, check with the local government to determine the appeal deadline. Copies of the notice of intent to appeal must be served upon the local government and others who received written notice of the final decision from the local government. The notice of intent to appeal must be served and filed in the form and manner prescribed by LUBA, (OAR Chapter 661, Division 10). Please call LUBA at 503-373-1265, if you have questions about appeal procedures.

**\*NOTE:** THE APPEAL DEADLINE IS BASED UPON THE DATE THE DECISION WAS MAILED BY LOCAL GOVERNMENT. A DECISION MAY HAVE BEEN MAILED TO YOU ON A DIFFERENT DATE THAT IT WAS MAILED TO DLCD. AS A RESULT, YOUR APPEAL DEADLINE MAY BE EARLIER THAN THE ABOVE DATE SPECIFIED.

**Cc:** Natalie Labossiere, City of Woodburn  
Gloria Gardiner, DLCD Urban Planning Specialist  
Steve Oulman, DLCD Regional Representative  
Angela Lazarean, DLCD Urban Planner  
Bill Holmstrom, DLCD Regional Representative

<paa> YA



FORM 2

DLCD

# Notice of Adoption

In person  electronic  mailed

HAND DELIVERED

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DEPT OF

JAN 29 2010

LAND CONSERVATION  
AND DEVELOPMENT  
For Office Use Only

This Form 2 must be mailed to DLCD within **5-Working Days after the Final Ordinance is signed** by the public Official Designated by the jurisdiction and all other requirements of ORS 197.615 and OAR 660-018-000

Jurisdiction: Woodburn Local file number: (LA 2009-01) Downtown Development Plan

Date of Adoption: January 25, 2010

Date Mailed: January 29, 2010

Was a Notice of Proposed Amendment (Form 1) mailed to DLCD? X Yes  No Date: August 27, 2009

X Comprehensive Plan Text Amendment

Comprehensive Plan Map Amendment

X Land Use Regulation Amendment

X Zoning Map Amendment

X New Land Use Regulation

X Other: TSP Amendments

Summarize the adopted amendment. Do not use technical terms. Do not write "See Attached".

**A TGM grant funded the update to the Woodburn Downtown Development Update (DDPU). Amendments including updating the Comprehensive Plan Text by emphasizing the importance of Woodburn's downtown; amending the Transportation System Plan by establishing reduced street sections for the downtown; amending the Woodburn Zoning Map – by designating the Gateway Sub District for the Commercial General zoned area immediately adjacent to the downtown; amending the Woodburn Development Ordinance to clarify specific uses allowed in the Downtown Development & Conservation (DDC) and the Commercial General (CG) zones within the Gateway Sub District. Amendments also addressed building height and architectural design guidelines for the same areas.**

Does the Adoption differ from proposal?

The original version of the DDPU included amendments to the Woodburn Development Ordinance (WDO) that made three existing businesses (contracting, machine shop & lumberyard) non-conforming uses under the proposed text. The final version eliminated those provisions and those specific uses continued to be allowed outright in the Gateway Sub District CG zone.

The original version of the DDPU established height limitations for the DDC and CG zones. The final version established that the height limits could be exceeded through the Conditional Use Process.

Plan Map Changed from: N/A

to: N/A

Zone Map Changed from: N/A

to: N/A

Location: N/A

Acres Involved: N/A

Specify Density: Previous: N/A

New: N/A

DLCD File No. 002-09 (17799) [15966]

Applicable statewide planning goals:

1 2 3 4 5 6 7 8 9 10 11 12 13 14 15 16 17 18 19  
X X      X  X  X

Was an Exception Adopted?  YES X NO

Did DLCD receive a Notice of Proposed Amendment...

45-days prior to first evidentiary hearing?

X Yes  No

If no, do the statewide planning goals apply?

Yes  No

If no, did Emergency Circumstances require immediate adoption?

Yes  No

**DLCD file No.** \_\_\_\_\_

Please list all affected State or Federal Agencies, Local Governments or Special Districts:

Local Contact: Jim Hendryx

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## ADOPTION SUBMITTAL REQUIREMENTS

**This Form 2 must be received by DLCD no later than 5 days after the ordinance has been signed by the public official designated by the jurisdiction to sign the approved ordinance(s)**  
per ORS 197.615 and OAR Chapter 660, Division 18

1. This Form 2 must be submitted by local jurisdictions only (not by applicant).
2. When submitting, please print this **Form 2** on light green paper if available.
3. Send this Form 2 and One (1) Complete Paper Copy and One (1) Electronic Digital CD (documents and maps) of the Adopted Amendment to the address in number 6:
4. **Electronic Submittals: Form 2 – Notice of Adoption will not be accepted via email or any electronic or digital format at this time.**
5. The Adopted Materials must include the final decision signed by the official designated by the jurisdiction. The Final Decision must include approved signed ordinance(s), finding(s), exhibit(s), and any map(s).
6. **DLCD Notice of Adoption must be submitted in One (1) Complete Paper Copy and One (1) Electronic Digital CD via United States Postal Service, Common Carrier or Hand Carried to the DLCD Salem Office and stamped with the incoming date stamp.** (for submittal instructions, also see # 5)] **MAIL the PAPER COPY and CD of the Adopted Amendment to:**

**ATTENTION: PLAN AMENDMENT SPECIALIST  
DEPARTMENT OF LAND CONSERVATION AND DEVELOPMENT  
635 CAPITOL STREET NE, SUITE 150  
SALEM, OREGON 97301-2540**

**COUNCIL BILL NO. 2809**

**ORDINANCE NO. 2463**

**AN ORDINANCE ADOPTING THE DOWNTOWN DEVELOPMENT PLAN UPDATE, AMENDING THE WOODBURN COMPREHENSIVE PLAN, WOODBURN TRANSPORTATION SYSTEM PLAN, WOODBURN ZONING MAP, AND THE WOODBURN DEVELOPMENT ORDINANCE**

**WHEREAS**, the City received a grant from the Oregon Transportation and Growth Management Program to help fund an update of the 1998 Downtown Development Plan; and

**WHEREAS**, on August 31, 2009, the Planning Commission participated in a joint workshop with the City Council; and

**WHEREAS**, on September 24, 2009, the Planning Commission conducted a public hearing and considered the written and oral testimony presented by staff and other interested persons, and recommended that the City Council deny Legislative Amendment 2009-01; and

**WHEREAS**, on October 12, 2009, the City Council referred the matter back to the Planning Commission for further consideration; and

**WHEREAS**, the Planning Commission conducted three workshop meetings, thoroughly reviewed the Downtown Development Plan, and provided direction to revise the proposed Downtown Development Plan Update; and

**WHEREAS**, on December 10, 2009, the Planning Commission conducted a second public hearing on the revised Downtown Development Plan Update, and considered the written and oral testimony presented by staff and other interested persons; and

**WHEREAS**, the Planning Commission found that the Downtown Development Plan met applicable statewide planning goals and guidelines, and was consistent with Woodburn's Comprehensive Plan, and moved to recommend that the City Council approve the proposed amendments to the Comprehensive Plan Map and Text, Woodburn Development Ordinance, and the Transportation Systems Plan; and

**WHEREAS**, on January 11, 2010, the City Council conducted a public hearing on the revised Downtown Development Plan Update, and considered the

Planning Commission's recommendation, written and oral testimony presented by the public, interested persons, and staff; and

**WHEREAS**, the City Council, based upon the testimony and the findings presented in the staff report, unanimously approved the Downtown Development Plan with a request to amend the proposed building height standards; and directed staff to return with the necessary amendments to the Woodburn Comprehensive Plan, Woodburn Transportation System Plan, Woodburn Development Ordinance, and Woodburn Zoning Map to implement Council's action; **NOW, THEREFORE**,

**THE CITY OF WOODBURN ORDAINS AS FOLLOWS:**

**Section 1.** That the Woodburn Downtown Development Plan Update, which is attached hereto as Exhibit "A" and incorporated herein is hereby adopted.

**Section 2.** That the Woodburn Comprehensive Plan is hereby amended to include the Comprehensive Plan Text Amendments, which are attached hereto as Exhibit "B" and incorporated herein.

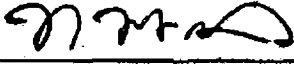
**Section 3.** That the Woodburn Transportation System Plan – Street Design Standards (Figure 7-2) and Woodburn Development Ordinance (Figure 6.6) are hereby amended to include the Transportation Plan Amendments which is attached hereto as Exhibit "C" and incorporated herein.

**Section 4.** That the Woodburn Zoning Map is hereby amended by the Gateway Zoning Map Amendment which is attached hereto as Exhibit "D" and incorporated herein.

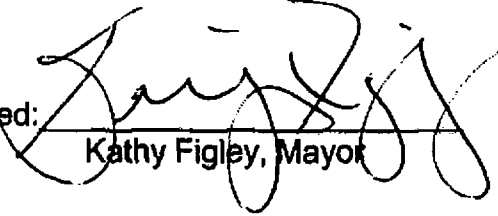
**Section 5.** That the Woodburn Development Ordinance is hereby amended by the Woodburn Development Ordinance Amendments which are attached hereto as Exhibit "E" and incorporated herein.

**Section 6.** That the maximum building height allowed without Conditional Use approval for the Downtown Development and Conservation (DDC) and the Commercial General (CG) zones is hereby amended by the Woodburn Maximum Building Height Designations, which is attached hereto as Exhibit "F" and incorporated herein.

**Section 7.** That the decisions made by the City Council herein are consistent with the applicable Statewide Planning Goals and are justified and explained by the Staff Report attached hereto as Exhibit "G" which the City Council adopts as Legislative Findings.

Approved as to form:   
N. Robert Shields, City Attorney

1-27-2010  
Date

Approved:   
Kathy Figley, Mayor

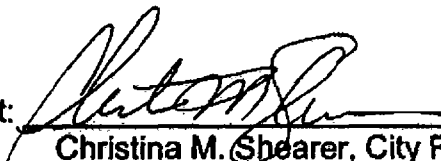
1-27-10  
Date

Passed by the Council  
Submitted to the Mayor

January 25, 2010  
January 26, 2010

Filed with the Office of the Recorder

1/27/10

Attest:   
Christina M. Shearer, City Recorder  
City of Woodburn, Oregon

Woodburn Downtown Development Plan Update  
City of Woodburn, Oregon



## Acknowledgements

### Woodburn Downtown Development Plan Update Draft Plan

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This project is partially funded by a grant from the Transportation and Growth Management Program (TGM), a joint program of the Oregon Department of Transportation and the Oregon Department of Land Conservation and Development. This TGM grant is financed, in part, by the Safe, Accountable, Flexible, Efficient, Transportation Equity Act: A Legacy for Users (SAFETEA-LU), local government, and the State of Oregon funds. The contents of this document do not necessarily reflect views or policies of the State of Oregon.





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## Executive Summary

The City of Woodburn received a grant from the Oregon Transportation and Growth Management Program to help fund an update of the 1998 Downtown Development Plan. The plan area consists primarily of properties within the Urban Renewal Area (URA), while recognizing the importance of the historic Settlemier neighborhood to the future of downtown. These properties feature a mix of development and architectural styles, including historic buildings and the historic neighborhood, commercial and industrial buildings, and a small cluster of civic uses. The plan area also includes important transportation facilities including the Union Pacific Railroad, providing both freight and Amtrak service, and North Front Street, South Front Street, and Young Street, which serve as gateways to downtown from Highways 214 and 99E. The elements of the Woodburn Downtown Development Plan Update are as follows:

**Land Use and Regulatory Amendments** — these amendments include Comprehensive Plan policies, zoning, and development standards. In order to implement the Downtown Development Plan, amendments are necessary to the Comprehensive Plan and Woodburn Development Ordinance. Approval of these amendments will be through a process involving public review, work sessions, and public hearings by the Planning Commission and the City Council.

**Transportation Improvements** — conceptual plans for streetscape and pedestrian/bike circulation improvements. The Downtown Development Plan includes revisions to the Transportation System Plan (TSP) illustrating streetscape improvements.

**Urban Renewal — Strategic Business Development Plan and the Implementation Plan** establishes objectives and prioritized actions for the Urban Renewal Agency (URA). Primary responsibilities for carrying out these actions will rest with the URA, the Chamber of Commerce, and the Downtown Business Association. Private development interests will also have a role in achieving the objectives of the Strategic Business Development Plan.

**Development Studies** — these are potential redevelopment scenarios within the project area. These redevelopment studies are conceptual illustrations of development that could occur given the proposed changes to the Comprehensive Plan and Woodburn Development Ordinance. The plans for redevelopment of any property in downtown will be prepared and reviewed at that time. Future development applications will not be bound by the conceptual studies of this plan.

### Plan Subareas

The plan area was divided into five subareas in order to understand unique characteristics, key attractions, transportation, and parking issues to be addressed. The subarea approach also helped to identify complementary revitalization opportunities. The subareas are:

**Old Town and Settlemier Historic Neighborhood** — Old Town is bounded by Oak and Harrison Streets and by Front to mid-block between Second and Third Streets. The Settlemier neighborhood continues east to Settlemier Avenue.

**Gateway District** — the subarea is located between Front Street on the west and Mill Creek on the east.

**South Front Street Corridor** — the subarea is a narrow corridor along Front Street connecting downtown to South Settlemier Avenue.

**North Front Street Corridor** — the narrow corridor includes recent street improvements to Front Street as the primary transportation improvement connecting Old Town to Highway 214.

**Young Street Corridor** — bounded by Mill Creek and Highway 99E.

### Vision and Goals

The Woodburn Downtown Development Plan Update is built on a previous vision from the Downtown Development Plan of 1998. This plan further refines the broad goals and objectives of the 1998 plan through more specific and detailed study of land use, transportation, and the potential for future development. It also provides more detailed priorities and strategic business actions. Both plans share the vision of a thriving, safe, and vital center for the community. Positive changes in Old Town

and in the newly-defined Gateway Subarea are critical to regaining momentum for achieving that vision. In order to provide guidance, the plan established three fundamental goals:

- Enhance Old Town and the Settlemier neighborhood as a “Healthy Heart” for Downtown
- Create a “Complete Downtown” with new development in the Gateway Subarea
- Sustain a Successful Business Community

The goals are interrelated. Success in reaching one goal will “set the stage” for meeting the other goals. Each one will have multiple benefits for improving the appeal of downtown as a good place to work, shop, walk around, and have a business. Focusing on only one or two of the goals will fail to realize the full potential for downtown revitalization.

### Land Use Regulatory Amendments

As part of the Downtown Development Plan Update, Comprehensive Plan policies were added and revisions made to two existing zoning districts — Downtown Development and Conservation (DDC) and Commercial General (CG). Zoning revisions strengthen the architectural design guidelines and standards for Old Town and allow housing to be developed. These updates will also help create a “complete downtown” over time, with new land uses and buildings on the east side of Front Street. The goal of a “complete downtown” is to create a balance between retail, employment, and housing in downtown. They are complementary uses and important to a vibrant and appealing downtown.

### Transportation Improvements

Ensuring a balanced multi-modal infrastructure is an essential component to a vibrant downtown. A framework plan for transportation improvements was developed. The framework plan focuses on pedestrian improvements, streetscape enhancements, and parking improvements for Old Town. Concerns about the availability of on-street parking in Old Town were frequently voiced during community outreach. Parking improvements might include the conversion of existing two-way streets to one-way streets with angled parking. Angled parking would improve awareness of available downtown parking with easy access. Selection of any specific streets for conversion to one-way will

be considered outside of this plan and subject to a separate public discussion and approval process.

### Development Studies

Opportunity sites within the project area were selected for conceptual study of their redevelopment potential. The sites were reviewed and approved by the Stakeholder Working Group (SWG). They are properties for which there are no property owners or city plans for redevelopment. Redevelopment of any property in downtown would require financial and real estate market conditions favorable to private investment and a willing property owner (public or private) interested in redeveloping or selling the property. However, each of the sites considered could be a catalyst project in meeting the fundamental goals of the Woodburn Downtown Development Plan Update.

The concepts illustrate possible development scenarios consistent with the Woodburn Development Ordinance changes. They emphasize mixed use development as one strategy that might help achieve a retail/housing balance by increasing the opportunities for downtown living, as well as opportunities for greater business diversity. Three of the sites, which are owned by the City of Woodburn, provide an opportunity for the City to consider the advantages of being a partner in redevelopment. Those advantages include selecting development teams, helping to define the development program and offering incentives based on how well the proposed development program supports City goals.

### Strategic Business Development Plan

A successful business district will have a balance and mix of uses, which include retail shopping, professional and government services, entertainment, restaurants, and housing. The Strategic Business Development Plan analyzes market opportunities and constraints for downtown Woodburn. It suggests ways to leverage increased private investment and to overcome barriers to economic development. The strategic plan details specific actions to guide the City of Woodburn with public and private actions for business development. It builds on meetings with City staff, Stakeholder interviews, site visits, tours of the area, feedback from open houses, and other relevant research.

## Housing Strategy

Housing is an integral component in meeting the three fundamental goals of the Woodburn Downtown Development Plan Update. Increasing the number of people living downtown will contribute to the overall health and vitality of downtown. Residential uses provide a more active pedestrian environment and can increase feelings of personal safety through “eyes on the street” well beyond typical business hours. The Housing Strategy includes an overview of urban housing trends and a housing demand forecast for new housing units in downtown during the next 20 years. It also identifies specific strategies to encourage housing development.

## Implementation Plan

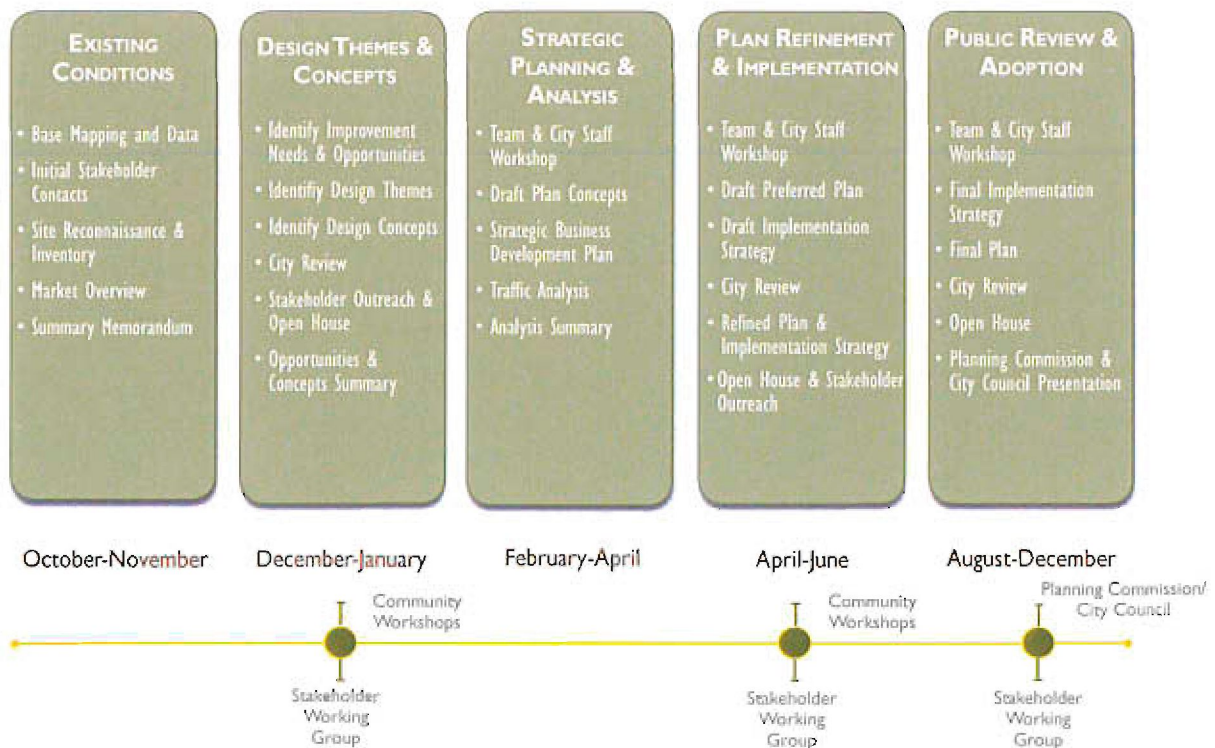
The Implementation Plan identifies the key actions to achieve the vision and goals for downtown Woodburn. The actions are prioritized and phased over time, spreading the work into feasible levels of effort and combined strategically to maximize the opportunities

for one project to leverage the investment of another. The actions and investments have been selected to support existing businesses; facilitate the development of new housing, retail, and employment and to complete public projects to improve the overall transportation and pedestrian environment. A very important action to be taken is the adoption of the Woodburn Downtown Development Plan Update including the zoning revisions and the additional Comprehensive Plan policies. Taken together, these measures will enhance an already appealing downtown.

## Community Outreach

Community outreach has been a key element of the planning process. Participants helped identify the best qualities of downtown, needed improvements and an overall vision for the next 20 years of downtown changes. Historic character and traditional buildings, restaurants, plaza, and Chemeketa Community College were frequently noted as positive features. Another positive feature is the current business community in

## Woodburn Downtown Development Plan Update



Old Town. Many participants also hoped for a future with more diverse business interests, especially businesses that may be a regional attractor. Sidewalk repair, better street lighting, and additional parking were some of the improvements frequently supported. The outreach effort included:

- Community workshops
- Stakeholder interviews
- Stakeholder Working Group (SWG)
- Updates for City Council
- Updates for Planning Commission
- Neighborhood Meetings

The SWG was an especially valuable resource for the planning process. They met multiple times with the consultant team to help set the right themes and long-term vision for downtown, discuss potential changes to current zoning to help achieve the vision, and review the catalyst opportunity sites for redevelopment and the concepts developed for each site.

## Next Steps

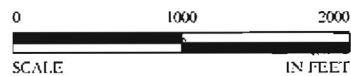
The 1998 Downtown Development Plan was a “road map for change.” Updating the plan is an opportunity to assess what has been accomplished over the past ten years and what has changed in the community. This plan builds on the earlier vision, but refined some of the goals. New opportunities were identified and more detailed concepts and implementation strategies have been provided.

Adoption of this updated plan and its implementing ordinances and policies is the immediate next step. Beyond that, conditions will always change and future updates to the plan are likely to occur. Updates to the regulatory and policy context for land uses and transportation system for downtown will be reviewed and approved through the Planning Commission and City Council. Updates to the Strategic Business Plan will be lead by the Urban Renewal Agency. In all cases, there should be a robust and open public discussion surrounding any continuing assessment of the plan.



# City of Woodburn

## Downtown Development Plan Update



### Downtown Plan Subareas

- Creek
- Wetland
- 100 Year Floodplain
- Potential Gateway Treatments
- Woodburn Downtown Plan Subareas
- A Old Town
- B Gateway District
- C South Front Street Corridor
- D North Front Street Corridor
- E Young Street Corridor



Figure 1

## Introduction

Downtown Woodburn is the original townsite for the community, with a street grid oriented toward Union Pacific Rail line. The railroad was the primary transportation route through the City at the time of its development. Over the years, Highway 99E, Interstate 5, and Highway 214 caused a significant amount of traffic to bypass the area causing business and vitality to decline. Nevertheless, Woodburn has retained much of the downtown's character, building stock, and public facilities, which provides a great foundation for revitalization.

The Downtown Development Plan area consists of properties that are generally within the URA, including a historic Old Town. The properties within the plan area feature a mix of development and architectural styles, including historic buildings, commercial and industrial buildings, and a small cluster of civic uses, including the library, post office, public works facilities, and urban plaza. The water tower is an iconic landmark. There are also small amounts of residential and religious use. Most commercial uses are casual dining restaurants and clothing stores. Key attractors in the area include the Settlemier Park, the recently constructed Old Town plaza between Front Street and First Street, and Chemeketa Community College.

The plan area also includes important transportation facilities including the Union Pacific Railroad, providing both freight and Amtrak service, and North Front Street, South Front Street, and Young Street, which serve as gateways to downtown. These gateway streets provide direct connections to Old Town for regional travelers on Highways 214 and 99E.

## Plan Subareas

The plan area was divided into five subareas (Figure 1). Focusing on smaller subareas allowed analysis of unique land use characteristics, key attractions, transportation, and parking issues to be addressed through the planning effort. Analysis at the subarea level also helped to identify complementary revitalization objectives that are consistent with an overall downtown vision.

**Old Town (Subarea A)**—Old Town is bounded by Oak and Harrison Streets and by Front Street to mid-block between Second and Third Streets. The historic neighborhood extends east to Settlemier Avenue. The

subarea features an eclectic mix of development and architectural styles, including historic buildings and residences, commercial and industrial buildings, and a small cluster of civic uses. Key attractors in the area include the parks and plazas. The current downtown businesses are small and most are Latino owned and operated. The neighborhood at the west edge of downtown is primarily single-family residences, including some of Woodburn's oldest and most historically significant homes along Settlemier Avenue.



Front Street Retail

**Gateway District (Subarea B)**—The subarea is bounded by the rail line on the west and Mill Creek on the east. It is essentially “the other side of tracks” in the downtown context. Existing land uses include Chemeketa Community College, a number of industrial employers, and religious institutions. Many of the properties have a low value ratio for improvements to land values and could see significant redevelopment over a twenty-year timeframe.



Chemeketa Community College

**South Front Street Corridor (Subarea C)**—This is a narrow corridor within the project area, connecting downtown to South Settlement Avenue. Sidewalk and surfacing improvements to Front Street have been completed by the City. The improvements created a new and welcoming look for downtown, enhancing the street as “front door” for the existing businesses. Land uses for the corridor are primarily low density residential with low value ratios for improvement to land values. These uses are outside the boundaries of the Urban Renewal District and were not considered to be good redevelopment opportunities.

**North Front Street Corridor (Subarea D)**—North Front Street is a similarly narrow corridor with planned improvements to Front Street as the primary transportation improvement connecting Old Town to Highway 214. Abutting land uses are residential and industrial with a mixed improvement value to land value ratios. The west side of the corridor is within the Urban Renewal District and could see redevelopment over a 20-year period. Where the subarea abuts Old Town there is potential for new residential and mixed-use infill. Properties to the north are more likely to see continued commercial industrial and manufacturing uses.

**Young Street Corridor (Subarea E)**—The Young Street Corridor can be a significant gateway into the downtown area from Highway 99E. Improving its function for cars, bikes and pedestrians, and enhancing its visual appeal will support the overall strategy of drawing the attention of regional travelers toward downtown Woodburn.



Highway 99E and Young Street Intersection

## Vision

The vision for downtown Woodburn is to be the thriving, safe, and vital center of the community. It projects a positive image of prosperity and progress. Improvements and new development should respect and contribute to the historic character of the City. A vibrant hub of activity, a large number of permanent residents living in downtown, and a wide variety of active and unique businesses serve the community and visitors. Business, government, and employment uses are linked to residential neighborhoods, educational facilities, recreation, and entertainment opportunities. While downtown is easily accessible via a local street network and public transportation, circulation is controlled to provide a safe and inviting pedestrian and bicycle environment. Downtown Woodburn is a place of gathering and enjoyment and a source of pride in the community.

Achieving that vision will require positive changes over time. The change begins by building on what is good today. Downtown Woodburn has a number of assets that can be built on to increase businesses and employment appeal, and to create more regional awareness of what can be found in the project area. The greatest assets include:

**Historic Character**—waiting to be “rediscovered” and complemented through future development and design themes.

**Urban Plaza**—the Urban Plaza is the most prominent and visible public open space in Downtown Woodburn. It has become a popular gathering place for the Hispanic/Latino community.

**A Civic Center**—a “close-in” location for key downtown-supportive Civic and Service Facilities. These include City Hall, the Public Library, the Aquatic Center, the World’s Berry Museum, the Post Office, and Chemeketa Community College.

**Residential Neighborhoods**—neighborhoods offer pleasant, livable, and historical residential living. There are cozy streets with full and mature shade tree cover. Residents live within a short walking distance of downtown retailers.



## Goals

The Woodburn Downtown Development Plan Update established three primary goals. The goals are interdependent. Success in reaching each goal will contribute to successfully meeting the other goals.

### Enhance Old Town as a “Healthy Heart” for Downtown

Old Town, along with the Settlemier neighborhood, will provide complementary opportunities to live, work, shop, and play in a clean, safe and attractive environment. It is an environment rich in historic assets, walkable streets, and the traditions to build on as a future for downtown. Primary plan elements supporting this goal include:



The plaza

**Zoning and Comprehensive Plan Updates to Preserve Historic Character**—updates set building height limitations and provide stronger architectural design guidelines and standards for Old Town. An attractive traditional character will be a positive factor in attracting new business investment and new residents seeking a downtown living experience.

**Zoning and Comprehensive Plan Updates for Housing Choices**—a broader range of housing choices can now be provided, including mixed-use development typical of downtown and Main Street environments. More residents will provide vital qualities for a thriving downtown. They engage in positive activities exactly matching the goal of creating a good place to live, work, shop and play. They also provide “eyes on the street,” which increases the overall sense of safety.

**Development Studies**—conceptual studies and development programs focus on opportunities to

provide new shopping or professional services space, new residences, and an event center for the community. They also suggest opportunities for the City to play a strong partnership role with private investment, offering guidance and incentives to bring the desired development into Old Town.

**Concepts for Street Improvements**—design concepts illustrate visual and functional improvements for downtown streets. The improvements will enhance the pedestrian and business environment. Street improvements also represent a public investment that can encourage private investment.

**Other Supportive Elements**—Housing Strategy and Strategic Business Development Plan.

### Create a Complete Downtown with new Development in the Gateway Subarea

Encourage new development east of Front Street that is complementary to the retail, housing, and streetscape environment of Old Town. Plan elements supporting this goal include:



The Withers Lumberyard

**Zoning and Comprehensive Plan Updates to Encourage Mixed-Use**—updates allow for mixed-use redevelopment under favorable market conditions and with interested property owners. A broader range of housing choice and higher densities can be integrated with new employment or commercial uses. Each of these uses will provide new customers and a complementary business synergy for the shops and businesses of Old Town.

**Development Studies**—conceptual development studies illustrate the opportunity for multiple properties to redevelop over time as allowed in the zoning revisions. They also illustrate a fundamental

principle of the Strategic Business Development Plan, which is to allow more residential development as an infill use. Mixed-use redevelopment will also focus market energy at locations most beneficial to the existing businesses and services in Old Town.

**Concepts for Street Improvements**—Young is an important corridor into downtown and will need to be complementary to both Old Town and to future mixed-use development in the Gateway Subarea. Design concepts illustrate visual and functional improvements.

**Other Supportive Elements**—Housing Strategy and Strategic Business Development Plan.

### Sustain a Successful Business Community

Combine public and private efforts to achieve a balanced mix of uses that include shopping, entertainment, restaurants, professional and government services, and housing. Plan elements supporting this goal include:

**Strategic Business Development Plan**—the business plan addresses market opportunities and constraints for downtown. Opportunities that support the overall vision or the other goals can be leveraged, often focused public actions, to increase private investment. The plan concludes with specific actions to guide public and private efforts.

**Housing Strategy**—housing is an integral component of the goals for Old Town and for the complete downtown. Housing trends and the potential 20-year absorption rate for new housing (rental and for sale) in downtown were analyzed. The analysis concludes with strategies to increase the “capture rate” in order to bolster the residential component of downtown.

**Other Supportive Elements**—physical planning concepts (such as new development, streetscape enhancement, and parking) will help sustain and improve the business district and attract new residents. Downtown is a good business address and a good place to live. Zoning revisions and policies added to the Comprehensive Plan will support key actions of the Strategic Business Plan and the Housing Strategy.

### Have an Implementation Plan

An implementation plan is essential to the transformation of downtown Woodburn. The plan

embraces the vision and goals, establishes specific actions to be taken, identifies catalyst projects, and provides implementing measures to make it happen. Immediate priority actions to get momentum underway are identified. There are also three categories of catalyst projects and actions for transportation improvements, redevelopment opportunities and land use, and regulatory adjustments. The plan concludes with an evaluation of various financing strategies for public projects and actions.

### Engage the Community

The Woodburn Downtown Development Plan Update is not the only opportunity to engage the public and key stakeholders. A continuing community dialogue needs to be structured. There will be a diversity of opinions. The dialogue should identify the key actors, their interests, and how best to engage them in a constructive and non-confrontational atmosphere. Sometimes they will “come to you” in the context of public meetings and open houses. Other times the City must find ways to “take the dialogue to them” through their common cultural, religious, or business interests.

### Community Outreach

Community outreach has been a key element of the Downtown Development Plan Update process. The outreach effort included:

- Community workshops
- Stakeholder interviews
- Stakeholder Working Group (SWG)
- Updates for City Council
- Updates for Planning Commission
- Neighborhood meetings

Participants in the community workshops were asked to help identify what they liked best about downtown and to suggest key design and development themes that would make it a better place. Historic character and traditional buildings, the restaurants, the plaza, and Chemeketa Community College were frequently noted as positive features. Sidewalk repair, better street lighting, and more parking were the improvements most asked for.

Interviews were conducted with four groups of key stakeholders. The interviews affirmed the same positive downtown features that were identified by the



Community Workshop

public. There was also an appreciation of the existing business community and a desire to see both private and public investment in maintaining and expanding it. Investment coupled with better marketing should give more people “a reason to come downtown.” Most of the stakeholders agreed that additional housing opportunities in downtown would help create a good pedestrian and business environment.

The SWG provided on-going review and input for all elements of the plan. Their review focused on setting the right themes and long-term vision for downtown development, potential changes to zoning to help achieve the vision, and the selection of opportunity sites to study and illustrate redevelopment potential in downtown.

### Previous Downtown Development Plan

The initial Downtown Development Plan was

completed in 1998. It also envisioned downtown as a thriving, safe, and vital center of the community, projecting a positive image of prosperity and progress. It recognized that downtown includes the residential neighborhood and that both contribute to the quality of life in downtown. It encouraged multicultural social interaction of active and unique businesses to serve the community and visitors.

Major projects and actions of the 1998 Development Plan have been achieved. Chemeketa Community College has opened. The concept of a public market in place of a City parking lot came to fruition with the construction of the Plaza. Other projects wait to be implemented but remain as viable projects for revitalizing downtown. The primary project to complete is The Mayor’s Alley concept. The concept will improve the existing alley between Front Street and First Street. Improvements envisioned in the 1998 plan included paving, lighting, landscaping, and trash enclosures. Businesses are still encouraged to open entrances onto the alley and to utilize it as outdoor seating or eating space.

The Downtown Development Plan Update embraces the 1998 vision and celebrates the completion of actions and projects from that plan. The plan update has added the concept of the “complete downtown” that will extend mixed-use development across the railroad tracks. The plan update also emphasizes the importance of providing for more housing and housing choices as part of a complete downtown. Zoning revisions have been made to support mixed-use development and expanding the housing choices.

## Development Studies

### Identifying the Opportunities

Through analysis and review of the existing conditions, needs and opportunities for the downtown area were identified. Key needs and opportunities were addressed as concept plans, zoning code updates, and strategic action plans as part of the Woodburn Downtown Development Plan.

### Land Use and Redevelopment Opportunities

**Historic Character**—downtown Woodburn possesses an historic building stock. Updates to the Downtown Development and Conservation zone will regulate building height, increase housing choices, and preserve architectural and historic character.

**The Plaza**—located in the heart of Old Town, on First Street, between Grant and Hayes Streets, the Plaza is the most visible public open space in Downtown Woodburn. Visibility and public prominence can be enhanced by development of a special streetscape design for the surrounding streets.

**Association Building**—this City-owned building on Front Street and the Plaza is currently vacant. Finding a use and/or tenants supportive of a vital downtown is a top priority action item in the Strategic Business Development Plan. It is one of the five key Opportunity Sites identified in the plan. Options for building use are included in the plan.

**City of Woodburn Public Works**—located on the corner of Garfield and First Streets, this is an example of a city-owned property that could be redeveloped to a more active commercial or mixed-use. This plan contains a concept plan for that redevelopment.

**Underutilized Site at Front Street and Cleveland Street**—this full block site is partially owned by the City. Assuming full ownership in the future, a redevelopment program for senior housing is included in the plan.

**Mixed-use Center**—vacant and underutilized commercial and industrial-zoned property on the east side of the railroad tracks, adjacent to the Chemeketa Community College campus, could be transformed into a use complementary to Old Town. This transformation would be consistent with the project goal of a complete downtown. This plan includes a new zoning subdistrict to support the goal of mixed-

use across the tracks and provides concept plans for possible redevelopment scenarios.

**Pedestrian-Friendly Environment**—with a compact and easy-to-navigate street grid, short blocks, and slow traffic, Downtown Woodburn offers an attractive pedestrian environment. The plan provides streetscape plans, transportation improvements, and land use changes to enhance the pedestrian environment.

**Vitality of Front Street as a Primary Retail Street**—retail development along Front Street is restricted to one side of the street due to the presence of the railroad and incompatible industrial uses on the opposite side of the street. The plan addresses this issue through zoning changes and concept plans developed to illustrate the idea of a complete downtown that reaches across the rail line.

**Lack of Comprehensive Downtown Marketing Strategy**—there is no organized marketing plan or strategy in place for downtown Woodburn that capitalizes on notable strengths. The Strategic Business Development Plan addresses that need.

### Multi-modal Transportation Opportunities

**Redevelop the Young Street Corridor**—The Young Street Corridor can be a major gateway approach to the downtown area from Highway 99E. Streetscape improvement plans and redevelopment concepts were developed to illustrate that opportunity.

**Develop the Mill Creek Greenway**—the greenway could provide an opportunity for an off-street travel corridor for pedestrians and bicyclists. The City has already initiated a plan for a greenway trail. Streetscape improvements for Young Street should provide a safe crossing and connection point for the trail.

**Strengthen First Street as a Downtown Retail Street**—the plan includes a mixed-use residential redevelopment concept plan, along with concepts for significant streetscape improvements. The streetscape improvements can be linked to other Old Town street improvements currently identified in the CIP. Other opportunities to strengthen First Street include retaining existing businesses; diversify the business mix, improving on-street parking, and a functional restoration of the historic movie theater.

### Opportunity Sites for Revitalization

Five opportunity sites were selected for a more detailed redevelopment study (Figure 2). Each site could be a

catalyst project in achieving the vision of a complete downtown with complementary uses on each side of Front Street. The redevelopment studies also illustrate changes in land uses and building types that would be possible with zoning changes to the Downtown Development and Conservation zone, and the creation of a new Gateway Subdistrict were implemented.

### First Street Mixed-use Development Study

The plan covers the half-block bounded by Arthur Street, First Street, and Garfield Street and utilizes the existing alley (Figures 3-4). The study assumes replacement of the current Public Works Annex



Public Works Annex Building redevelopment opportunity

Building and two small businesses fronting onto First and Garfield Streets. The concept illustrates the potential for three-story, mixed-use redevelopment with ground floor retail or office space. Fifteen apartments are accommodated on the upper two floors. New shops and apartments along First and Garfield Streets would place new architectural features directly across from the Plaza. Unlike the Public Works offices, which provide “eyes on the street” for limited hours and days of the week, a mixed-use development would provide new eyes on the street for longer periods of time. Streets and public spaces watched by neighbors are safer places.

### Gateway District Development Study

A multi-block, mixed redevelopment plan was developed for the Gateway District subarea (Figures 5-6). The plan illustrates redevelopment potential with changes to current zoning to support higher density housing and mixed-use development. Mixed-use with a strong housing component addresses the vision of a complete downtown reaching across the railroad



Light industrial redevelopment opportunity

tracks. The conceptual uses illustrated are three-story commercial and office buildings, mixed-use apartment buildings with opportunities for small shop retail, and townhomes. The variety of housing choices and increased density are key elements of the zoning revisions for the Gateway District.

### Association Building—Adaptive Reuse Study

The City of Woodburn owns the Association Building, a two-story structure with entrances onto both the Public Plaza and Front Street. It has been vacant for a number of years, creating a void of activity at a key location in Old Town. Redevelopment of this building will bring active uses to Old Town and send a strong positive message to the community that concrete action is being taken to revitalize and invest in Downtown.

#### Preferred Development Option

##### *Public or Privately-Operated Events Center*

The Association Building is a unique building that presents both opportunities and challenges for various



Association Building adaptive reuse potential

uses. While housing and employment uses are desired in Old Town, the building has no onsite parking, which would make leasing or selling it for housing or office space challenging. Further, the second floor will require extraordinary construction costs for an elevator and other elements, which would likely not be cost effective given the small size. However, given its location directly on the Plaza, use as an events center would bring active uses to Old Town at various times of the day, week, and year. Events could include wedding receptions, conferences, quinceañeras, private parties, and public meetings. The Association Building will require several structural improvements to be able to be utilized as an events space. A detailed financial analysis and feasibility study will be needed to confirm the costs and next steps for implementation.

#### Alternative Development Options

An alternative to using the Association Building for an events center would be to lease or sell it for a destination restaurant, such as a brewpub. Such a use would likely be able to utilize both levels (either for seating, office, or brewing) and would serve as an anchor for Downtown, bringing people back on a regular basis. Parking would be a challenge. Ample nearby parking would need to be identified for a large restaurant to be feasible.

If the building were sold outright to a private investor for restaurant use, it would be possible to use the upper floor lofts for housing or live/work spaces. That would be an ideal downtown use but will be a market-driven decision by the private development interest. Since the Downtown Development and Conservation zone does not require parking for housing units, the conversion of the upper floor to loft spaces could be the least challenging from the perspective of parking. The cost to construct the second floor lofts, access to the lofts, achievable rents, and the market-for-loft living will be the challenging and determining factors for residential uses.

#### Parking

As noted, there is no onsite parking at the Association Building. This is less likely to be a deterrent for an events center than it would be for restaurant, office, or housing uses. However, for convenience and for the general management of Old Town, adequate parking to serve anticipated uses, including on-street parking, will need to be identified. Design concepts for Grant Street and Hayes Street would increase available on-

street parking and were developed as part of this plan. Lighting and landscaping improvements to the public parking lot located behind the Post Office are also needed, along with clearer parking lot signage.

#### City Role in the Partnership

As the building is currently owned by the City of Woodburn, the City will be in charge of implementation. Once improvements are made and the building is ready for occupancy, there are two options for operations: 1) City as operator, managing the property on a day-to-day basis and managing the scheduling and renting of the space; or 2) entering into a management contract with a management company, which would be responsible for all day-to-day issues. Further financial analysis will be necessary to determine the costs and benefits of each option and whether an ongoing subsidy will be required by the City to sustain operations.

#### The Oak Street to Cleveland Street Block— Joint Development Study

The City of Woodburn owns approximately half of the Old Town block bounded by Oak and Cleveland Streets and by First Street and Second Street. Assuming the City acquires full-block ownership, the following development program should be pursued as joint public/private partnership.

#### Site Area

Utilize the full block for approximately 36,000 square feet of development site.

#### Preferred Development Option

##### *Independent Senior Housing over Retail/Office Space*

Construct two or more three-floor buildings with primary entrances on at least three street frontages for



City acquisition and redevelopment potential

the block. Target 50 percent of the total ground floor as leasable retail or professional office space. Include a lobby space and supporting community rooms for the housing on the ground floor. The upper two floors will likely yield 34 to 38 apartments. The suggested mix is 80 percent one-bedroom units and 20 percent two-bedroom units.

### Parking

The Downtown Development Code (DDC) has no parking requirements for new development. The suggested onsite parking space to unit ratios is from 0.5 to 1 to 0.75 to 1 for this development program. This parking ratio can be achieved by a combination of rear “tuck under” parking at street level (beneath the one-half of the second floor of the structure), as well as a surface parking area behind the building(s).

### City Role in the Partnership

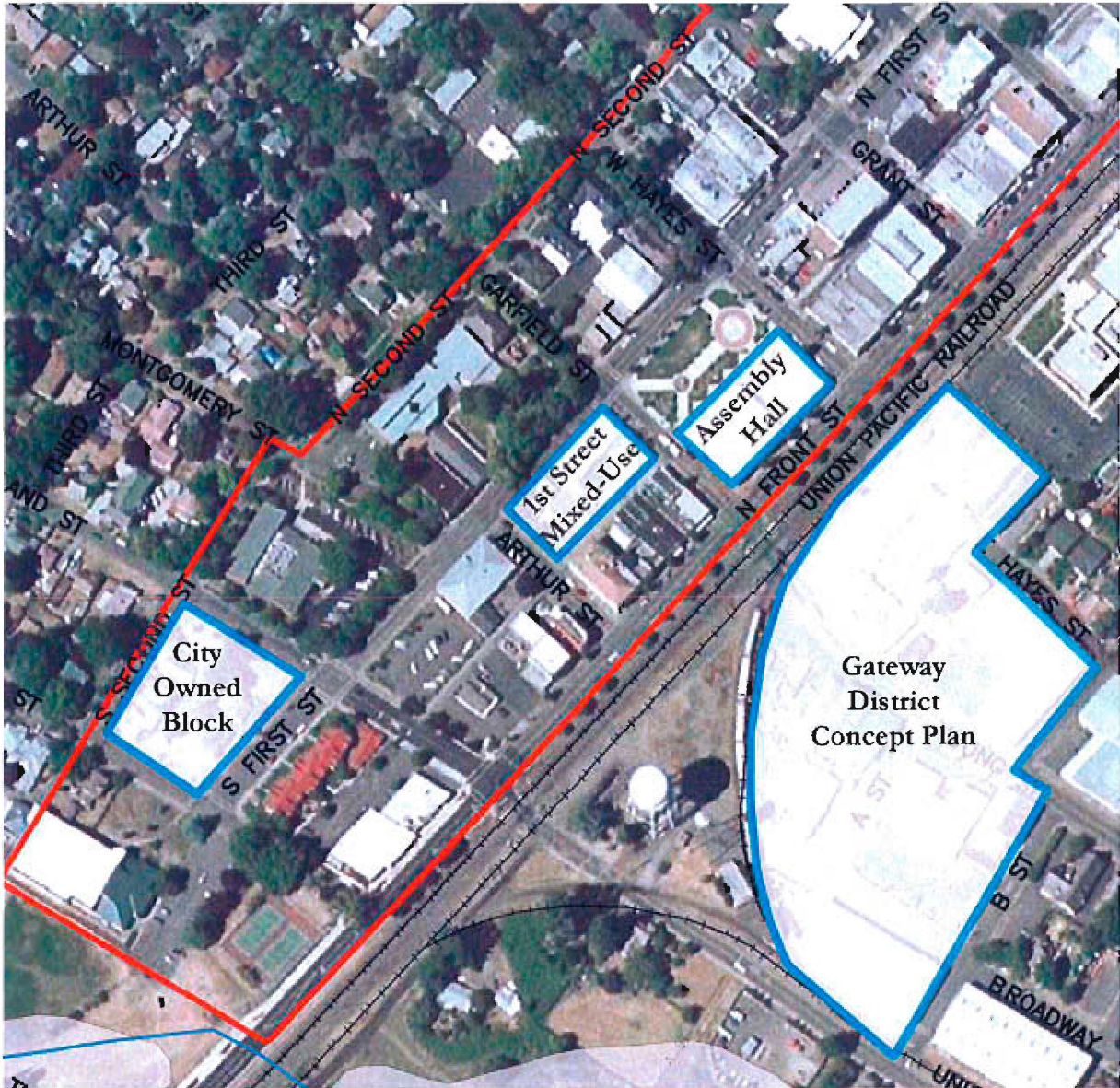
The City should acquire the remaining privately held tax lots and prepare a Request for Proposals for a development team. Suggested evaluation criteria for development teams are preliminary development programs, financial capacity, past experience with similar projects, and specifying what the development team would expect of the City. Once a development team is selected, a Memorandum of Understanding (MOU) can be reached regarding the terms of the partnership. The MOU may also require early conceptual development plans and a preliminary development proforma. The City may then offer incentives, such as write down of land costs, reducing SDC or other permitting fees, or offering a streamlined review process. The degree to which those incentives are offered can be based on how closely the development plan matches the City’s vision for the site and for downtown.



Typical Downtown Mixed-Use



Typical Downtown Marketplace



# City of Woodburn

## Downtown Development Plan Update

## Opportunity Sites



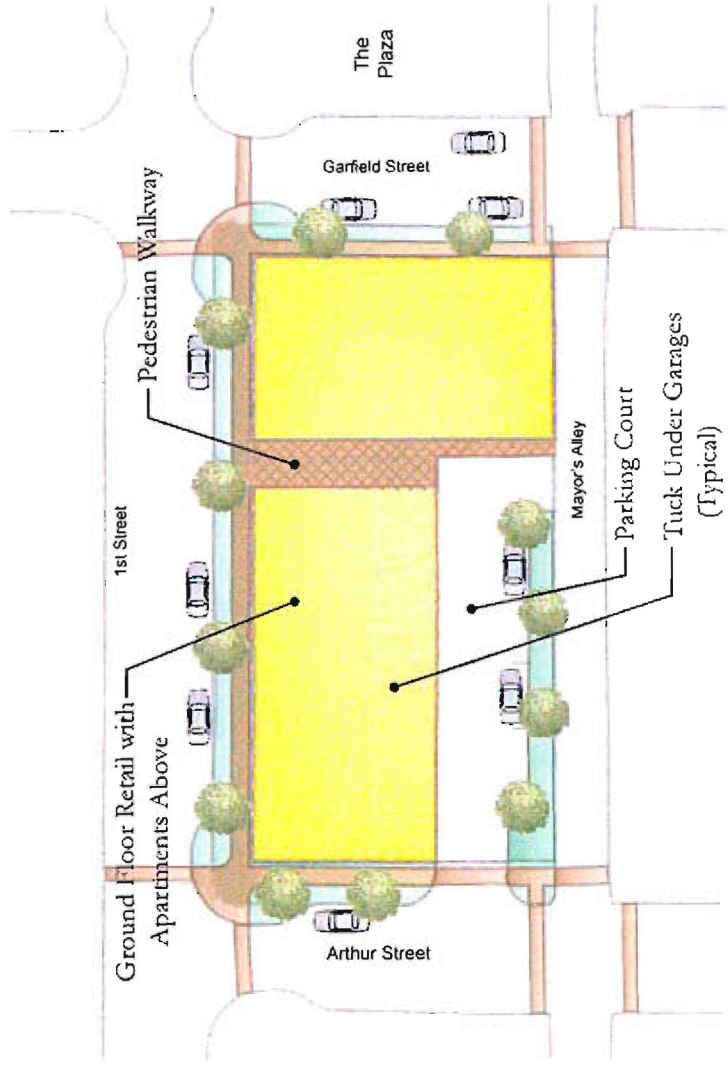
 Downtown Project Area



Association with:  
Leland Consulting Group  
Kittelson & Associates  
April 2009

Figure 2





### Development Summary

- Residential / Mixed-Use Building**
- 3 stories per building
  - 7,500 sf ground floor retail
  - 15 apartments
  - 8 - 1 bedroom apartments
  - 7 - 2 bedroom apartments
  - 7,500 sf ground floor retail
  - 19 parking spaces



**Figure 3**

1st Street Mixed-Use Concept



Ground Floor Retail or  
Office with Apartments  
Above

Pedestrian Walkway with  
Parking in the Rear

Ground Floor Retail or  
Office with Apartments  
Above



Figure 4

## Development Summary

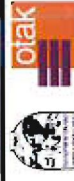
- A - Commercial / Office Buildings**
  - 3 stories per building
  - 45,000 sf total
  - 135 parking spaces (3 spaces / 1,000 sf)
- B - Commercial / Office Building**
  - 4 stories
  - 25,200 sf total
  - 75 parking spaces (3 spaces / 1,000 sf)
- C - Residential Building**
  - 3 stories
  - 25 Apartments
  - 15 - 1 bedroom apartments
  - 10 - 2 bedroom apartments
  - 915 sf ground floor retail
  - 38 parking spaces (1.5 spaces / apartment)
- D - Residential Buildings**
  - 2 stories per building
  - 32 apartments total
  - 22 - 1 bedroom apartments
  - 10 - 2 bedroom apartments
  - 64 parking spaces (2.0 spaces / apartment)
- E - Townhouses**
  - 10 - 2 story townhouses with garage
  - 1,100 sf per townhouse
  - 17 parking spaces (1.7 spaces / townhouse)



## City of Woodburn Downtown Development Plan Update

- Commercial / Office Building
- Residential Building

## Gateway District Concept Plan



**Figure 5**

April 2019





Ground Floor Retail with  
Offices Above

Courtyard Between  
Buildings

Ground Floor Retail with  
Offices Above



Figure 6

April 2019

## Public Art

Public art can bring vitality to downtown by creating a set of interconnected places. Art is a unique opportunity to step outside the conventional design vocabularies of streetscape and public space. Its ideas and themes can emphasize history and the flow of people. It can make a memorable experience of the gateway corridors, key streetscapes and the public realm of the Plaza, and the civic uses downtown.

The decision to implement a public art program should focus first on Old Town and the new Gateway Subdistrict. The City should assess the potential for information about public art programs or direct support from established state and regional programs such as the Oregon Arts Commission, Lane Council Arts Council, or the Regional Arts and Culture Council that serves the Portland Metropolitan area. The City should begin setting aside urban renewal funding for art, making public art part of the City's mission, and coordinating it with local businesses. The actual program of art should be determined later, with participation by local and regional artists. It should be possible to emphasize a variety of artworks and experiences that might include:

- Projects inspired by local history
- Ecological and nature-based art
- Ephemeral outdoor projects associated with traditional festivals
- Performance art

Based on the general program or art arrived at with participating artists, a formal Public Art Plan should be created. The plan should identify distinct areas within downtown for complementary but different types of art. It should also outline a process for soliciting proposals for specific works of art from local and regional artists and awarding commissions to the selected artists.



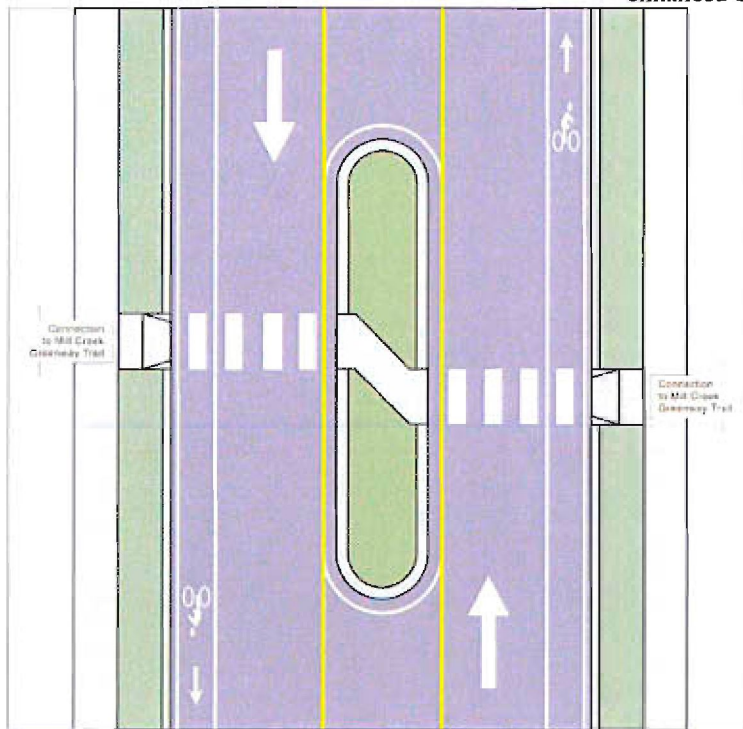
## Transportation Improvements

### Multi-Modal Transportation

Ensuring a balanced multi-modal infrastructure is an essential component to a vibrant downtown core. The plan includes a framework plan for transportation improvements (Figure 7). The framework plan focuses on pedestrian and bicycle circulation improvements, parking improvements for Old Town, and streetscape enhancement concepts for three of the planning subdistricts — Old Town, the Gateway Subarea, and Young Street Corridor.

### Pedestrian Circulation

Improvements for pedestrian circulation focus on pedestrian accessibility, safety, and convenience. As identified through an existing inventory analysis and a community outreach process, these improvements generally include:



Young Street Pedestrian and Bike Crossing

- As infill development occurs, sidewalk gaps are to be filled in or existing sub-standard sidewalks reconstructed to current City standards. This includes street segments in Old Town and streets within the Gateway District.
- Construct Americans with Disability Act (ADA)-accessible sidewalk ramps and new sidewalks on the east side of the Front Street/Young Street and

Front Street/Lincoln intersections. These ramps and sidewalk improvements will increase the pedestrian accessibility between Old Town and Gateway District. Other individual ADA accessible sidewalk ramps are to be installed at existing sub-standard intersections throughout Old Town and the Gateway District as adjacent properties redevelop.

- Develop a formal at-grade pedestrian crossing treatment for the Mill Creek Greenway at Young Street. To improve pedestrian crossing safety at the future mid-block crossing, incorporate the use of a special staggered crosswalk treatment.

### Bicycle Circulation

The short block street grid pattern coupled with slow vehicle speeds in Old Town, make the need for separate bicycle lanes unnecessary. However, it is recognized that Old Town and the Gateway Subarea need an enhanced bicycle connection to the larger regional

network to supplement an existing network of signed bicycle routes. As outlined in the “Young Street Corridor” section of this plan, Young Street from Highway 99E to Front Street is identified as an enhanced multi-modal corridor to Old Town and the Gateway Area. This multi-modal corridor includes bicycle lanes that would provide a continuous connection between Highway 99E and the proposed Mill Creek Greenway multi-use trail.

The Millcreek Greenway Plan is currently being considered by the City separately from the Downtown Development Plan Update. If the Greenway Plan is approved, the City will include a formal, at-grade pedestrian crossing treatment for the Mill Creek Greenway as part of the improvements for Young Street. To improve pedestrian and bicycle crossing safety, use a special staggered crosswalk treatment.

### Front Street Rail Crossings

As noted throughout the creation of the Woodburn Downtown Development Plan, a major rail line (running parallel to Front Street) separates Old Town from the Gateway Subarea. From a long-term planning standpoint, it is recognized that rail transportation will always be a part of the downtown Woodburn

landscape. However, in order to create a complete downtown that will attract new businesses and foster a mix of land uses, the City must look for opportunities to minimize vehicular, bicycle, and pedestrian conflicts with the rail line.

### Future Rail Transit

The existing rail tracks along Front Street create a unique opportunity for the establishment of a passenger rail stop. This stop could potentially be centered on the “Y” property next to the existing Locomotive Park. The existence of a future passenger rail stop would be contingent upon many factors outside the scope of the Downtown Development Plan. However, the inclusion of a rail stop fits the long-term vision of downtown Woodburn as a hub for residential activity, economic activity, and multi-modal transportation.

### Bus Transit

Transit service in the form of local (Woodburn Transit System) and regional (Chemekata Area Regional Transportation System - CARTS) transit is currently provided within the downtown planning area. Stops for both services are provided within Old Town. As the Gateway Subarea emerges as a mixed-use district, it is recognized that transit service may need to be refocused and expanded to better serve its existing businesses and future residential and commercial uses. Although the plan does not identify where future transit stops will occur in the Gateway District, service to major activity centers such as the existing Chemekata Community College and to focal points along the Young Street corridor will be essential to a more formal transit related integration to meet the goal of a complete downtown.

### Parking

Parking is essential to a healthy and accessible commercial and retail environment. Concerns about the availability of on-street parking in Old Town were frequently voiced by key stakeholders and in Public Open House comments. While most streets in Old Town have existing on-street parking, the majority of this parking consists of on-street parallel parking along narrow streets. This has led to poor utilization of the existing on-street parking. One potential solution is the conversion of parallel parking to angled parking to make parking easier and more accessible to a larger portion of the driving public.

Due to existing street widths and right-of-way constraints, the incorporation of angled parking will necessitate the conversion of some downtown street segments from two-way traffic to one-way traffic. While not all downtown core streets can be converted to one-way travel, portions of some streets make good candidates. Evaluation of candidate streets for conversion will be part of process outside of this planning effort. Figure 8 illustrates key aspects of this potential modification.

For each converted street segment, widening of the adjacent sidewalks by an additional two feet will be possible when incorporating a row of 45 degree angled parking with a 15 foot through travel lane.

Businesses fronting onto these streets may perceive a loss of drive-by visibility and two-way access to their businesses. For some businesses, the perceived disadvantage of one-way travel may outweigh the advantages of more accessible angled parking.



Grant Street

## Streetscape Concept Plans

In a vibrant downtown, streets are not merely ways to places—they are places. Streets speak to visitors and residents alike about the quality of “place” and the health of the local business community. Downtown Woodburn’s streets should be fully walkable, attractive, and enjoyable as public spaces. In addition to those general goals for a good downtown, the streetscape concepts developed as part of this plan are intended to address four specific objectives:

- Accentuate the downtown streets and the Plaza as important public spaces.
- Provide a typical downtown street design standard.
- Enhance the Gateway District as a part of the vision for a complete downtown.
- Enhance Young Street as gateway corridor into downtown.

## First Street Plan

Enhancing the streetscape for Garfield Street, Hayes Street, and First Street will accentuate the Plaza as an important civic space (Figure 9). It will also reinforce First Street as a second “main street” for downtown businesses, in addition to Front Street. The concepts focus on distinctive pavement designs for intersections and crossing points for the alley, as well as curb extensions with landscaped planters. For paving treatments the use of the warm colors available in concrete pavers or poured concrete with an admixture for color will complement the Plaza and many of the surrounding buildings. Landscaping should be low shrubs (less than 30 inches in height) and groundcover, predominantly evergreen for year round appeal.



Special intersection treatment

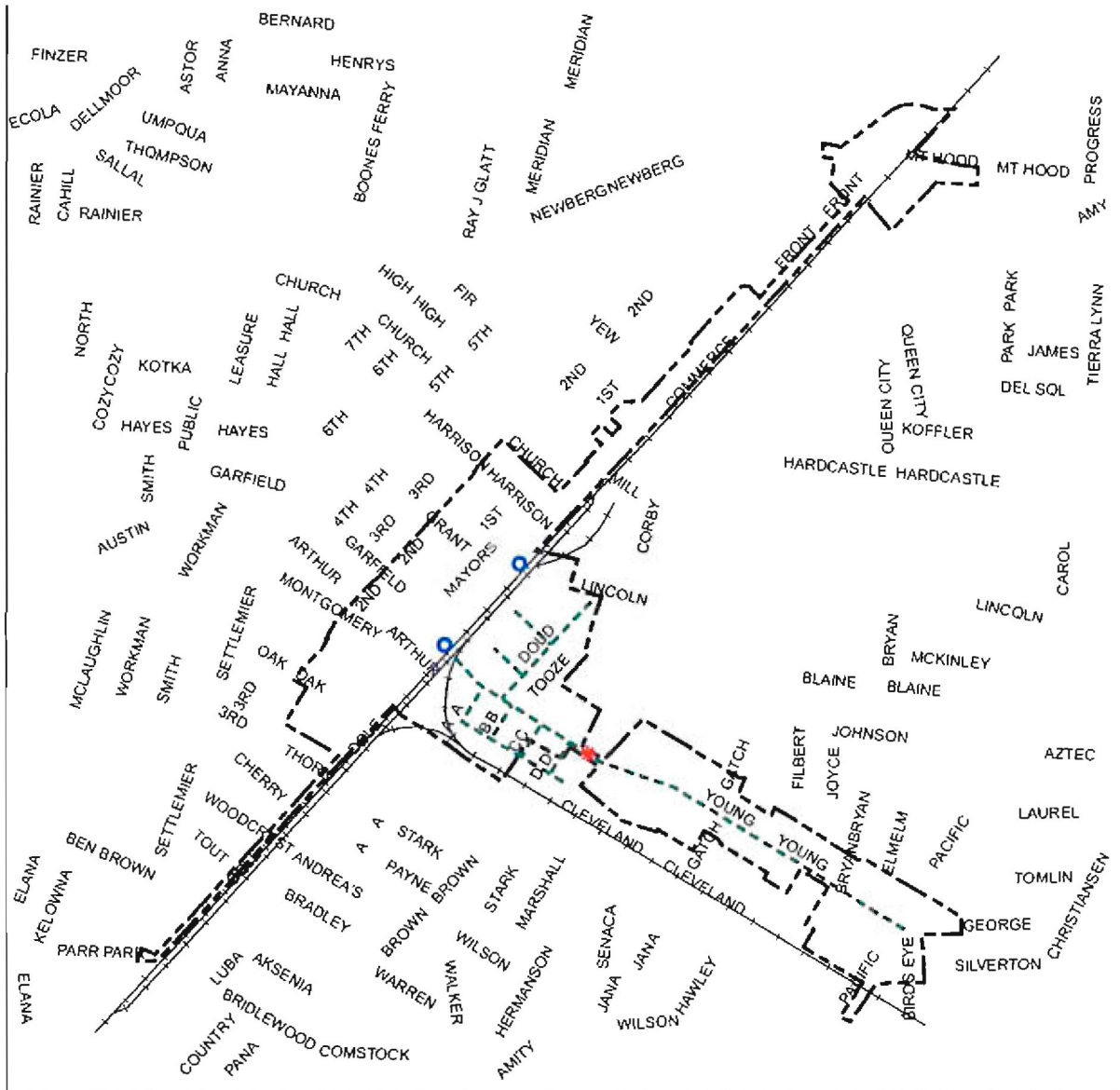
## Downtown Street Design Standards

The majority of streets within the Woodburn Old Town street grid have a curb-to-curb cross-section width of 36 feet (two 11-foot travel lanes and two 7-foot on-street parking lanes), 12-foot sidewalk widths, and a total right-of-way width of 60 feet. This street and right-of-way dimension has become the signature travel way for the Old Town downtown core, serving the adjacent commercial business, restaurants, and civic uses. However, this street and right-of-way dimension is not included in the City’s current Transportation System Plan (TSP) street design standards, making it burdensome when it comes to addressing the conditions of approval for new development and/or redevelopment applications. A formal Old Town Commercial Street design standard has been developed (Figures 10 and 11).



Landscaped street corner








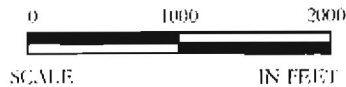


## City of Woodburn

Downtown Development Plan Update

### Transportation Framework Plan

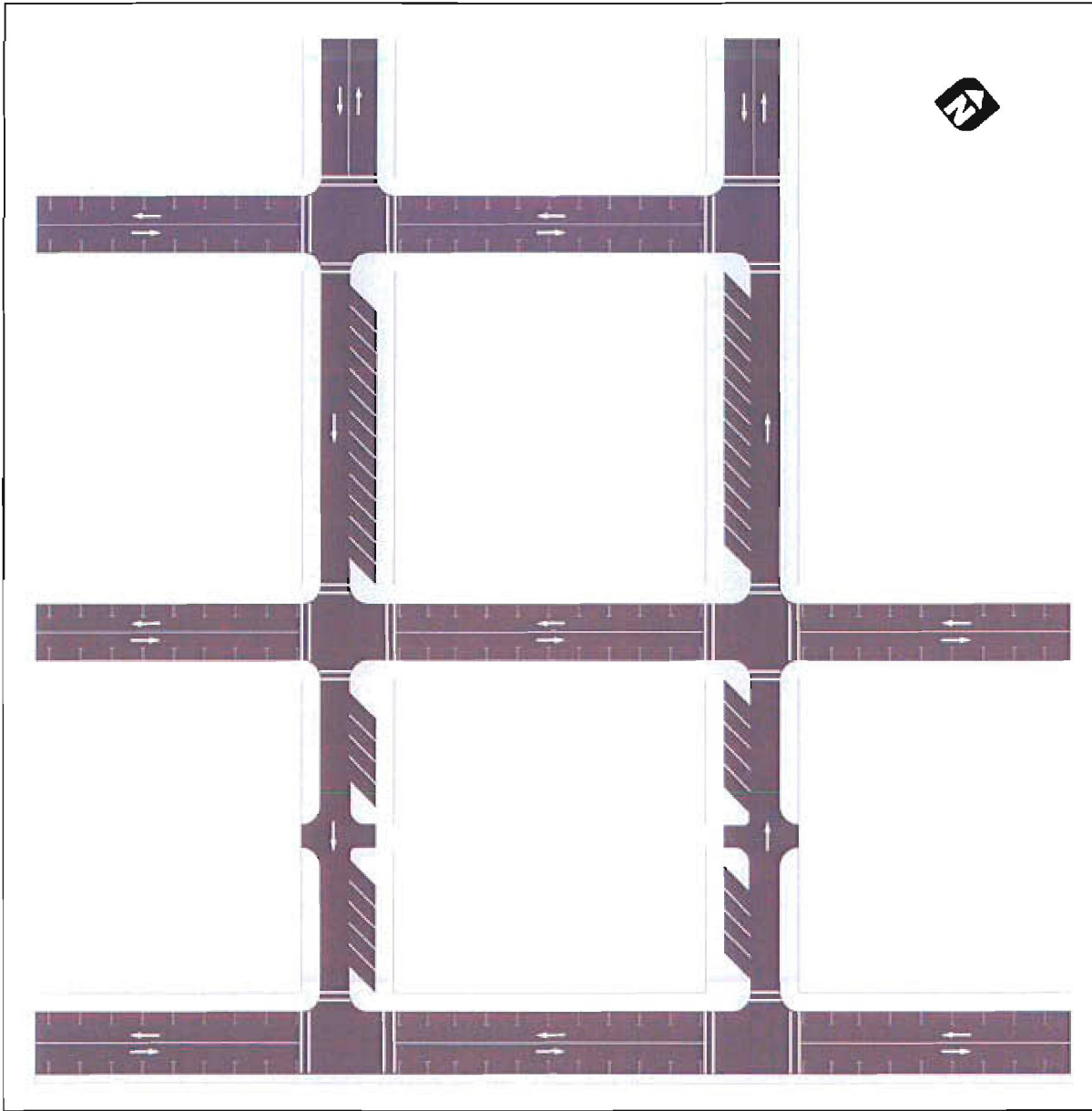
-  Pedestrian Intersection Improvements
-  Street Crossing Enhancements
-  Streetscape Enhancements
-  Gateway Boundary
-  Alley Way



In association with:  
Leland Consulting Group  
Kittelson & Associates

June 2009

Figure 7



## City of Woodburn

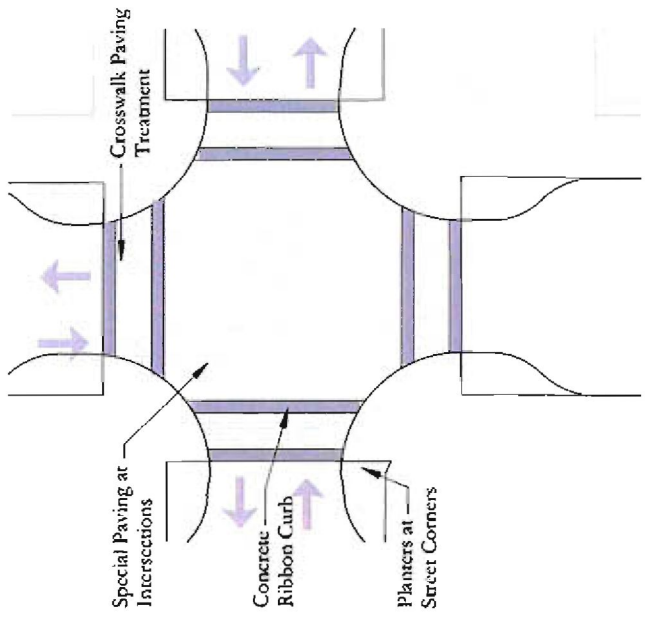
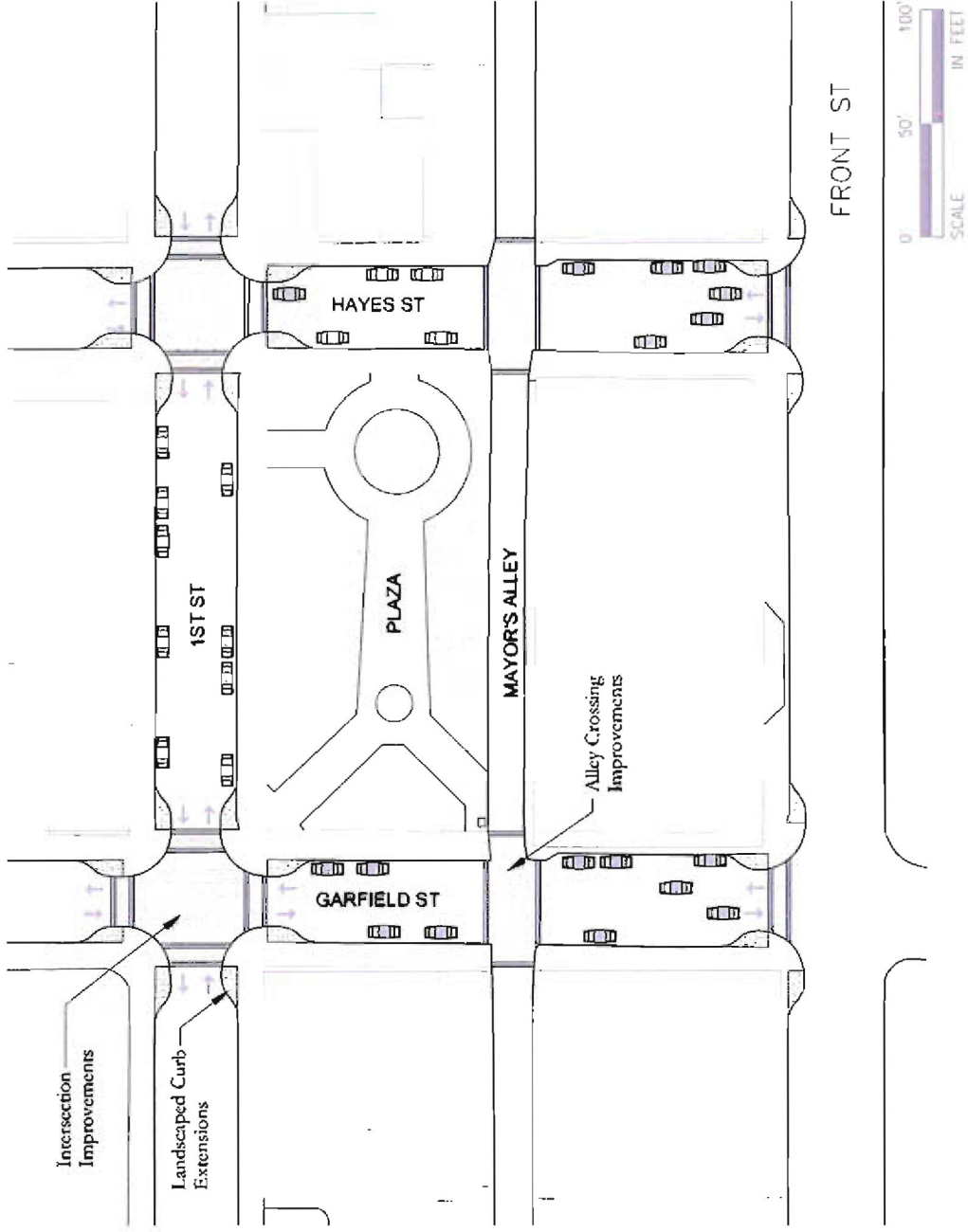
Downtown Development Plan Update

Downtown Parking Plan  
Two-Way Street to One-Way  
Street Conversion



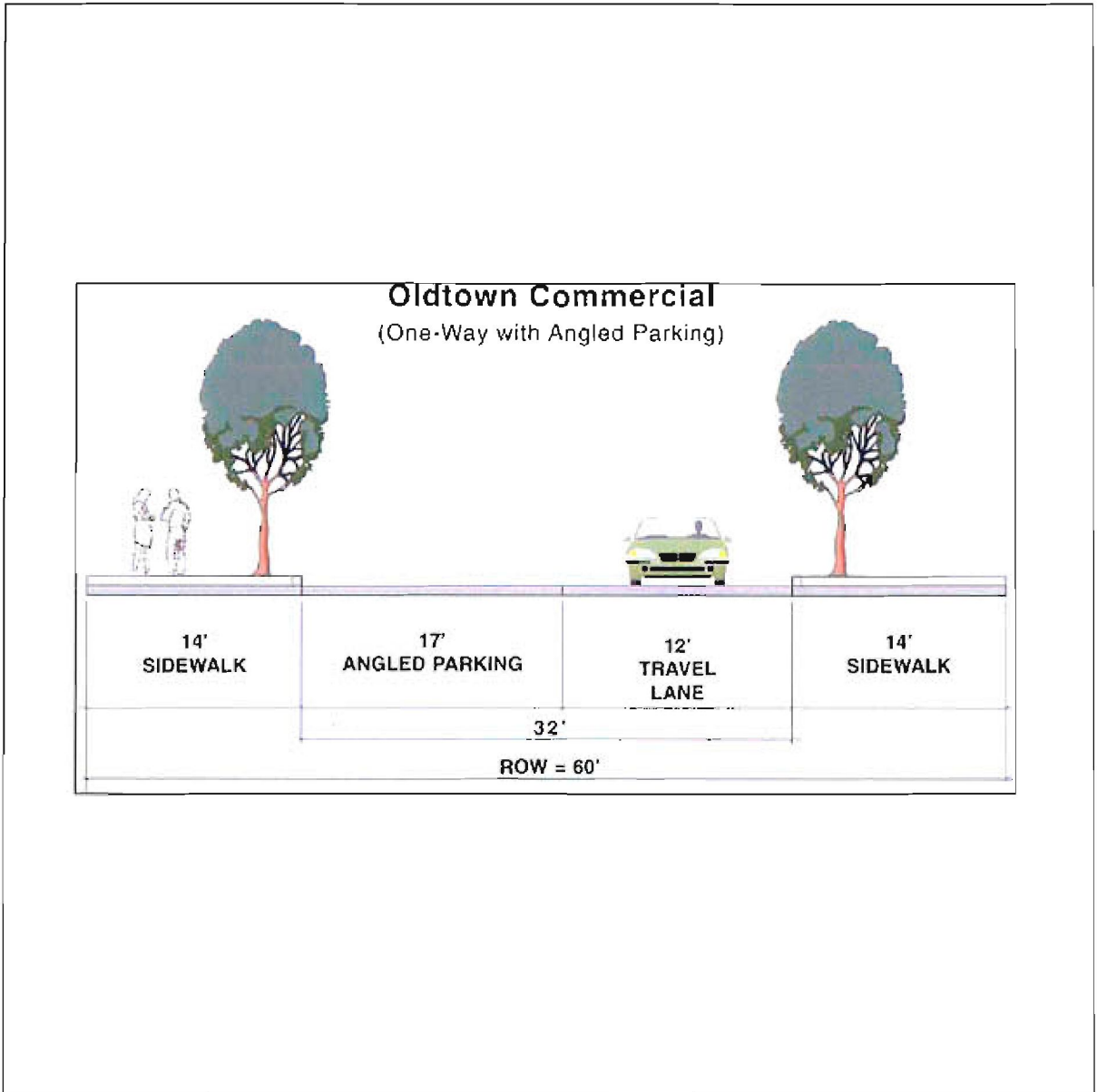
In association with  
Leland Consulting Group  
Kittelson & Associates

Figure 8



**Intersection Detail**  
 Note: Intersection paving treatment options include concrete unit pavers or colored concrete.





**City of Woodburn**  
Downtown Development Plan Update

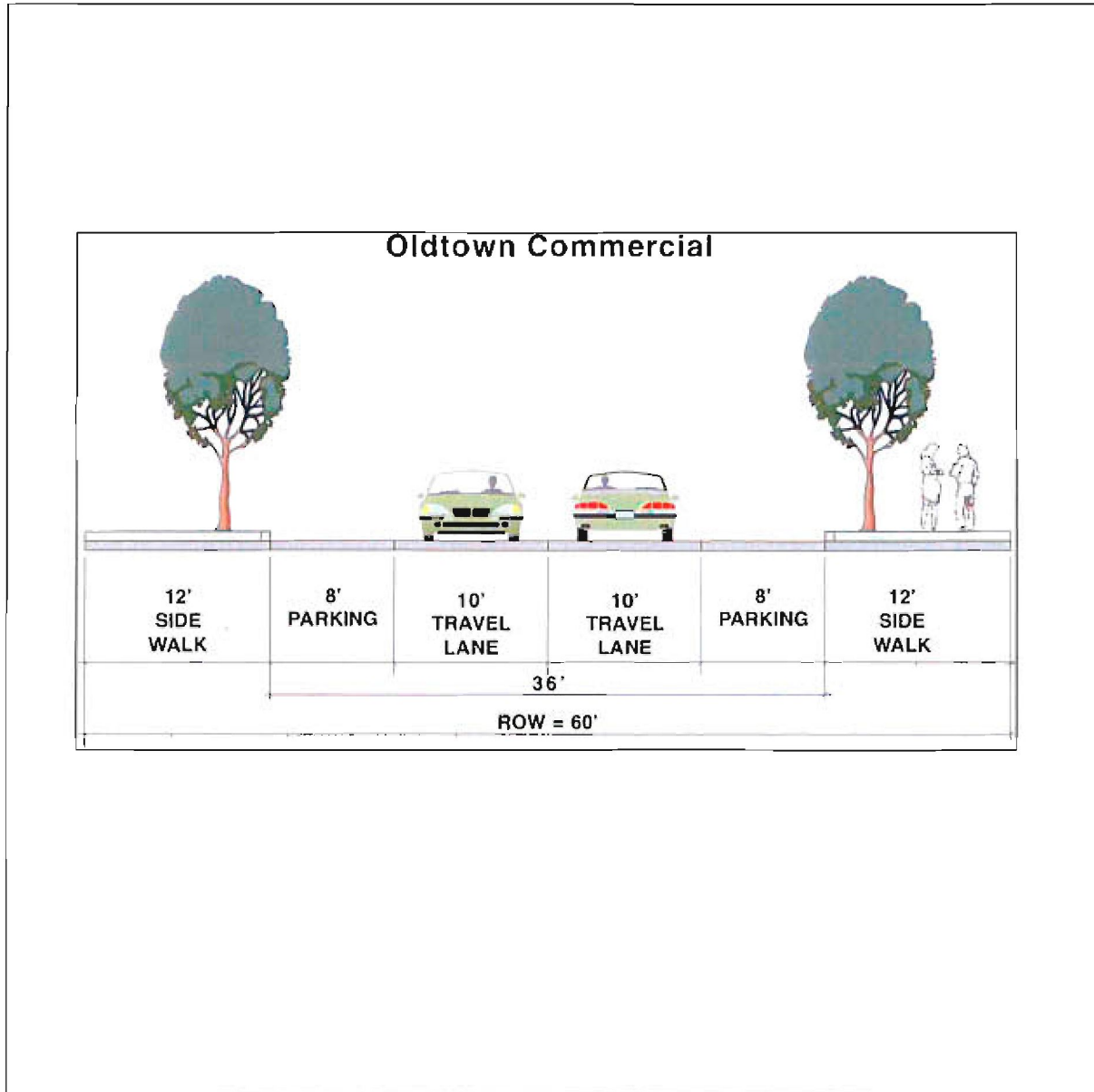
Old Town Commercial Street  
Standard  
(One-Way with Angled Parking)



Association with:  
Leland Consulting Group  
Kittelson & Associates

4/28/2009

Figure 10



**City of Woodburn**  
 Downtown Development Plan Update

**Old Town Commercial Street  
 Standard**



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 Kirelson & Associates

4/28/2009

Figure 11

## Transportation Improvement Priorities

The following table summarizes the key street improvement projects to support downtown development and improve its pedestrian appeal. The planning level cost estimates are in 2009 dollars and do not include design and engineering fees.

PROJECT SUMMARY DESCRIPTION	PLANNING LEVEL COST ESTIMATES
Construction of ADA accessible curb returns on Young and Lincoln Streets at Front Street	\$15,000
First Street Concept Plan (Figure 9)	\$180,000
Mayor's Alley (Arthur to Grant)	\$210,000
Young Street (Mill Creek to Highway 99E) streetscape enhancements.	\$1,700,000 w/ROW acquisition \$1,050,00 w/o ROW acquisition
Mid-block pedestrian crossing treatment on Young Street at the future Mill Creek Greenway	\$5,000
Mayor's Alley (remaining 3 blocks)	N/A

## Strategic Business Development Plan

The Strategic Business Development Plan is a guiding vision for the Urban Renewal Agency, as well as for the Chamber of Commerce and the Downtown Business Association. They will have primary responsibility for achieving the objectives of the business development plan and for carrying out the specific actions.

The plan identifies specific actions to guide the City of Woodburn on business development efforts within the Plan area. It builds upon meetings with City staff, Stakeholder interviews, site visits, tours of the area, feedback from open houses, and other relevant research. The Business Plan includes a summary of findings from the market opportunities and barriers analysis of Downtown Woodburn. It concludes with a strategic business development actions matrix to guide public and private efforts over the short- and long-term time frames.

### Market Findings

This section summarizes the market and economic opportunities and constraints in Downtown Woodburn as identified during the research phase of the Woodburn Downtown Development Plan Update. The purpose of identifying economic constraints is that actions that methodically remove these barriers are one of the core elements of the Plan. Likewise, the economic opportunities represent areas where Woodburn has strengths, which can be leveraged to increase investment opportunity.

#### Market and Economic Opportunities

- Downtown Woodburn is central to several significant activity generators, including the community's workforce of nearly 11,000 employees, Chemeketa Community College, and the Woodburn Company Stores outlet mall.
- There is \$59.6 million of retail leakage per year in the Woodburn market area, principally in the restaurant and home furnishings categories. This indicates an opportunity for retail growth, some of which could be captured downtown. It is estimated that an additional 85,000 square feet of retail will be needed by 2016 to serve the growing population, not including demand from visitors.

<sup>1</sup>Source: ESRI

- Downtown Woodburn's existing retail base includes approximately 25 Latino businesses, firmly establishing it as a destination for the local and regional Latino community. Within the City of Woodburn, 55 percent of the population is Hispanic (2008) with growth of this market projected to continue.<sup>1</sup>
- Vacant land represents an estimated 17 percent (15.8 acres) of the study area's total land area. With the exception of 0.6 acres contained within Old Town, the vast majority of the study area's vacant land is located on the Young Street Corridor. An estimated 72 percent (65 acres) of the study area's total land area is significantly underutilized property with a high redevelopment potential.
- Historic Old Town has a pedestrian-friendly scale and a charming, albeit "run-down" character. The small blocks and fine-grained network of streets in Historic Old Town have been retained over time, making it a pleasant, interesting, and authentic environment.
- In meetings and interviews, business and property owners indicated that they are emotionally invested in making Historic Old Town a success once again. They are proud of their community and expressed enthusiasm and a willingness to invest in the area.
- In several conversations with local business and property owners, it was expressed that national and local retailers are interested in locating in Historic Old Town.
- The Plaza at the center of Historic Old Town serves as an anchor and an amenity for the community. It is ideal for holding community-wide events, such as festivals, celebrations, and reoccurring activities such as a farmer's market. All these activities bring more people to the area and strengthen the revitalization effort. The Plaza's proximity to other civic features, such as the library and post office, is also positive because these uses serve as anchors, drawing people to the area on an ongoing basis. Frequent visits by people patronizing civic functions will help support the retail market downtown.

#### Market and Economic Constraints

- There is a lack of true retail anchors in the Woodburn Downtown Development Plan Update area to draw residents and visitors on an ongoing,

frequent basis. The Plaza has the potential to act as an anchor, but needs active uses on a more frequent basis.

- There is currently a lack of diversity in retail and entertainment choices, particularly in Historic Old Town. Latino-oriented retailers are well-represented, but there are few businesses that sell goods and services to a broader market. Increasing the variety of retail, service, and entertainment options would potentially reduce retail leakage in the study area.
- Business owners, property owners, and even close-in residents indicated that they are hesitant to invest until they see the City's commitment to Downtown. In stakeholder interviews, many indicated they are waiting for a desire for clear, consistent action from the City first before they pursue personal projects.
- Interviews pointed to a rigorous and difficult regulatory process and fee structure. Systems development charges (SDCs) in particular were discussed multiple times in interviews. Developers, business owners, and property owners indicated that fees are prohibitively high and make development and redevelopment economically infeasible.
- The local street network and directional signage in the area are confusing, deterring visitors from returning. Even local residents admitted to being challenged by transportation conditions Downtown, particularly the three-way stops near the railroad crossing.
- In interviews and discussions, parking in Historic Old Town was a frequently repeated issue of frustration. Although many admitted there is enough parking Downtown, there is a perception that there is not enough parking and that it is not managed well. A perception of inconvenience deters residents and visitors from coming to the area. Most residents noted that they did not know there were public parking lots available for their use, or if they did, they felt that they are unsafe.
- The concern for personal safety was a theme when discussing the study area in general and Historic Old Town and Plaza area, specifically. Loitering, drug use, and prostitution were the primary areas of concern heard during stakeholder interviews.
- Encouraging redevelopment in Historic Old Town while simultaneously preserving the historic buildings

and character that make Woodburn's downtown stand out is a priority expressed by city leaders and the general public. It may be a challenge to balance the need to retain old buildings while increasing development density.

- As with virtually every public entity in the state, funding to support public investments is shrinking. Establishing strong public-private partnerships will be critical to achieving the City's long-term development goals for the area.

## Commercial Mix Plan

A successful business district in virtually any size community will have a balance and mix of uses which include retail shopping, professional, financial, and government services, entertainment, restaurants, housing, and personal services. The strategy to revitalize Downtown Woodburn (particularly along the Young Street Corridor) is to focus on housing as the lead and prominent infill land use—while not negating the importance of office, retail, institutional, and civic investments. Housing is the most economically viable land use in the short term, it will introduce new residents who can support nearby retail growth, and it will help fill in the gaps between the desired retail concentrations, preventing the retail energy from being spread too thin.

The Commercial Mix Plan represents those commercial and retail categories that are best positioned to succeed in Downtown Woodburn and support the Woodburn Downtown Development Plan Update's goals. Based on market research and stakeholder interviews, business categories were identified that will provide needed services and amenities to support housing growth in the Downtown while minimizing overlap with strip and big box commercial elsewhere in Woodburn so as not to dilute the market. Commercial and housing development will be emphasized at the west end of Young Street, in order to focus market energy and complement the existing mixed-use character of Old Town. This concentration will help achieve a critical mass of investment, where initial projects build market momentum that drives interest in subsequent years.

To ensure that the study area offers retail, entertainment, recreational and housing opportunities that meet the needs of Woodburn's diverse population, recruiting businesses with a broad range of goods and



services and promoting civic uses and community events that will attract a diverse mix of residents and visitors to the area is a priority. In early years, the mix of uses will focus on existing market opportunities and those uses needed to encourage housing. In addition to retail and housing uses, this may include compatible employment and light industrial uses that are compatible with a mixed-use residential/retail environment. In later years, the retail and housing opportunities will expand to reflect Downtown's growing housing base as well as changing market perceptions in the community.

Table 1 identifies specific retail and services that will be targeted and recruited in the area. It is important to note that commercial markets are constantly changing, especially for retail. The retail and services market potential for the area will be studied every five years to update trends and needs in the business mix.

<b>TABLE 1: BUSINESS/MERCHANDISE OPPORTUNITIES</b>		
	<b>SHORT-TERM OPPORTUNITY</b>	<b>LONG-TERM OPPORTUNITY</b>
Merchandise	Florist/gifts Children's toys & gifts Quality consignment-infant & children's goods Antiques	Casual women's apparel Bookstore/music/CDs Athletic apparel/shoes Home accessories Infant & children's apparel Pet supplies Bed/bath linens/ accessories Kitchen/home accessories Garden & outdoor accessories Window coverings Ongoing restaurant growth
Restaurants/Food	Brewpub Ice cream/gelato/ sweets Specialty: Thai / Italian Deli Pizza Parlor Coffee/internet cafe	
Entertainment	Live entertainment in existing restaurants Community events center	Performing-event space Dance hall
Personal care/ Services	Health care Daycare/childcare Dental and/or vision care Salon/Barbershop Computer service/repair	Photography/one-hour photo Health club/gym Tailoring/alterations Copy shop/ mailing center

## Strategic Business Development Actions Matrix

The Strategic Business Development Actions Matrix identifies the key actions and policies; both public and private, that will combine to achieve the vision for Downtown. The actions are prioritized and phased over time, spreading the work into feasible levels of effort, but combined strategically to maximize the opportunities for one project to leverage the investment of another. Most importantly, the actions and investments have been selected to facilitate the development of private housing, retail, and employment in the area. These actions—public and private investment—must be locked together and interdependent.

The Action Items listed for the short term (years 1-2) and medium term (years 3-5) are inherently the highest priority actions. Actions Items identified for years 6 and beyond are long-term projects.

The Action Items are broken in to six categories: A) Leadership and Organization, B) Planning and Policy, C) Marketing and Promotions, D) Access, Transportation, and Parking, and E) Catalyst Projects. The chart below provides a summary of all recommended actions and the project lead. For each action item, the lead agency, organization or individual is also shown (CW = City of Woodburn, UR = Urban Renewal Manager, AO = Area Organization; CC = Woodburn Chamber of Commerce). Each Action Item is explained in further detail the Action Items section.

ACTION ITEM		TIMING (YEARS)			RESPONSIBILITY
		1-2	3-5	6+	
<b>A Leadership and Organization</b>					
A1	Establish a dedicated Urban Renewal staff person (UR Manager)	X			CW
A2	Establish a strong Area Organization	X			UR/private sector
<b>B Planning, Policy and Business Development</b>					
B1	Institute a Storefront Improvement program	X			UR
B2	Institute a Building Rehabilitation program		X		UR
B3	Institute a “Fast Track” permitting program	X			CW – Planning
B4	Provide financial incentives for development		X		CW - Planning
B5	Increase code enforcement	X			CW - Building
B6	Implement a Comprehensive Public Safety Program for the Area		X		CW – Police
B7	Create a Development Opportunities Study (DOS) program			X	UR, CW
<b>C Marketing and Promotions</b>					
C1	Create a “success audit” to promote awareness of revitalization achievements in the Area				CW
C2	Create a Downtown marketing program		X		UR
C3	Hold a retail workshop for local businesses		X		Consultant/AO/CC
C4	Develop a strong web presence	X			UR/AO

**TABLE 2: STRATEGIC BUSINESS DEVELOPMENT ACTIONS SUMMARY MATRIX**

<b>D Access, Transportation, and Parking</b>					
D1	Implement a Downtown parking management strategy		X		Consultant/CW
D2	Establish a free shuttle between Woodburn Company Stores and Downtown Woodburn			X	CW
D3	Establish an Amtrak passenger rail stop in Woodburn		X		CW
<b>E Catalyst Projects</b>					
E1	Complete renovation of the Assembly Hall on the Plaza	X			CW/UR
E2	Establish Farmer's Market on the Plaza	X			CW
E3	Facilitate redevelopment of Old City Hall building		X		CW/UR
E4	Gateway project at Young Street and 99E		X		CW/UR
E5	Relocate Public Works and solicit an RFQ for redevelopment of the site			X	CW/UR
E6	Pursue employment opportunities and mixed-use development across the railroad tracks and southeast of Chemeketa's campus			X	CW/UR
E7	Pursue RFQ for housing on the City-owned property between the Aquatics Center and City Hall	X			CW

**TABLE 3: STRATEGIC BUSINESS DEVELOPMENT ACTIONS - DETAIL**

<b>ACTION ITEM</b>	<b>DESCRIPTION</b>
<b>A Leadership and Organization</b>	
A1	<p><b>Establish a dedicated Urban Renewal staff person (UR Manager)</b></p> <p><i>Timing: 1 - 2 years</i></p> <p><i>Lead: City of Woodburn</i></p> <p><i>Funding: Redeploy existing staff resources</i></p> <p>In order to maximize development and redevelopment efforts in the Area, dedicate a staff person to manage, coordinate and spearhead day-to-day urban renewal, planning and business development efforts. The UR Manager will be a direct advocate and link between the City and the private sector, working with brokers and prospective developer, investors and employers to initiate projects and assist with Area redevelopment activities.</p> <p>Job requirements for the UR Manager position will include an entrepreneurial attitude and a good understanding of business, the development process, and private sector concerns and considerations, as well as a working knowledge of agency regulations.</p>

**TABLE 3: STRATEGIC BUSINESS DEVELOPMENT ACTIONS - DETAIL**

ACTION ITEM	DESCRIPTION
A2	<p><b>Establish a strong Area organization</b></p> <p><i>Timing: 1 – 2 years</i></p> <p><i>Lead: UR Manager (initially), private sector (long-term)</i></p> <p><i>Funding: City General Fund. Allocate an annual budget of \$10,000 for administrative, marketing and legal costs</i></p> <p>Establish an organization whose sole mission is to facilitate the Area’s revitalization. The Area Organization (Organization) will provide a variety of services, including but not limited to: development and oversight of safety, marketing and beautification programs, event coordination, advocacy for area-specific issues and concerns, merchant education, tenant and developer recruitment, and a broad range of planning and outreach activities.</p> <p>Formation of the Organization will be led by the private sector – with a champion that is either a downtown business or property owner. Day-to-day activities will be overseen by an executive director, who will maintain strong working relationships with City officials and staff and the leadership of other organizations active in the Area. The City can serve in a supporting role by providing seed money to hire the executive director. In the long-term, the Organization should be completely privately funded, possibly through a business improvement district or membership dues.</p> <p>The Organization should meet at least monthly to assign tasks, assess progress, and keep the redevelopment effort moving.</p>
<b>B Planning, Policy and Business Development</b>	
B1	<p><b>Institute a Storefront Improvement program</b></p> <p><i>Timing: 1 – 2 years</i></p> <p><i>Lead: UR Manager</i></p> <p><i>Funding: Urban Renewal. Initially plan for funding three to six projects per year; allow up to \$15,000 per project.</i></p> <p>The Storefront Improvement program will be administered as a matching grant program. Grants will be awarded to retailers or property owners that improve the appearance of their building or store, with a focus on exterior, building façade improvements.</p> <p>Matching grants are typically less than \$15,000. Thus, the program can achieve immediate and highly visible results at a relatively low cost.</p> <p>Eligible projects must meet or exceed established design standards.</p>
B2	<p><b>Institute a Building Rehabilitation program</b></p> <p><i>Timing: 3 – 5 Years</i></p> <p><i>Lead: UR Manager</i></p> <p><i>Funding: Urban Renewal. Initially plan for funding three to six projects per year; allow up to \$25,000 per project.</i></p> <p>The Building Rehabilitation program will provide a financial incentive for Area property and business owners to make physical improvements to buildings in substandard condition. The program will provide low- or no-interest loans or matching grants to property owners and/or tenants for specific improvements to their building in order to renovate and upgrade it, increase its attractiveness, increase patronage, and increase business success.</p> <p>The loans and/or grants provided under this program are typically less than \$25,000. Thus, the program can achieve immediate and highly visible improvements at little to no cost.</p> <p>Eligible projects must meet or exceed established design standards.</p>

**TABLE 3: STRATEGIC BUSINESS DEVELOPMENT ACTIONS - DETAIL**

ACTION ITEM	DESCRIPTION
B3	<p><b>Institute a “Fast Track” permitting program</b>  <i>Timing: 1 –2 Years</i>  <i>Lead: City of Woodburn Planning Department</i>  <i>Funding: N/A - Redeploy existing City staff and resources.</i></p> <p>Institute an expedited plan review process for projects that are consistent with Area planning and revitalization goals. In order to qualify for the Fast Track permitting program, a project must meet or exceed design standards and other development standards and criteria established for the Area.</p> <p>Elements of a Fast Track program include prioritization of Downtown projects in the permit process queue, assignment of a dedicated staff person to shepherd the project through the entitlement process, accelerated processing of permits and scheduling of hearings, and other initiatives.</p>
B4	<p><b>Provide financial incentives for development</b>  <i>Timing: 3 – 5 Years</i>  <i>Lead: City of Woodburn Planning and Building Departments</i>  <i>Funding: N/A - Redeploy existing City staff and resources.</i></p> <p>In addition to funding Storefront Improvement and Building Rehabilitation programs that will upgrade buildings and improve their physical appearance, offer Systems Development Charge (SDC) credits for new development or rehabilitation projects that meet or exceed development standards and design guidelines.</p> <p>Reinvest SDC fees collected for new development, redevelopment and rehabilitation projects in the Area into public improvement projects that are located within the Area or will directly benefit the Area.</p>
B5	<p><b>Increase code enforcement</b>  <i>Timing: 1 – 2 Years</i>  <i>Lead: City of Woodburn Building Department</i>  <i>Funding: N/A - Code enforcement is an existing function of the City’s Building Department</i></p> <p>Increase code enforcement. Focus first on eliminating code violations that pose an immediate public safety and health risk.</p> <p>Create an inventory of buildings that are in substandard condition and out of compliance with current building and safety codes, and require owners to bring their properties up to code.</p>
B6	<p><b>Implement a Comprehensive Public Safety Program for the Area</b>  <i>Timing: 3 –5 years</i>  <i>Lead: City of Woodburn Police Department</i>  <i>Funding: City General Fund. Redeploy existing resources and, if necessary, hire an additional police officer to patrol the Area.</i></p> <p>Implement a public safety program that uses a broad range of strategies and resources to effectively increase public health and safety throughout the Area.</p> <p>Key components of the program may include but are not limited to: increased police coverage, the addition of foot patrols during hours with a higher recorded incidence of crime, and increased prosecution and enforcement of misdemeanors.</p>

**TABLE 3: STRATEGIC BUSINESS DEVELOPMENT ACTIONS - DETAIL**

ACTION ITEM	DESCRIPTION
B7	<p><b>Create a Development Opportunities Study (DOS) program</b>  <i>Timing: 3 – 5 years</i>  <i>Lead: City of Woodburn</i>  <i>Funding: Urban Renewal. Initially fund up to three studies per year. Allow up to \$25,000 per study.</i></p> <p>A DOS program will allow property owners, developers, and retailers to evaluate the feasibility of development, accelerating redevelopment in the Area.</p> <p>The DOS program will provide seed money to property owners and developers for specific pre-development activities, including architectural planning studies, building inspection, engineering reports, market assessments, environmental studies, and real estate financial services. DOS funding shall be limited to professional services related to planning for development. Examples of items ineligible for DOS funding include the preparation of construction documents, permitting, and any actual construction costs.</p> <p>Use the DOS program to target redevelopment in specific areas, such as the housing corridor along Young Street, the historic Downtown area, or the Gateway area at 99E, depending on priorities.</p> <p>DOS funding shall typically not exceed \$25,000. On a case-by-case basis, however, the funding limit could be exceeded for significant opportunity projects, such as the Old City Hall building or a mixed-use project in a key location.</p>
<p><b>C Marketing and Promotions: Revitalizing Downtown as a Competitive Business</b></p>	
C1	<p><b>Create a “Success Audit” to promote awareness of revitalization achievements in the Area</b>  <i>Timing: 1 – 2 years</i>  <i>Lead: City of Woodburn, Area Organization, possibly in conjunction with other private partners</i>  <i>Funding: In-house staff or volunteers - \$5,000 for printing and administrative costs.</i></p> <p>Create a “success audit” to educate and inform community stakeholders, including residents, prospective developers, employers and investors, about redevelopment and planning activities, and to promote Area successes. The audit will catalog projects and actions that have recently been completed, are currently in development, or planned for the near future, and will serve as a monitoring and benchmarking tool for the City and the Urban Renewal Agency.</p> <p>In addition to showcasing noteworthy public projects and programs, the success audit will highlight private sector projects that have benefited from public improvements. It will be updated on a bi-annual basis and distributed to businesses, property owners, brokers, and interested developers as a sign of the City’s progress and commitment.</p> <p>The success audit could be initiated at little or no cost to the City by an intern, or in partnership with a Chemeketa Community College class, the Chamber of Commerce or the Area Organization. If possible, it will also be posted on the City’s or the Area Organization’s web site.</p>

**TABLE 3: STRATEGIC BUSINESS DEVELOPMENT ACTIONS - DETAIL**

ACTION ITEM	DESCRIPTION
C2	<p><b>Create a Downtown marketing program</b></p> <p><i>Timing: 3 – 5 years</i></p> <p><i>Lead: UR Manager</i></p> <p><i>Funding: The UR Manager will generally oversee marketing activities. While the City can redeploy existing resources to reduce costs of administering the program an annual budget of at least \$15,000 will be needed to cover printing of marketing materials and promotions.</i></p> <p>Create a comprehensive marketing program to promote the Area, with particular emphasis on Downtown Woodburn as a prime location for shopping and business. Target marketing efforts to a variety of groups, including local residents, out-of-town visitors and tourists, prospective businesses, developers and investors.</p> <p>Marketing, promotion and image enhancement tactics will take a variety of forms, including but not limited to: signage and maps highlighting the diversity of retail, cultural, entertainment and recreational offerings in Downtown Woodburn and the broader Area; façade, streetscape and public facilities improvements; public relations and community events; and brochures.</p> <p>Downtown marketing efforts should embrace the diversity of communities in Woodburn, exploring ideas such as the “Latino District” brand and develop a range of promotional activities to get the message out—Woodburn’s got something special.</p> <p>A key component of the marketing program will be activities and promotions designed to market Woodburn’s strengths and opportunities to prospective businesses and investors from outside the immediate area, including Salem and the Portland metro area. Part of this effort may include organizing a community pride campaign (including schools, civic organizations, churches, businesses, etc.) that promotes the dozens of reasons residents and business owners are ‘proud of Woodburn.’ If costs are involved, approach the Ford Family Foundation and other community foundations for a community capacity-building grant.</p>
C3	<p><b>Hold a Retail Workshop for local businesses</b></p> <p><i>Timing: 3 – 5 years</i></p> <p><i>Lead: Independent Consultant with input from Area Organization and Chamber of Commerce</i></p> <p><i>Funding: City General Fund - \$10,000</i></p> <p>Conduct a retail workshop to inform and educate business owners on how to strengthen the position of their business and attract more customers. Use a case study format to show local retailers how other downtowns/central business districts have overcome barriers to success and reinvented themselves and provide statistics that indicate how retailers benefit financially from specific actions and “good business” decisions.</p> <p>To demonstrate how façade improvements, interior merchandising strategies, and other low-cost business improvements can positively impact a retail business, redesign a local storefront or entire store through a design charrette.</p> <p>Partner with Chemeketa Community College staff to engage students enrolled in business programs or classes to coordinate the workshop.</p>

**TABLE 3: STRATEGIC BUSINESS DEVELOPMENT ACTIONS - DETAIL**

ACTION ITEM	DESCRIPTION
C4	<p><b>Develop a strong web presence</b></p> <p><i>Timing: 1 –2 years</i></p> <p><i>Lead: UR Manager assisted by City’s technology staff and Area Organization</i></p> <p><i>Funding: N/A - Part of UR Manager’s job responsibilities</i></p> <p>Develop a website (separate from the City’s) to promote the Area with links to the Chamber website, the City website, the Woodburn Company Stores website, and web sites to other relevant organizations and businesses. The UR Manager, in collaboration with the Area Organization, should oversee this process and maintain the site’s content once it is up and running.</p> <p>Partner with the Chemeketa Community College or another nearby college or professional/training institution to engage students enrolled in web design/graphic arts or computer/technology programs to assist with development of the site.</p> <p>The web site will serve a variety of functions, including but not limited to:</p> <p>Communicate the experience of living, working, shopping or visiting downtown Woodburn with the public.</p> <p>Inform local and area residents, employees, existing businesses, developers and prospective businesses/ residents about Area planning and real estate activities, community events, etc. (e.g., property specification sheets, new and proposed projects, community events, business listings, news releases, etc.).</p> <p>Strengthen the Area’s identity and sense of community by facilitating a dialogue between citizens, leaders, developers and stakeholders (e.g., discussion forums, email updates, opinion surveys, etc.).</p>
<b>D Access, Transportation, and Parking</b>	
D1	<p><b>Implement a Downtown parking management strategy</b></p> <p><i>Timing: Mid-term: 3 – 5 years</i></p> <p><i>Lead: Hire a consultant to manage the project initially. City staff will oversee</i></p> <p><i>Funding: TBA - City General Fund, ODOT</i></p> <p>Implement a Downtown parking management strategy to increase public awareness of parking alternatives in the Downtown area and encourage more efficient use of parking, including on-street parking and public lots as well as privately held parking.</p> <p>In addition to public outreach and education, a key component of the strategy will be the creation of visible, legible signage that directs visitors to City-owned lots and on-street parking.</p> <p>Implement an employee parking program. Identify locations (such as the City-owned lots) for private sector business employees to park. Ideally, the Area Organization should implement the program to encourage employees to park in these locations in order to free up desired on-street spaces for customers and visitors.</p> <p>In the long-term, as the Downtown area redevelops, establish a shared parking strategy that encourages private sector businesses, civic and educational facilities, such as Chemeketa Community College, to share parking. Many businesses downtown may only need the majority of their spaces during daytime hours on weekdays.</p>



<b>TABLE 3: STRATEGIC BUSINESS DEVELOPMENT ACTIONS - DETAIL</b>	
<b>ACTION ITEM</b>	<b>DESCRIPTION</b>
D2	<p><b>Establish a free shuttle between Woodburn Company Stores and Downtown Woodburn</b>  <i>Timing: 6+ years</i>  <i>Lead: City of Woodburn</i>  <i>Funding: \$300,000 annual budget - Business improvement district, local or regional transit agency.</i></p> <p>Operate a free shuttle with service between the Woodburn Company Stores and Downtown Woodburn. Provide hourly service during peak shopping and entertainment hours.</p> <p>Promote the shuttle in marketing materials and campaigns sponsored by the Woodburn Company Stores, the Downtown Organization, and the City.</p>
D3	<p><b>Establish an Amtrak passenger rail stop in Woodburn</b>  <i>Timing: 6+ years</i>  <i>Lead: City of Woodburn</i>  <i>Funding: TBD – Amtrak, transportation funds from state, local and federal funding sources</i></p> <p>Work with Amtrak to explore the feasibility of establishing a passenger rail stop along Front Street in Downtown Woodburn.</p> <p>If an agreement can be met, consider establishing a public-private partnership to create a multi-modal center, ideally on the “Y” property next to the Locomotive Park and in close to proximity to future employment uses that locate south of the railroad tracks.</p>
<b>E Catalyst Projects: Lead the Charge in the Redevelopment Effort with Built Projects</b>	
E1	<p><b>Complete renovation of the Association Building on the Plaza</b>  <i>Timing: 1 – 2 years</i>  <i>Lead: UR Manager and City of Woodburn</i>  <i>Funding: Est. \$700,000 to \$1 million to complete the renovation - Urban Renewal</i></p> <p>Complete the renovation of the City-owned Assembly Hall building on Front Street. The building, which opens up onto the public plaza, is in a highly visible and central location, with the potential to serve as a catalyst development and encourage more active use of the plaza. However, in its present state, vacant and unsuitable for occupancy, it sends a negative message to the public that is counter to the City’s revitalization goals for Downtown and the broader Area.</p> <p>Upgrades will include at least minimal amenities similar to a “vanilla shell” build-out for a retail tenant, including toilet room facilities, any necessary ADA upgrades, and providing a finished and conditioned space in terms of materials and a mechanical system.</p> <p>Work with a broker or retail specialist to help find an owner or tenant interested in the building before or while the work is being completed.</p>

**TABLE 3: STRATEGIC BUSINESS DEVELOPMENT ACTIONS - DETAIL**

ACTION ITEM	DESCRIPTION
E2	<p><b>Establish a farmer's market on the Plaza in Old Town</b></p> <p><i>Timing: 1 – 2 years</i></p> <p><i>Lead: City of Woodburn, with assistance from community volunteers</i></p> <p><i>Funding: Redeploy existing City staff and resources plus \$10,000 annual budget (from Urban Renewal or City General Fund) for two years for start-up and administrative/marketing costs.</i></p> <p>Establish a farmer's market that operates at least one day a week on the plaza in Old Town. This amenity will serve as an anchor for the Area and will draw a wide range of people to Downtown Woodburn on a regular basis.</p> <p>For a minimum of two years, commit City resources to ensure that the farmer's market succeeds in its "start up" phase. Dedicate staff for coordination, parking management, advertising, leasing, and other required tasks. Recruit volunteers from the community to champion this project.</p> <p>Consider holding the market on Thursday or Friday and into the evening hours so as not to compete as heavily with larger jurisdictions for tenants and to allow those commuting to and from Woodburn time to enjoy the market after work.</p> <p>If a BID or Downtown Organization is established in the future, this entity may pick up the responsibility from the City.</p>
E3	<p><b>Facilitate redevelopment of Old City Hall building</b></p> <p><i>Timing: 3 – 5 years</i></p> <p><i>Lead: UR Manager and City of Woodburn</i></p> <p><i>Funding: TBD - Urban Renewal, City General Fund</i></p> <p>The former City Hall building is a symbol of Woodburn's history. It is an amenity and could be an anchor for Downtown employment or other uses if renovated. The biggest barrier right now is lack of parking for the facility.</p>



Typical Public Market

**TABLE 3: STRATEGIC BUSINESS DEVELOPMENT ACTIONS - DETAIL**

ACTION ITEM	DESCRIPTION
E4	<p><b>Gateway project at Young Street and 99E</b></p> <p><i>Timing: 3 – 5 years</i></p> <p><i>Lead: UR Manager and City of Woodburn</i></p> <p><i>Funding: TBD - Private developers, Urban Renewal, City General Fund, potentially ODOT funds for a portion of gateway improvements</i></p> <p>Develop a gateway project at the intersection of Young Street and 99E. While it is one of the main entryways to Downtown Woodburn, this commercial node is comprised predominantly of underutilized and vacant land and lacks unique features that would attract visitors and passersby to Downtown.</p> <p>Encourage development that will reactivate this underutilized commercial node. Specifically, seek to attract a (vertical or horizontal) mixed-use project that incorporates retail and housing or employment uses and incorporates unique gateway improvements and signage to direct people to Downtown Woodburn.</p> <p>In order to implement a gateway project at Young Street and 99E, the City will need to pursue the following actions:</p> <p>Inquire with property owners regarding their desire to sell or redevelop their property.</p> <p>Acquire and assemble land to create a site that is large enough site to attract a developer (five acres or greater).</p> <p>Issue an RFQ to developers to facilitate development that is consistent with community planning goals and the vision for the Area.</p> <p>Since redevelopment at this location will be a pioneering effort, to the greatest extent possible, allow for flexibility with regards to the development program.</p>
E5	<p><b>Relocate Public Works and solicit an RFQ for redevelopment of the site</b></p> <p><i>Timing: 6+ years</i></p> <p><i>Lead: UR Manager and City of Woodburn</i></p> <p><i>Funding: TBD - Private developers, Urban Renewal, City General Fund</i></p> <p>Relocate the City-owned Public Works department and solicit an RFQ for redevelopment of the site. Situated close to the plaza, adjacent to the Woodburn Public Library, and on a major through street that gets more traffic than many other streets in Downtown Woodburn, the Public Works building represents an excellent redevelopment opportunity and is a superior location for retail and other private uses.</p> <p>Redevelop the site into a two or three-story mixed-use project that respects the existing scale and character of Old Town. Given its location and access, retail and employment uses are the most desirable uses for the site. A project that combines residential and retail uses is another viable alternative.</p>

**TABLE 3: STRATEGIC BUSINESS DEVELOPMENT ACTIONS - DETAIL**

ACTION ITEM	DESCRIPTION
E6	<p><b>Pursue an RFQ for employment / mixed-use development(s) on the “Y” property and land adjacent to Chemeketa Community College on the south side of the railroad tracks.</b></p> <p><i>Timing: 6+ years</i>  <i>Lead: UR Manager and City of Woodburn</i>  <i>Funding: TBD - Private developers, Urban Renewal, City General Fund</i></p> <p>Facilitate the redevelopment of property south of the railroad tracks and Old Town, which includes the “Y” property and the site adjacent to Chemeketa Community College. With convenient access to shops, restaurants and other amenities in Downtown Woodburn as well as Chemeketa Community college, which has set high standards for development and employment, this area has the potential to attract a major employer or a larger scale mixed-use development.</p> <p>Collaborate with the Regional Economic Development Director and the Oregon Economic and Community Development Department State to identify target industries and recruit a major employer to this opportunity area.</p> <p>Assemble land to create a site that is suitable for a major employer and offers room for future expansion. Alternately, consider partnering with local developers to implement several smaller projects, including urban housing, retail and office/employment.</p>
E7	<p><b>Pursue an RFQ for housing on the City-owned property between the Aquatics Center and City Hall</b></p> <p><i>Timing: 1-2 Years</i>  <i>Lead: City of Woodburn</i>  <i>Funding: TBD - Private developers, Urban Renewal, City General Fund</i></p> <p>Adding more dense close-in housing around the historic Downtown core will increase population and help sustain and grow the retail and business environment.</p> <p>Pursue an RFQ to develop market supported, higher density housing consistent with new development and zoning guidelines and Area revitalization goals.</p> <p>Explore affordable housing or a mixed-income residential project as potential projects.</p>



Priority Reuse of Association Building

## Housing Strategy

Housing is an integral component of a “complete downtown”. Increasing the supply of housing in Downtown Woodburn, including both for sale and rental housing as well as market rate and affordable projects, is the primary goal of the housing strategy and will contribute to the overall health and vitality of Downtown Woodburn.

The Housing Strategy includes an overview of urban housing trends and a housing demand analysis that forecasts the average annual absorption of new housing units in Downtown Woodburn during the next 20 years. It also identifies specific strategies to encourage housing development in Downtown Woodburn.

## Methodology

The methodology for estimating 20-year housing absorption projections for Downtown Woodburn incorporates market, economic, demographic, and financial trends in combination with the consultant team’s expertise in over 80 downtowns throughout the United States. Data and trends that are of particular relevance to housing demand in Downtown Woodburn are the following:

- National downtown housing trends, including research documenting population growth in downtowns relative to their respective cities and regions;
- Nationwide consumer research on the demand for urban housing types;
- Population projections prepared for the City of Woodburn as part of recent planning processes (described in the “Step One” section below); and
- Other local demographic data and trends, including current and historic population and household characteristics for both the City and Downtown Woodburn published by ESRI and other secondary data sources.

National trends as well as existing conditions and historic growth patterns in Downtown Woodburn and the City of Woodburn as a whole will impact how Downtown Woodburn, specifically, develops. Additionally, public improvement projects and other revitalization programs implemented by the City and

<sup>2</sup>Source: Environmental Systems Research Institute (ESRI) demographic data.

its partners using tax increment financing and other sources of public and private capital will have a critical impact on future housing demand in Downtown Woodburn.

## Urban Housing Trends

Downtown housing is largely comprised of one and two person households. An individual, a couple (related or not), a single parent with a child, an elderly couple—all are potential market segments that can find their new home in Downtown Woodburn.

Close-in and more urban housing products are a growing national trend for a variety of reasons, outlined below:

- Average family sizes are getting smaller
- More people are working from home
- People are seeking safe, interesting and inviting environments.
- People are seeking simpler living alternatives and smaller easy-to maintain units

The role of downtowns is changing. Historically, downtowns have functioned primarily as centers of commerce and employment, virtually vacated after 5 PM and on weekends. In recent years, however, many downtowns have begun the gradual transformation from commercial centers into “complete communities,” with housing, employment services, shopping, recreation, and everyday needs close by. As downtowns attract a broader mix of uses, the level of activity, both during the daytime and at night creates an increased perception of safety and livability. Finally, downtowns have become more racially and ethnically diverse. Between 1980 and 2000, the percentage of Latino and Asian households living in downtowns increased a trend that is particularly relevant to Woodburn, where Latino households comprised 54 percent of total households in 2008 and are projected to comprise 59 percent of total households by 2013.<sup>2</sup>

Candidates for close-in and more urban housing in Woodburn may include young single professionals or newly married couples, professors working at Chemeketa Community College, “empty-nesters” who want to remain in Woodburn, and Latino families seeking to be close to the community atmosphere that Downtown Woodburn offers.

## Housing Demand Analysis

Identifying a new 20-year housing target for Downtown Woodburn involves two key steps:

**Step 1: Prepare citywide 20-year population and household projections.** Understanding how the City’s demographics will evolve over the next 20 years provides parameters and a framework in which to assess Downtown Woodburn’s growth potential.

**Step 2: Identify a Capture Rate for Downtown Woodburn.** Multiple factors will impact what percentage of the City’s total households will locate in Downtown Woodburn. These include the existing supply of redevelopable land, zoning and regulatory policies, and future investments the City makes in public infrastructure, facilities and revitalization programs. A more detailed description of factors that influence housing demand is provided below.

### Step 1: Prepare Citywide 20-Year Population and Household Projections

As described above, population forecasts prepared as part of recent and ongoing Citywide planning efforts serve as a basis for both short and long-term planning, including infrastructure and facilities planning:

- In 2002, ECONorthwest prepared population projections within the Woodburn Urban Growth Boundary for the period 2000 through 2020. These projections, which assume an average annual growth rate of 2.8 percent, will serve as the basis for planning through 2020.
- To assess future planning needs beyond 2020, the City contracted Winterbrook Community Resource Planning to prepare population projections for the period from 2020 to 2060. During this 40-year

timeframe, population growth is anticipated to slow to an average annual growth rate of 1.9 percent.

Thus, assuming a 2.8 percent average annual growth rate for years 2009 to 2020 and a 1.9 percent average annual growth rate for years 2020 to 2029, Woodburn’s population is projected to increase to 41,365 by 2029. For the purposes of calculating housing (unit) demand, projecting long-term household growth (as opposed to population growth) is a more effective way of evaluating an area’s housing potential. Anticipating how many households will locate in an area and characterizing the household composition is (i.e., larger households and families with children versus smaller 1- and 2-person households) will help the City identify realistic housing (unit) targets.

Woodburn’s average household size was estimated to be 3.2 in 2008<sup>3</sup> and is not projected to change significantly over the next five years. Assuming that this average household size holds steady during the next 20 years, an estimated 12,926 households will live in Woodburn by 2029.

### Step 2: Identify a “Capture Rate” for Downtown Woodburn

Research shows that healthy downtowns can capture as much as three to six percent of a city’s total households. For example, in 2005 the Brookings Institution published a study that examined downtown housing trends in selected U.S. cities. The study found that, on average, downtowns captured three percent of total citywide household in 2000.<sup>4</sup>

Table 1 below shows the downtown household capture rate for four cities located in western United States: Boise, Portland, Seattle, and Phoenix. While these cities are much larger than Woodburn, the “conditions for

Table 1: Downtown Population as a Percentage of City

City	2000 Downtown Population	2000 City Population	Downtown as a % of City
Boise	1,824	74,438	2%
Portland	7,650	223,737	3%
Seattle	13,511	258,499	5%
Phoenix	2,328	465,834	0%

Source: Brookings Institution

<sup>3</sup>Source: FSR1 Business Analyst.

<sup>4</sup>Eugenie L. Birch. (2005). Who Lives Downtown. Brookings Institution Living Cities Census Series.

success” that facilitated redevelopment and growth in their downtowns could be replicated, albeit at a smaller scale, in Downtown Woodburn.

In 2008, an estimated two percent of the City of Woodburn’s total households lived in Downtown Woodburn.<sup>5</sup> However, property located in Historic Downtown (21 acres) comprises less than 25 percent of Downtown Woodburn’s total land area (91 acres). Therefore, if the City creates effective, strategic investments and establishes strong partnerships with the private sector to promote new housing, the urban renewal area could capture a higher percentage of the City’s total households than traditional downtowns, which are generally more compact. Further evidence of Downtown Woodburn’s strong redevelopment potential is the high percentage of underutilized and/or undeveloped property with a low improvement to land value ratio.<sup>6</sup> An estimated 72 percent of Area property (65 acres) has an improvement to land value of 3.0 or less. Vacant land comprises an estimated 17 percent (16 acres) of the Area’s total acreage.

It is important to reiterate that the number of housing units that Downtown Woodburn will absorb during the next 20 years greatly depends on the degree to which the City and its partners invest in projects and programs that will stimulate private investment and promote redevelopment activities that make Downtown Woodburn a more attractive place in which to live, work, shop, and entertain.

Thus, Leland Consulting Group projected a range of capture rates for Downtown Woodburn. As shown in Table 2 below, if total households within

the City of Woodburn increases to 12,926 by 2029, Downtown Woodburn will grow from three percent (388 households) to nine percent (1,163 households). The three scenarios show a low, medium, and high rate of growth, which allow for variations in the amount of investment and commitment the City makes to bringing housing to the area over the next 20 years. Scenario 1 assumes little to no City involvement, letting the market absorb housing based on existing trends, while Scenario 3 assumes a strong commitment from the City with a goal to achieve nine percent as a capture of total household growth over the next 20 years.

Average annual absorption of new housing units in Downtown Woodburn is projected to range from as few as 11 units per year to as many as 58 units per year. Under the high growth (nine percent capture) scenario, Downtown Woodburn could absorb up to 290 new housing units during the first five years. However, since the impact of revitalization efforts will likely be smaller in the short-term and larger in the long-term, Downtown Woodburn will absorb less new housing in the first five years and an increasing share of new housing in later years.

For comparison purposes and to confirm the validity of the above housing projections, it is useful to estimate new housing using a different methodology and to compare the two results. An alternative method of arriving at a 20-year housing projection is to examine consumer housing preferences. A 2006 study by Arthur C. Nelson, co-director of the Metropolitan Institute at Virginia Tech, concluded that,

Table 2: Gateway Area Alternative Capture Rate Scenarios

Scenario	2009 Households <sup>1</sup>	2029 Households	Total Growth (2009-2029)	Avg Annual Growth (2009-2029)
<b>Scenario 1 - 3% capture</b>	158	388	230	11
<b>Scenario 2 - 6% capture</b>	158	776	618	39
<b>Scenario 3 - 9% capture</b>	158	1,163	1,006	58

Source: ESRI and Leland Consulting Group

<sup>1</sup> Source: The 2009 household estimate assumes a 2.8 percent growth rate (per ECONorthwest’s population projections adopted in the Comprehensive Plan) and an average household size of 4.5 persons.

<sup>5</sup> According to ESRI 2008, in 2008 an estimated 151 households lived in the Gateway Area and 7,593 households lived in Woodburn.

<sup>6</sup> In Woodburn, an improvement to land ratio of 5.0 or higher, where the value of the improvement is at least five times greater than the value of the land, generally indicates a property is in healthy and productive use.

<sup>7</sup> Arthur C. Nelson. (2006). Leadership in a New Era. Journal of the American Planning Association, 72 (1), 393-407.

nationwide, the demand for attached urban residential housing types, including apartments, condominiums/cooperatives and townhouses, is 38 percent.<sup>7</sup>

As stated in the Housing Trends section, small 1- and 2-person households, including singles, young professionals, empty nesters, and retirees, comprise the majority of households living in downtowns and more close-in neighborhoods. Typically, 50 percent or more of any given city's population is made up of these demographic types. For example, in 2000, 1- and 2- person households comprised 68 percent of Portland's total households. In Woodburn, 56 percent of households in 2000 were one or two persons in size, slightly lower than Portland, but reflective of Woodburn's large Latino population, which tends to have larger households.

Thus, considering Woodburn's unique demographics, the local demand for attached urban housing is likely to be lower than the national average of 38 percent. Assuming that attached housing appeals to just 30 percent of Woodburn households, 3,878 households will live in attached housing located throughout the City in 2029. As previously discussed, given the high proportion of vacant and underutilized lands in the Downtown Woodburn, there is significant room for new, higher density residential development, particularly along Young Street, which is less densely developed and features relatively few historic structures compared to Historic Downtown. Therefore, it is realistic to project that 25 percent or more of the citywide demand for attached housing (969 units) could be accommodated within Downtown Woodburn. Since approximately 158 households live in Downtown Woodburn today, this translates to a minimum of 811 new attached housing units by 2029. This projection falls within the range developed under the alternative methodology for Downtown Woodburn as shown by Capture Rate Scenario 2 and Scenario 3 from Table 2. Therefore, the projections from that analysis are reasonable.

Key findings from the housing demand analysis are summarized below.

- The amount of new housing development that will occur in Downtown Woodburn during the next 20 years will be directly influenced by the investments

the City makes in public infrastructure, facilities, and programs. The greater the level of investment, the greater the likelihood that the housing market will thrive.

- Assuming a moderate level of public investment, Downtown Woodburn will absorb between 600 to 800 new housing units in the next 20 years.
- A variety of housing options and price points, including affordable and family-oriented housing will maximize the appeal of close-in, urban housing to local residents. The end goal is to create a diverse community with households of varied incomes and lifestyles, appealing to a wide range of potential residents.
- Revitalization is an incremental process. Less development will occur in the first five years and more development will occur 10 to 20 years down the road if a path for success is laid early on. Adopting, benchmarking, and updating these housing targets on an ongoing basis will help ensure that the City achieves its housing goals.
- Currently, employment opportunities within Downtown Woodburn are limited. Since local workers are a primary source for housing demand, creating new employment opportunities will stimulate housing development. Investments in capital infrastructure, targeted investments in economic development, and an active employer recruitment role by the City will support this effort.
- Mitigation of noise and vibrations from the rail line will be necessary to attract housing to Historic Downtown.

## Strategies

Since increasing housing in Downtown Woodburn is fundamental to the goals for the Downtown Development Plan Update, specific strategies for increasing housing opportunities must be combined with other strategies to result in a comprehensive implementation strategy. Specific to increased housing, strategies include the following:

- Implement zoning and other policy changes described elsewhere in the Downtown Plan, all of which support the goal of increased housing.



- Create an attractive environment for market rate housing by:
  - » Providing adequate open space and public amenities;
  - » Reducing parking requirements;
  - » Creating physical and landscape buffers to reduce noise and vibrations from the railroad line; and
  - » Implementing streetscape and storefront beautification programs.
- Create and market to the development community financial incentives for housing, including SDC waivers, tax abatement program, rehabilitation/redevelopment loan programs that assist property owners with the cost of converting the upper stories of existing buildings into housing;
- Partner with private developers to develop housing on City owned property. This could be achieved through a joint development or RFQ process. The City could convey property to a private developer and write down the cost of land for a housing project that meets criteria established by the City;
- Partner with nonprofit housing partners to bring affordable housing and workforce housing downtown. Through partnerships, for example, funds may be acquired for affordable housing through programs such as Housing and Urban Development's Low Income Housing Tax Credit (LIHTC) program;
- Establish zoning and design guidelines that encourage mixed-use development with housing over ground floor retail; and
- Ensure adequate buffers between incompatible land uses and residential development.

## Implementation Plan

The following implementation plan identifies the key actions that will combine to achieve the vision and goals for downtown Woodburn. The actions are prioritized and phased over time, spreading the work into feasible levels of effort, but combined strategically to maximize the opportunities for one project to leverage the investment of another. Most importantly, the actions and investments have been selected to support existing businesses, facilitate the development of new housing, retail, and employment and to create an appealing streetscape environment. These actions—public and private investment—must be locked together and interdependent. The guiding principles are as follows:

### Many, Many Projects

The success of the Woodburn Downtown Development Plan Update cannot hinge on a single major project. Putting all the community's eggs in one basket is risky and robs the community of the great diversity that is achieved through many, many smaller projects. Projects are broadly defined to include regulatory changes, development projects, and programs.

### Many Stakeholders

The Woodburn Downtown Development Plan Update and its implementation actions will involve many stakeholders, assigning responsibilities to public, private, and nonprofit-sector partners. Involving many stakeholders allows the work of implementing many projects to be spread out, and it ensures ongoing participation by different sectors of the community. The key to successful implementation of the plan is mechanisms for matching the identified stakeholders with projects, existing and proposed.

### Committed, Ongoing Leadership

Creation of a revitalized downtown takes time and requires leaders from all sectors of the Woodburn community. Implementing actions must provide mechanisms and opportunities to foster champions from both the public and private sector, as both must come together to address the long-term needs of Downtown Woodburn.

### Good Organization

Every successful downtown has a strong organization to help bring together the efforts of many public and

private leaders. A strong organization can unite these partners and can organize the many tasks that will be necessary. Whether it is the urban renewal agency, the downtown business association, a new stakeholder group, or a combination of these entities, a Good Organization provides ongoing coordination, provides long-term continuity, unifies divergent interests, and communicates success and opportunities to the larger community.

### Development Standards

Downtown plans include strong standards that ensure development is of the same quality envisioned by the community. Development standards are clear and consistent, encourage that which is desired and strongly prohibit that which is not wanted, but are dynamic and flexible so that they can adapt to changing market conditions.

### Communications and Marketing

Successful downtown development requires getting the word out about the opportunities and assets throughout Woodburn and the region. Implementation cannot ignore the need for an active communications and marketing effort.

### Supportive Government

A supportive government helps open doors and paves the way for private-sector investment in Woodburn. All of the agencies and departments must be aligned to facilitate its success. Supportive governments make downtown the preferred and easiest part of the community to invest in.

### Ongoing Review

The Woodburn Downtown Development Plan Update cannot be a static plan over the next 20 years. Implementation will never really end, and strategies and actions must be flexible to react to changes in the marketplace and new opportunities. Ongoing review of the plan and strategy must be a core part of implementation.

### Catalyst Action Plan

The Woodburn Downtown Development Plan is intended to be a “road map for change” in downtown Woodburn for the next twenty to thirty years. Change will require that the City undertake some immediate actions to set the stage for development and the implementation of short-term, mid-term and long-

term catalyst projects and actions that have been identified, described, and illustrated throughout the plan.

The City will review the list of catalyst projects and actions on a regularly-scheduled basis and make amendments to respond to changing opportunities or the desire to shift emphasis.

**Setting the Stage: Immediate Priority Actions**

Immediate priority actions are critical upfront tasks, including both physical and nonphysical tasks, which will get momentum underway and set the stage for implementation of catalyst projects and actions. Implementation of these priorities will have the greatest effect on revitalizing downtown and will “jump start” many of the other catalyst projects and action items.

Table 1 on the following page provides a detailed description of the five immediate priority action items have been identified.

**Catalyst Projects**

In addition to the immediate priority actions described above, the plan identifies catalyst projects and actions that will be carried out during the next 20 years. Short-term (years 1-2) and medium-term (years 3-6) projects are inherently the highest priority actions. Long-term projects targeted for six years or beyond should be evaluated each year to determine if opportunities or changing community or economic conditions warrant moving the action or project ahead on the implementation timeline.

Catalyst projects and actions fall into three major categories:

- Transportation catalysts
- Redevelopment catalysts
- Land use and regulatory revisions

A description of each category and associated projects and actions is provided below.

<b>TABLE 1: IMMEDIATE PRIORITY ACTION ITEMS</b>	
<b>ACTION</b>	<b>REASON FOR PRIORITY</b>
Establish a dedicated Urban Renewal staff person (URA Manager)	Implementing the Woodburn Downtown Development Plan Update will require ongoing coordination of many projects, stakeholders, and resources. Having a dedicated manager is the first step to addressing subsequent implementation actions.
Establish a strong Area Organization	Just as the City will need a manager in place to implement the many projects described below, it will need to work closely with leaders from the private sector. A downtown organization helps the community, business owners, and property owners to clarify objectives, provide leadership, and implement many of the marketing and communications related Action Items.
Institute a Storefront Improvement program	Storefront improvement programs are relatively low-cost, but highly visible, ways to revitalize aging buildings and attract businesses to downtown. Improvements will not only help existing and/or future businesses to succeed, but they will reinforce the positive message that the City is committed to Downtown.
Complete renovation of the Association Building on the Plaza	Being located on the Plaza, the City’s main square, will activate Old Town with people and activity throughout the week. As a project that has been stalled for some time, its completion will be highly visible and will send a strong message to the community that revitalization is underway and the City is committed to Downtown.
Establish a Farmer’s Market on the Plaza	A farmers market will bring residents and visitors to Downtown on a weekly basis during the operating season. This will increase Downtown’s visibility, bring needed foot traffic to support existing merchants, and provide a needed amenity to support housing growth.

## Transportation Catalysts

These improvement projects will support and provide enhanced vehicular and pedestrian access to downtown businesses and will support future mixed-use and housing development in Old Town and the Gateway Subarea. Revitalization of those two areas is essential in achieving the goal of a Complete Downtown.

ACTION	IMPLEMENTATION TIMING		
	SHORT-TERM	MEDIUM-TERM	LONG-TERM
Construction of ADA-accessible curb returns on Young and Lincoln Streets at Front Street	X		
First Street Improvements	X		
Mayor's Alley (Arthur to Grant)	X		
Mid-block pedestrian crossing treatment on Young Street at the future Mill Creek Greenway		X	
Mayor's Alley (remaining 3 blocks)			X

## Redevelopment Catalysts

Undertaking the following redevelopment projects, including adaptive reuse of the Association Building (listed as an immediate priority action item), will be significant examples of the benefits of new mixed-use and housing development in downtown. The City can engage in redevelopment through marketing and recruitment of new private investment, and joint development partnerships or incentives for development proposals that meet downtown revitalization goals. Actual timing of any redevelopment will be affected by market interests and the future financing environment.

ACTION	IMPLEMENTATION TIMING		
	SHORT-TERM	MEDIUM-TERM	LONG-TERM
Begin acquisition of the remaining privately-held tax lots between Oak and Cleveland Streets and First and Second Streets		X	
Issue a Request for Proposals for joint development of senior housing on the Oak Street to Cleveland Street block			X
Issue a Request for Proposals for mixed-use development on First Street between Garfield and Arthur Streets			X
Encourage mixed-use development within the Gateway Subarea			X

## Land Use and Regulatory Amendments

As part of the Downtown Development Plan Update, revisions were made to two existing zoning districts — CG Commercial General and Downtown Development and Conservation Zone. In addition, policies were added to the Comprehensive Plan. The adjustments support this plan’s goals for Old Town and the development of a Complete Downtown extending east of Front Street (see Appendix A).

<b>TABLE 4: LAND USE AND REGULATORY REVISIONS</b>			
<b>ACTION</b>	<b>IMPLEMENTATION TIMING</b>		
	<b>SHORT-TERM</b>	<b>MEDIUM-TERM</b>	<b>LONG-TERM</b>
Zoning and Comprehensive Plan revisions	X		
Update Transportation System Plan	X		

### CG Commercial General—New Gateway Subdistrict

This new subdistrict will apply to the commercially zoned (CG) properties between Front Street and Mill Creek and between Lincoln Street and Cleveland Street. The subdistrict will allow and encourage mixed-use development with a substantial housing component. Over time, the new zoning will provide the opportunity for redevelopment to replace some but not all light industrial and manufacturing uses in order to create a larger and more robust downtown environment.

#### New Uses Encouraged and Allowed

- Housing types that include multifamily, duplexes, and single-family attached
- Management and corporate offices

#### Additional Key Elements

- Building height limit transitioning from 40 feet adjacent to residentially zoned properties to 70 feet next to the railroad tracks. Exceeding the height limit is allowable through the Conditional Use Process.

### DDC Downtown Development and Conservation Zone

The Downtown Development and Conservation District (DDC) regulations apply to the central business area. The DDC is Woodburn’s center of vital retail activity, services, entertainment, housing, mixed-use, civic buildings, and public spaces. Revisions to the DDC zone emphasize historic character and pedestrian-oriented architecture. The revisions allow

more flexibility for housing choices and establish a transitional building height limit.

#### New Uses Encouraged and Allowed

Multifamily and single-family attached housing, management, and corporate offices.

#### Architectural Design Standards and Guidelines Updates

The revisions guide the design of buildings constructed in the DDC zoning district to ensure that new structures and alterations of existing structures are physically and visually compatible with other buildings within the downtown business district. The standards and guidelines address appropriate use of arcades, windows, building orientation, and architectural details.

#### Key Elements

- Building height limit transitioning from 40 feet along Second Street to 50 feet along Front Street.
- Exceeding the height limit is allowed through the conditional use process.
- Development standards and guidelines to preserve the historic character and scale of Old Town.

#### Comprehensive Plan

The Comprehensive Plan was reviewed for possible conflicts with the vision, goals, or specific design concepts provided in this plan. No conflicts were found. However, new policies have been written in order for the Comprehensive Plan to be fully reflective of the Downtown Development Plan Update. The new polices emphasize preservation of historic character, new housing opportunities in downtown, and encourage greater pedestrian and business activity.

## Transportation System Plan

The Woodburn Downtown Development Plan Update developed a number of transportation improvements and street design concepts to better support the vision and goals. These concepts will be implemented in Old Town and throughout the Young Street Corridor. To integrate these improvements the current Transportation System Plan (TSP) will need to be updated (see Appendix B).

## Financing Strategies

Downtown revitalization programs and activities are typically funded by a multitude of sources. Often, especially in emerging markets such as downtowns, private-sector projects are not economically viable without some public assistance. Likewise, public investments, such as infrastructure, civic buildings, and open space often do not have dedicated funding mechanisms. The funding needed for public and private projects usually exceeds available revenue. However, neither the City of Woodburn nor the urban renewal agency can or should fund all of the necessary projects alone. By pursuing additional funding sources for projects, Woodburn can leverage its limited funding capacity to increase the overall impact on Downtown. Indeed, many outside sources of money will require a local match.

The city will pursue public and private funding sources to implement the downtown, community, and economic revitalization initiatives included in this plan. Possible funding sources are listed in the Appendix, together with websites that provide detailed program descriptions and contact information.

Specific financing strategies include:

1. Utilize Tax Increment Financing (TIF): TIF through the City's urban renewal district will be the primary funding mechanism for capital projects, land acquisitions, and business assistance.
2. Prioritize Capital Investments: Prioritize capital projects (transportation, parks, infrastructure, etc.) in Downtown Woodburn in the Capital Improvement Plan. Funding for these projects will come from existing sources (specific to each infrastructure type). In essence, Downtown Woodburn becomes the highest priority location to spend existing City resources.
3. requests and pursue non-local funding wherever

possible to supplement local dollars. In addition to State sources, federal money (earmarks, Stimulus packages, etc.) can be brought to bear for special projects with the assistance of the Oregon congressional delegation.

4. Reinvest Systems Development Charges (SDCs): When development projects move forward in Downtown Woodburn and SDCs are collected, Aggressively Pursue Non-Local Funding Sources: Many non-local funding sources are available to support infrastructure and economic development. Described in the Appendix, many of these sources come from the State of Oregon, either through ODOT or the Oregon Economic and Community Development Department. The new Downtown Manager (described in the Strategic Business Development Plan) will submit grant credit the fees for improvements that directly reduce the offsite requirements of the specific development. This will effectively provide a dollar-for-dollar cost reduction for each project, making them more economically feasible and accelerating the pace of investment.
5. Explore the Formation of an Economic Improvement District (EID): In order to support marketing and business recruitment costs, which are often not eligible expenditures for many funding sources, explore the formation of an EID with the support of Downtown business and property owners to provide an ongoing funding stream for operating and programmatic expenditures.
6. Link Investment Expenditures to Private Projects: In order to maximize the leverage of limited public resources and to ensure that they result in matching private investment, form public-private partnerships that link public investments to identified private projects instead of building public investments with no identified private projects. That is, rather than use a policy of "build it and they will come," target spending where a corresponding response from the private sector is assured.

## Public and Private-Sector Roles

The revitalization of Downtown Woodburn will be a true public-private partnership. While there are numerous public investments that will be needed to achieve the vision, much of the implementation will take the form of private investments in retail, office, and housing. Therefore, the City of Woodburn and private-sector property owners, merchants, and developers must work together to coordinate projects, leverage investments, and accelerate momentum. In struggling economic times and in untested market environments, the public sector must usually make the first move in investments. The private sector, on the other hand, will often wait in the sidelines until concrete action has been taken and the City’s commitment to a downtown is proven. The private sector seeks certainty as a means to mitigate the risk of making investments— public commitments in projects help to alleviate that risk. In other words, private investment will follow public commitment. Within this context, each sector has critical roles to play:

PUBLIC ROLES	PRIVATE ROLES	JOINT ROLES
<ul style="list-style-type: none"> <li>• Adopt plans and remove regulatory hurdles</li> <li>• Dedicate at least one staff person to be responsible for implementation</li> <li>• Increase safety</li> <li>• Establish momentum through targeted initial investments</li> <li>• Manage public parking lots and programs</li> <li>• Secure additional public funding tools</li> <li>• Continue public outreach and opportunities for involvement in decision making</li> <li>• Build public investments, such as infrastructure, civic buildings, and events centers</li> </ul>	<ul style="list-style-type: none"> <li>• Form and sustain a downtown organization</li> <li>• Form business improvement districts and other private funding mechanisms</li> <li>• Advocate for the downtown at multiple levels of government</li> <li>• Provide advice and feedback on economic and market conditions</li> <li>• Build market-rate projects, such as housing, office, and retail uses</li> </ul>	<ul style="list-style-type: none"> <li>• Provide leadership and champions to support projects and initiatives</li> <li>• Jointly sit on committees and task forces</li> <li>• Coordinate marketing</li> <li>• Share investment risk on selected public-private partnerships</li> </ul>

## Summary of Zoning Revisions

Zoning revisions are proposed for the DDC Downtown Development and Conservation zone and the CG Commercial General Zone. For the CG zone a new Gateway Sub-district was created. The sub-district will allow mixed use development with a strong housing component. Over time, the new zoning may gradually phase out those light industrial and manufacturing uses that typically would be incompatible with mixed use development. The redevelopment of the Gateway Sub-district will extend the sense of downtown across the railroad tracks.

### CG –Gateway Sub-district

#### New Uses Encouraged and Allowed

- Housing types that include multi-family, duplexes and single-family attached.
- Management and corporate offices.

#### Uses Discouraged and Not Allowed

New land extensive uses such as outdoor storage lots and land extensive uses for long-term outdoor parking for non-customer uses such as bus facilities and RV lots are prohibited.

#### Additional Key Elements

- Building height limit transitioning from 40 feet adjacent to residentially zoned properties to 50 feet next to the railroad tracks. Exceeding the height limit is allowable through the Conditional Use Process.

## DDC Zoning District

Revisions to the DDC zone emphasized historic character and pedestrian-oriented architecture. The revisions allow more flexibility for housing choices and establish a transitional building height limit. The revisions will guide the design of buildings constructed in the DDC zoning district to ensure that, through appropriate use of arcades, windows, building orientation, and architectural details, new structures and alterations of existing structures are physically and visually compatible with other buildings within the downtown business district.

#### New Uses Encouraged and Allowed

Multi-family and single-family attached housing, management and corporate offices.

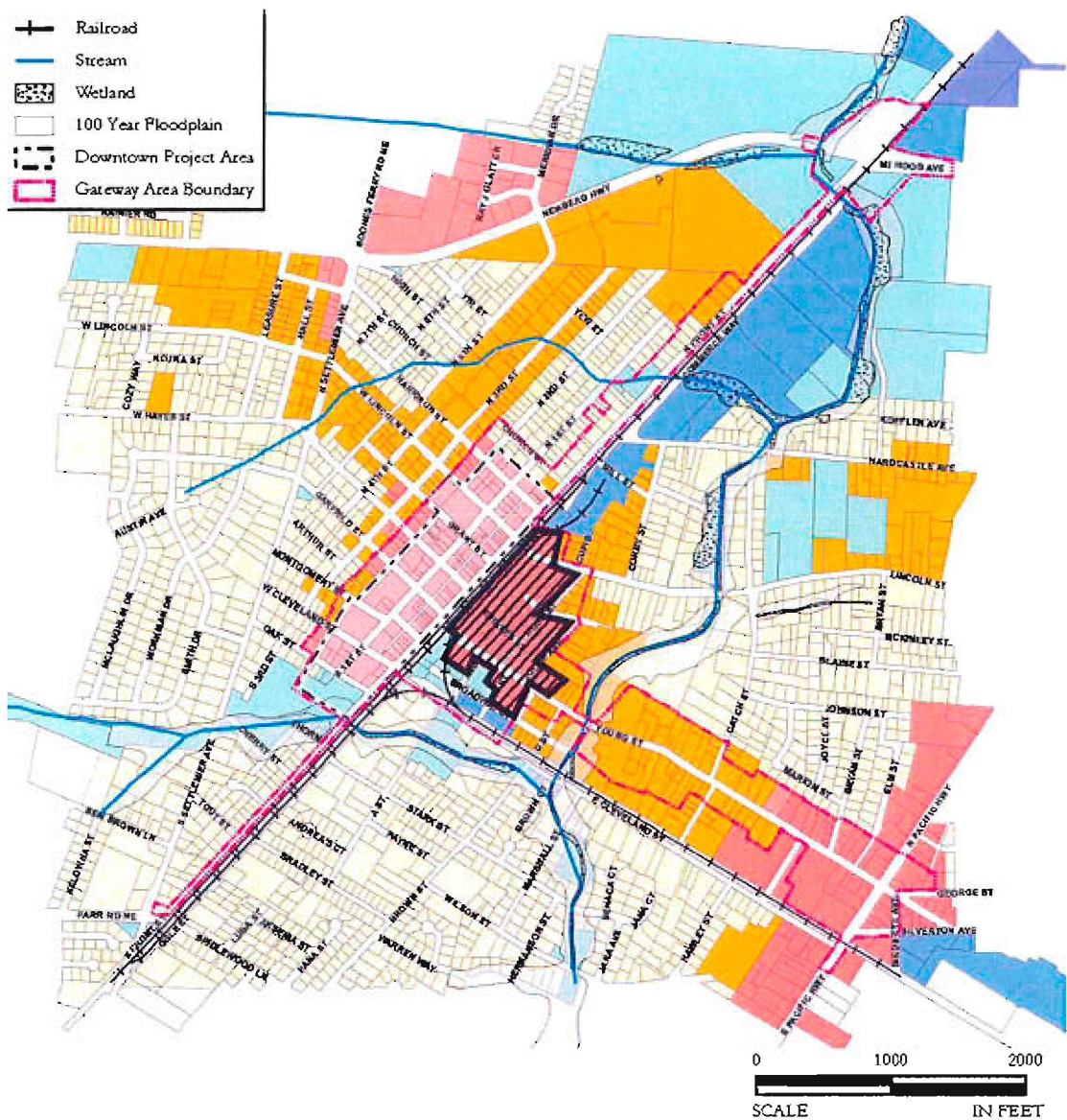
#### Architectural Design Standards and Guidelines Updates

The purpose of these updates is to guide the design of buildings constructed in the DDC zoning district to ensure that, through appropriate use of arcades, windows, building orientation, and architectural details, new structures and alterations of existing structures are physically and visually compatible with other buildings within the downtown business district.

#### Key Elements

- Building height limit transitioning from 35 feet along Second Street to 40 feet along Front Street.
- Exceeding the height limit is allowed through the Conditional Use process.
- Development standards and guidelines to preserve the historic character and scale of Old Town.





# City of Woodburn

## Downtown Development Plan Update

## Zoning Designations



- RS - Single Family Residential
- R1S - Retirement Community Single Family Residential
- RM - Medium Density Residential
- DDC - Downtown Development and Conservation
- Gateway Subdistrict

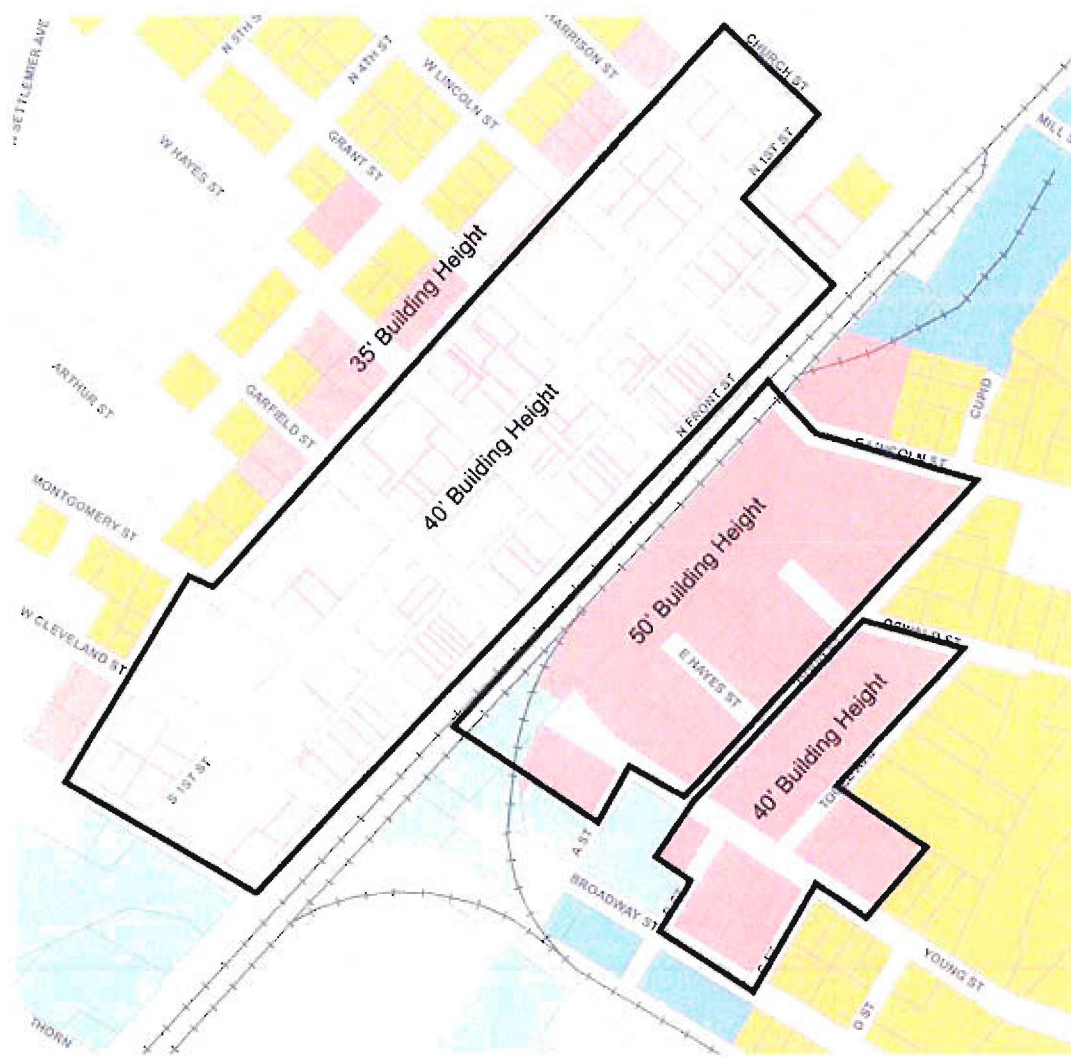
- CG - Commercial General
- CO - Commercial Office
- IL - Light Industrial
- IP - Industrial Park
- P/SP - Public and Semi-Public



Association with  
 Leisold Consulting Group  
 Kimbora & Associates

April 2009

Figure A



\*Note: CUP required to exceed those limits.



## City of Woodburn Downtown Development Plan Update

## Maximum Building Height Designations



- |  |                               |
|--|-------------------------------|
| RS - Single Family Residential                       | CG - Commercial General       |
| RIS - Retirement Community Single Family Residential | CO - Commercial Office        |
| RM - Medium Density Residential                      | IL - Light Industrial         |
| DDC - Downtown Development and Conservation          | IP - Industrial Park          |
|  | P/SP - Public and Semi-Public |



Association with:  
Planning Group  
Kitelson & Associates  
Figure B

## Zoning Revisions

The draft zoning updates show suggested new/added text as underlined and suggested text to be removed as ~~strikethrough~~.

### 2.101.02 Zoning Districts

The City of Woodburn shall be divided into the following zoning districts:

- A. Residential Single Family (RS).
- B. Retirement Community Single Family Residential (R1S).
- C. Medium Density Residential (RM).
- D. Commercial General (CG).
- E. Downtown Development and Conservation (DDC).
- F. Nodal Neighborhood Commercial (NNC)
- G. Industrial Park (IP).
- H. Light Industrial (IL).
- I. Public and Semi-Public (P/SP).
- J. Neighborhood Conservation Overlay District (NCOD).
- K. Riparian Corridor and Wetlands Overlay District (RCWOD)
- L. Southwest Industrial Reserve District (SWIR)
- M. Nodal Districts
  - 1. Nodal Single Family Residential (RSN)
  - 2. Nodal Multi-Family Residential (RMN)

## 2.106 Commercial General (CG)

Commercial districts are centers of business and civic life. The General Commercial District regulations apply to those commercial areas outside or adjacent to the central business area. The General Commercial district is intended to:

- A. Promote efficient use of land and urban services;
- B. Accommodate automobile-oriented and automobile-dependent uses;
- C. Use appropriate design standards to guide the appearance and functionality of development sites;
- D. Provide for visitor accommodations and services;
- E. Create a mixture of land uses that encourages employment and housing options in close proximity to one another;
- F. Provide connections to and appropriate transitions between residential areas and commercial areas;
- G. Allow and encourage residential development in the Downtown Gateway subdistrict as a complementary use to commercial uses in the district and in the adjacent Downtown area;
- H. Restrict land extensive commercial, storage, and industrial uses in the Downtown Gateway sub-district.

### 2.106.01 Permitted Uses

The following uses, when developed under the applicable development standards of the WDO, are permitted in the CG zone.

- A. Residential (allowed either in conjunction with a permitted use or as a stand alone use.)
  - 1. One dwelling unit in conjunction with a commercial use.
  - 2. Multiple-family dwellings (rental or condominium) project at a net density of between 12 and 32 dwelling units per acre are permitted in the Downtown Gateway sub-district. Multiple-family dwellings are subject to the dimensional standards and other development standards of Section 2.104 unless the multiple-family dwellings are built as part of a vertical mixed use development.
  - 3. Multiple-family dwellings (rental or condominium) built as part of a vertical mixed use development at a maximum net density of 32 dwelling units per acre are permitted in the Downtown Gateway sub-district. Multiple-family dwellings in a vertical mixed use development are subject to the dimensional standards and other development standards of the CG district.

4. Attached single-family residences at a net density of 12 to 24 dwelling units per acre are permitted in the Downtown Gateway sub-district.

B. Special Trade Contractors.

1. Plumbing, heating and air-conditioning contractors. (235110) In the Gateway sub-district, this use is allowed only when located entirely within a building
2. Paper and wall coving contractors. (235210) In the Gateway sub-district, this use is allowed only when located entirely within a building
3. Masonry, drywall, insulation and tile. (2354) In the Gateway sub-district, this use is allowed only when located entirely within a building
4. Floor laying contractors. (235520) In the Gateway sub-district, this use is allowed only when located entirely within a building
5. Roofing, siding, and sheet metal construction contractors (235610) entirely within a building.
6. Glass and glazing contractors. (235920) In the Gateway sub-district, this use is allowed only when located entirely within a building
7. Building equipment and other machinery installation contractors. (235950)
8. Ornamental ironwork contracting. (235990) In the Gateway sub-district, this use is allowed only when located entirely within a building

C. Fabricated metal products manufacturing

1. Fabricated metal product manufacturing (332) entirely within a building.

D. Furniture and Related Products Manufacturing, except in the Gateway sub-district.

1. Household and institutional furniture and kitchen cabinet manufacturing (3371) entirely within a building.

E. Retail Trade

1. Automotive parts (44131) without installation.
2. Furniture and home furnishings. (442)
3. Electronics and appliance stores. (443)
4. Building materials and garden equipment and supplies. (444) with all outdoor storage and display enclosed by a 7' masonry wall.
5. Food and beverage stores. (445)
6. Health and personal care stores. (446)

7. Clothing and accessory stores. (448)
8. Sporting goods, hobby, book and music stores. (451)
9. General merchandise stores. (452)
10. Misc. retail (453) EXCEPT used merchandise stores (4533), other than antique shops, and EXCEPT manufactured (mobile) home dealers. (45393)

F. Transportation & Warehousing

1. Postal service. (491)

G. Information

1. Publishing. (511)
2. Motion picture theaters (512131) EXCEPT drive-ins.
3. Radio and TV. (5131)
4. Cable networks. (5132)
5. Telecommunications. (5133) EXCEPT telecommunication facilities subject to Section 2.204.03.
6. Information and data processing. (514)

[Section 2.106.01.H as amended by Ordinance No. 2423, §7, effective on July 28, 2007.]

H. Finance and Insurance

1. Finance and insurance (52) EXCEPT pawn shops (522298) and check cashing, pay day loan and cash transfer establishments [other than banks] as a predominant, ancillary, or required supporting use. Pawn shops (522298) and check cashing, pay day loan, and cash transfer establishments (other than banks) are not permitted in the Gateway sub-district. [Section 2.106.01.H.1 as amended by Ordinance No. 2383, §16, passed March 16, 2005.]

[Section 2.106.01.I.2 and 2.106.01.I.3 as amended by Ordinance No. 2423, §4, effective on July 28, 2007.]

I. Real Estate and Rental and Leasing

1. Real estate. (531)
2. Video tape and disc rental. (532230)
3. General rental centers (532310) with all outdoor storage and display on a paved surface, except in the Gateway sub-district.

J. Professional, Scientific & Technical Services

1. Legal services. (5411)

2. Accounting. (5412)
3. Architects and engineers. (5413)
4. Specialized design services. (5414)
5. Computer system design. (5415)
6. Management consulting. (5416)
7. Advertising. (5418)
8. Other professional services (5419) EXCEPT veterinary service contained entirely within a building. (541940)

K. Administrative & Support Services

1. Administrative and support services (561) INCLUDING employment, travel and investigation.
2. Management and corporate offices (551)

L. Educational Service

1. Business schools. (6114)
2. Technical and trade schools. (6115)

M. Health Care and Social Services

1. Ambulatory health services (621) EXCEPT ambulance service. (62191)
2. Social assistance (624) INCLUDING child day care services.

N. Arts, Entertainment and Recreation

1. Performing arts and spectator sports, except in the Gateway sub-district.(711)
2. Museums and historic sites (712) EXCEPT zoos. (712130)
3. Fitness and recreational sports. (71391)
4. Bowling centers. (71395)
5. Other amusements INCLUDING ballrooms, except in the Gateway sub-district. (713990)

O. Accommodation & Food Service

1. Hotels (EXCEPT casino hotels) and motels. (72111)
2. Bed-and-breakfast inns. (721191)

3. Food service and drinking places (722) EXCEPT mobile food service.

P. Other Services

1. Electronic and precision equipment repair. (8112)
2. Electric motor repair entirely within a building.
3. Re-upholstery and furniture repair. (81142)
4. Leather repair. (81143)
5. Personal care services (8121) INCLUDING barber shops and beauty salons.
6. Funeral homes. (812210)
7. Dry cleaning and laundry service (8123) EXCEPT linen supply.(81233)
8. Photo finishing. (81292)
9. Parking lots and garages (81293) EXCEPT extended vehicle storage.(4939190)
10. All other personal services (812990) INCLUDING bail bonding and consumer buying services.
11. Religious, civic and social organizations. (813)

Q. Public Administration

1. Public administration. (92)

R. Streets & Utilities

1. Rights of way and easements and the improvements therein for streets, water, sanitary sewer, gas, oil, electric and communication lines and for storm water facilities and for pump stations.

## 2.106.02 Special Permitted Uses

The following uses, when developed under the applicable development standards of the WDO including the special development standards of Section 2.203, are permitted in the CG zone.

- A. Agricultural practices without livestock, except in the Gateway sub-district, subject to Section 2.203.02.
- B. Complementary residential uses subject to Section 2.203.06.
- C. Delivery services subject to Section 2.203.08.
- D. Facilities during construction subject to Section 2.203.10.
- E. Temporary outdoor marketing and special events subject to Section 2.203.19.



### 2.106.03 Conditional Uses

The following uses may be permitted in the CG zone subject to the applicable development standards of the WDO and the conditions of conditional use approval:

#### A. Retail Trade

1. Motor vehicle and parts dealers (441) EXCEPT automotive parts without installation.
2. Tractor and heavy equipment dealers, except in the Gateway sub-district.
3. Gasoline stations. (447)
4. Used merchandise stores, other than antique shops. (4533)
5. Manufactured (mobile) home dealers, except in the Gateway sub-district. (453930)

#### B. B. Transportation & Warehousing

1. Urban transit system. (48511)
2. Interurban and rural transit. (4852)
3. Taxi service. (48531)
4. Limousine service, except in the Gateway sub-district. (4853)
5. School transportation, except in the Gateway sub-district. (4854)
6. Charter bus service, except in the Gateway sub-district. (4859)
7. Special needs transportation, except in the Gateway sub-district. (485991)
8. Motor vehicle towing, except in the Gateway sub-district. (48841)
9. Self- and mini-storage, except in the Gateway sub-district.

#### C. Finance and Insurance

1. Pawn shops, except in the Gateway sub-district. (522298)
2. Check cashing, pay day loans and cash transfer establishments, other than bank, except in the Gateway sub-district.

#### D. Professional, Scientific and Technical Services

1. Scientific research and development. (5417)
2. Veterinary service. (541940)

#### E. Health Care and Social Services

1. Ambulance service. (62191)

F. Accommodations and Food Service

1. Recreational vehicle parks, except in the Gateway sub-district. (7212)

G. Other Services

1. Automotive maintenance. (8111). This use is allowed only when located entirely within an enclosed building, except for short-term outdoor parking of vehicles waiting for service.
2. Commercial and industrial equipment repair, except in the Gateway sub-district. (8113)
3. Home goods repair EXCEPT upholstery (81142) and leather repair (81143). (8114)
4. Linen supply. (81233)

H. Government and public utility buildings and structures EXCEPT uses permitted in Section 2.106.01 and telecommunications facilities subject to Section 2.204.03.

**2.106.04 Accessory Uses**

The following uses are permitted as accessory uses subject to Sections 2.202 and 2.203.

- A. Fence or free standing wall.

**2.106.05 Dimensional Standards**

The following dimensional standards shall be the minimum requirements for all development in the CG zone.

- A. Lot Standards.

Lots in a CG zone shall comply with the applicable standards of Table 2.1.10.

<b>TABLE 2.1.10 Lot Standards for Uses in a CG Zone</b>
In a CG zone the lot area for a non-residential use shall be adequate to contain all structures within the required setbacks. There shall be no minimum width or depth.

- ~~B.~~ Building Height.

1. The maximum height of buildings shall not exceed 70 feet, or the heights illustrated on Figure B for properties in the Gateway subdistrict, EXCEPT chimneys, spires, domes, flag poles and other features not used for human habitation (EXCEPT telecommunication facilities), shall not exceed 100 feet.
2. Exceptions to the applicable maximum height standards for properties in the Gateway subdistrict may be permitted through the conditional use process and the specific conditional use approval standards for over-height buildings of section 2.204.04.

C. Setback and Buffer Improvement Standards.

1. Minimum Front Setback and Setback Abutting a Street [Section 2.106.05.C.1 as amended by Ordinance No. 2446, §11, passed on September 10, 2008.]:

a. Dimensions:

- 1) The minimum setback abutting a street shall be 15 feet plus any Special Setback, Section 3.103.05.

[Section 2.106.05.C.1.a.2 repealed by Ordinance No. 2383, '17, passed March 16, 2005.]

b. Off Street Parking and Maneuvering:

- 1) Off street parking and storage shall be prohibited within a required yard or special setback EXCEPT for parking and storage adjacent to a wall. [Section 2.106.05.C.1.b.1 as amended by Ordinance No. 2383, §18, passed March 16, 2005.]
- 2) The distance between the sidewalk on a public street and a loading dock shall be sized to preclude vehicles using the dock from projecting over the sidewalk.

c. Clear Vision Area: Fences, walls, landscaping and signs shall be subject to clear vision area standards, Section 3.103.10.

d. Vehicular Access: Permitted in conformance with Section 3.104.

2. Minimum Interior Side and Rear Setbacks [Section 2.106.05.C.2 as amended by Ordinance No. 2446, §11, passed on September 10, 2008.]:

a. Development in a CG zone shall be subject to the setback and buffer requirements of Table 2.1.11.

TABLE 2.1.11 Interior Yard and Buffer Standards for CG Zones			
Abutting Property	Landscaping	Wall	Interior Setback
<b>RS, RIS, or RM zone</b>	There is no buffer yard landscaping requirement for an interior yard abutting a buffer wall.	Solid brick or architectural wall with anti-graffiti surface, no less than 6 feet or greater than 7 feet in height.	10 ft.
<b>CO, CG, DDC, NNC, P/SP, IP, SWIR or IL zone</b>	There is no buffer yard landscaping requirement for an interior yard abutting a buffer wall.	Alternative A:  Wall requirements shall be determined in conjunction with the applicable Design Review process.  Alternative B:  No wall required.	Alternative A:  5 ft.  Alternative B:  Zero setback abutting a building wall.

[Table 2.1.11, as amended by Ordinance 2391, §3, acknowledged on December 22, 2006.]

3. All primary buildings and structures, EXCEPT those described in Section 2.106.05.C.1, shall be subject to the architectural guidelines of Section 3.107.06.

D. Signs.

Signs shall be subject to Section 3.110. [Section 2.106.06D as amended by Ordinance No. 2359, §7, passed March 22, 2004.]

E. Landscaping and Sidewalks.

1. The street frontage of a subject property shall be improved with either property line sidewalks. The minimum building setback from a private access easement shall be 5 feet.
2. Off street parking, Maneuvering and Storage: Off street parking and storage shall be prohibited within a required setback EXCEPT for parking and storage adjacent to a wall. [Section 2.106.05.C.2.c as amended by Ordinance No. 2383, §19, passed March 16, 2005.]
3. Clear Vision Area: Fences, walls, landscaping and signs shall be subject to clear vision area standards, Section 3.103.10.
4. Vehicular Access: Permitted in conformance with Woodburn Access Management Ordinance and Section 3.104.

## 2.106.06 Development Standards

All development in the CG zone shall comply with the applicable provisions of the WDO. The following standards specifically apply to uses in the CG zone.

### A. Off Street Parking.

Off street parking shall be subject to the standards of Section 2.106.05 and Section 3.105.

### B. Setbacks and Lots, Generally.

Setbacks and lots shall be subject to Section 3.103.

### C. Architectural Design Guidelines.

1. Multiple density residential buildings shall be subject to the design standards or guidelines of Section 3.107.05.
2. All primary buildings and structures, EXCEPT those described in Section 2.106.05.C.1, shall be subject to the architectural guidelines of Section 3.107.06.

### D. Signs.

Signs shall be subject to Section 3.110. [Section 2.106.06D as amended by Ordinance No. 2359, §7, passed March 22, 2004.]

### E. Landscaping and Sidewalks.

1. The street frontage of a subject property shall be improved with either property line sidewalks and street trees or curb line sidewalks. The improvement shall be determined at the time of subdivision, PUD or design review as applicable. Sidewalks and trees shall be installed by the property owner to the standards of Section 3.101 and 3.106.
2. The subject property shall be landscaped to the standards of Section 3.106.
3. Common refuse collection facilities shall be screened on all sides by an architectural block wall and solid gate, both with an anti-graffiti surface, a minimum of six feet and a maximum of seven feet in height.

### F. Property Disposition.

All uses shall be established and conducted on lots of record, as defined by Section 1.102 and developed to the public facility and access standards of Sections 3.101, 3.102 and 3.104.

1. New lots of record shall be subject to the following standards and procedures:
  - a. Partitions, Section 3.108;
  - b. Subdivisions, Section 3.108; or
  - c. Planned Unit Development Section 3.109.

2. Alteration of the property lines of existing lots of record shall be subject to the applicable following standards and procedures:
  - a. Property Line Adjustment, Section 5.101.07.
  - b. Re-platting, Section 3.108.
  - c. Vacation, applicable Oregon Revised Statutes.

## **2.107 Downtown Development and Conservation (DDC)**

The Downtown Development and Conservation District regulations apply to the central business area. The district is intended as Woodburn's center of vital retail activity, services, entertainment, housing, mixed-use, civic buildings and public spaces. The historic character of the downtown, together with its pedestrian-oriented architecture, streets and public spaces, define the district.

The Downtown Development and Conservation District is intended to:

- A. Promote efficient use of land and urban services;
- B. Create a mixture of land uses that encourages employment and housing options in close proximity to one another;
- C. Provide formal and informal community gathering places and opportunities for socialization (i.e., along an active street front);
- D. Encourage pedestrian-oriented development;
- E. Create a distinct storefront character in the Downtown Development and Conservation District;
- F. Provide connections to and appropriate transitions between nearby residential areas and the downtown;
- G. Implement design standards and guidelines that maintain and enhance the City's historic architecture.

### **2.107.01 Permitted Uses**

The following uses, when developed under the applicable development standards of the WDO, are permitted in the DDC zone.

- A. Residential
  1. One dwelling unit in conjunction with a commercial use.
  2. Multiple-family dwellings above ground floor commercial uses or other permitted uses.
  3. Multiple family dwelling units, INCLUDING apartment houses.

4. ~~3~~ Attached single-family dwellings at a net density of 12 to 16 dwelling units per acre.

B. Retail Trade

1. Bakeries. (31181)
2. Printing and related support activities (323)
3. Furniture and home furnishing stores (442) INCLUDING:
  - a. Floor coverings and installation stores. (44221)
  - b. Window treatment and installation stores. (442291)
  - c. Used furniture stores. (45331)
4. Electronics and appliance stores and repair (44310) INCLUDING:
  - a. Camera shops. (44313)
  - b. Radio and TV stores. (443112)
  - c. Sewing machines stores. (443111)
5. Building material and garden equipment dealers (4441) LIMITED TO:
  - a. Paint, wallpaper, and interior decorating stores. (444120)
  - b. Hardware stores. (44413)
  - c. Light fixture stores. (444190)
6. Garden supply store. (44422)
7. Food and beverage stores LIMITED TO:
  - a. Delicatessen stores.
  - b. Meat markets. (44521)
  - c. Fish markets LIMITED TO sales only. (44522)
8. Other specialty stores (44529) LIMITED TO:
  - a. Candy, nut, confectionery stores. (445292)
  - b. Dairy products stores LIMITED TO sales only. (44529)
9. Health and personal care stores LIMITED TO:
  - a. Drug stores. (44611)
  - b. Optical goods stores. (44613)
  - c. Health food stores. (446191)
  - d. Hearing aid stores. (446199)
10. Clothing and clothing accessories (448) LIMITED TO:
  - a. Clothing stores. (44810)

- b. Dressmaker and tailor shops.
- c. Furriers and fur shops. (44819)
- d. Jewelry, watch, and clock stores. (44815 & 44831)
- e. Shoe stores. (44823)
- f. Luggage stores. (44832)

11. Sporting goods stores (445111) INCLUDING:

- a. Bicycle shops. (445111)
- b. Gunsmiths and repair. (45111)

12. Hobby, toy, and game stores (45112) LIMITED TO:

- a. Hobby shops. (45112)
- b. Toy stores. (45112)

13. Sewing, needlework and piece goods stores. (45113)

14. Music, piano, and musical instrument stores. (45114)

15. Record and CD stores. (45122)

16. Book stores. (4523)

17. Department stores. (45211)

18. Other general merchandise stores (4529) INCLUDING variety stores. (45299)

19. Miscellaneous store retailers. (453)

- a. Antique shops.
- b. Artists supply stores. (453998)
- c. Business machines, typewriters and repair. (453210)
- d. Florist shops. (45311)
- e. Gift, novelty, souvenir shops. (45322)
- f. Greeting card stores. (45322)
- g. Mail order house. (45411)
- h. Orthopedic and artificial limb stores.
- i. Pet stores. (45391)
- j. Stationery stores. (45321)
- k. Used merchandise stores. (45331)

C. Transportation & Warehousing

- 1. Support Activities for Rail Transportation (488210)
- 2. Postal service. (491)

D. Information



1. Newspaper, periodical, and book publishing. (5111)
2. And TV studios and offices (5131) EXCEPT antennae and towers.
3. Cable networks. (5132)
4. Telecommunications (5133) EXCEPT telecommunication facilities subject to Section 2.204.03.
5. Information & data processing. (514)

E. Finance and Insurance

1. Finance and insurance (52) EXCEPT check cashing, pay day loan and cash transfer establishments [other than banks] as a predominant, ancillary, or required supporting use.

F. Real Estate and Rental and Leasing

1. Real estate. (531)
2. Rental & leasing, without outdoor display or storage. (532)

G. Professional, Scientific & Technical Services

1. Legal services. (5411)
2. Accounting. (5412)
3. Architects and engineers. (5413)
4. Specialized design services (5414) INCLUDING interior design services.
5. Computer system design. (5415)
6. Management consulting. (5416)
7. Advertising. (5418)
8. Other professional services (5419), EXCEPT veterinary service (541940) not contained in a building.

H. Administrative & Support Services

1. Administrative and facilities support services. (5611 and 5612)
2. Employment services. (5613)
3. Business support services INCLUDING copy shops. (5614)
4. Travel and tour agencies. (5615)
5. Investigation and security services. (5616)
6. Services to buildings and dwellings (5617), offices only.
7. Management and corporate offices (551)
8. Other support services. (56199)

I. Educational Service

1. Educational services (611) both public and private, LIMITED TO:
  - a. Elementary and secondary schools. (6111)
  - b. Community college. (6112)
  - c. Business schools. (6114)
  - d. Technical and trade schools. (6115)

J. Health Care & Social Services

1. Ambulatory health care (621) EXCEPT Ambulance service. (62191)
2. Social services (624) INCLUDING child day care services.

K. Arts, Entertainment & Recreation

1. Museums and historic sites (712) EXCEPT zoos (712130).
2. Fitness and recreational sports (71394). [Section 2.107.01.K.2 as amended by Ordinance No. 2383, §20, passed March 16, 2005.]
3. Community center.
4. Taxidermists. (71151)

[Section 2.107.01.L.3 as amended by Ordinance No. 2423, §2, effective on July 28, 2007.]

L. Accommodation & Food Service

1. Hotels (EXCEPT casino hotels) and motels. (72111)
2. Bed and breakfast inns. (21191)
3. Food service and drinking places (722) EXCEPT food contractors (72231) and mobile food service.

M. Other Services

1. Personal care services (8121) INCLUDING:
  - a. Barber shops. (812111)
  - b. Beauty shops. (812112)
2. Funeral home. (812210)
3. Laundry, self service. (81231)
4. Dry cleaning, self service. (81231)
5. Photo finishing. (81292)
6. Parking lots and garages (81293) EXCEPT extended vehicle storage. (493190)
7. All Other Personal Services (81299) INCLUDING bail bonding and consumer buying services.
8. Religious, civic, professional and similar organizations. (813)

N. Public Administration

1. Public administration (92) INCLUDING government offices, courts, and police and fire stations.

O. Streets and Utilities

1. Rights of way and easements and the improvements therein for streets, water, sanitary sewer, gas, oil, electric and communication lines and for storm water facilities and for pump stations.

### **2.107.02 Special Permitted Uses**

The following uses, when developed under the applicable development standards of the WDO including the special development standards of Section 2.203, are permitted in the DDC zone:

- A. Complementary residential use subject to Section 2.203.06.
- B. Craft industries subject to Section 2.203.07.
- C. Delivery services subject to Section 2.203.08.
- D. Facilities during construction subject to Section 2.203.10.
- E. Temporary outdoor marketing and special events subject to Section 2.203.19.

### **2.107.03 Conditional Uses**

The following uses may be permitted subject to obtaining conditional use approval:

~~A. Multiple family dwelling units, INCLUDING apartment houses.~~

- A. ~~B~~ Nursing care facilities. (6231)
- B. ~~C~~ Assisted care facilities. (62331)
- C. ~~D~~ Grocery store, food market, food store. (44511)
- D. ~~E~~ Gasoline stations (44719) INCLUDING repair services.
- E. ~~F~~ Wine shops.
- F. ~~G~~ Government and public utility buildings and structures EXCEPT uses permitted in Section 2.107.01 and telecommunications facilities subject to Section 2.204.03.

### **2.107.04 Accessory Uses**

The following uses are permitted as accessory uses subject to Sections 2.202 and 2.203.

- A. Fence or free standing wall.

### **2.107.05 Dimensional Standards**

The following dimensional standards shall be the minimum requirements for all development in the DDC zone.

- A. Lot Standards.  
Lots in a DDC zone shall comply with the applicable standards of Table 2.1.12.

**TABLE 2.1.12 Lot Standards in a DDC Zone**

In a DDC zone the lot area shall be adequate to contain all structures within the required setbacks. There shall be no minimum width or depth.

**B. Building Height.**

~~{There is no restriction on height in the DDC zone}.~~

1. The maximum height of buildings shall not exceed the heights illustrated on Figure B for properties in the DDC zoning district, EXCEPT chimneys, spires, domes, flag poles and other features not used for human habitation (EXCEPT telecommunication facilities), shall not exceed 100 feet.
2. Exceptions to the applicable maximum height standard for properties in the DDC district may be permitted through the conditional use process and the specific conditional use approval standards for over-height buildings of section 2.204.04.

**C. Setback and Buffer Standards.**

Setback and buffers are subject to the DDC design guidelines of Section 3.107.07.

## **2.107.06 Development Standards and Guidelines**

All development in the DDC zone shall comply with the applicable provisions of the WDO. Where the standards of the DDC zone and the WDO differ, the standards of the DDC shall prevail. Standards listed in this section as “shall” are mandatory standards. Guidelines which state “should” or “encouraged” are not mandatory, but are considered desirable by the City.

**A. Purpose.**

1. The purpose of these development standards is to guide the design of buildings constructed in the DDC zoning district to ensure that, through appropriate use of facades, windows, building orientation, and architectural details, new structures and alterations of existing structures are physically and visually compatible with other buildings within the downtown business district. The majority of the existing buildings in downtown Woodburn reflect architectural styles that were popular during the late nineteenth and early twentieth century. It is the desire of the City to have buildings conform to architectural styles of this era. The design standards are intended to further define those characteristics that cause buildings to look like they were constructed during this period.
2. These standards are intended to encourage good quality design in new building construction, enhance street safety, and provide a comfortable street environment by providing features of interest to pedestrians. Good design results in buildings that are in visual harmony with nearby buildings, leading to a downtown that is attractive, interesting, active, and safe. These qualities, in turn, contribute to the creation of a downtown core which facilitates easy pedestrian movement and establishment of a rich mixture of uses.

**B. Applicability.**

1. The provisions of this ordinance shall apply to the following activities within the DDC:
  - a. All new building construction;

- b. Any exterior building or site modification that requires a building permit; and,
  - c. All new signage.
2. This ordinance shall not apply to the following activities or uses:
    - a. Maintenance of the exterior of an existing structure, such as re-roofing, re-siding, or repainting where similar materials and colors are used that comply with this ordinance;
    - b. Interior remodeling; and,
    - c. Single-family detached housing.
  3. This ordinance shall apply only to those portions of a building or sign that are proposed for construction or modification and shall not extend to other elements of the building or sign that may be out of compliance with the requirements of this ordinance (i.e., a permit to replace a single window shall not require that all other windows on the building that may be out of compliance with this ordinance to be replaced, unless such action is initiated by the property owner). However, if a building should be destroyed due to fire, accident, or an act of God, the new or replacement structure shall be rebuilt to conform to the requirements of this ordinance.
  4. At the time of application, the applicant shall choose whether the review of new residential buildings shall be conducted as a Type I review following the procedures of Section 5.101.01 or as a Type II or III review following the procedures of Section 5.102.02 or 5.103.02, depending on floor area.

C. ~~A~~ Off Street Parking.

All parking and access standards of Sections 3.104 and 3.105 shall apply EXCEPT that there shall be no required parking ratio for non-residential uses and residential units above first floor commercial uses in the DDC zone.

D. ~~B~~ Design Guidelines or Standards.

1. All development, EXCEPT for existing detached single family homes and that described in Section 2.107.B.1, shall be subject to the DDC zone architectural design guidelines and standards of Section 3.107.07 and the standards listed below. Single-family homes that are used for businesses or home occupations are not exempt from compliance with these guidelines and standards. The provisions of this section shall apply to all new construction, restorations, and remodels. Restorations shall be defined as all exterior repairs, replacement of materials, alterations or changes, including reroofing, painting, window, and sign replacement, etc.
  - a. Standards. Standards for new construction shall require builders to conform to the architectural form of Woodburn's historic period (1880s through 1940s). As such, new construction shall conform to the following standards listed below. Throughout the standards, reference is made to Woodburn's historic period, the 1880s through 1940s, and to buildings which display characteristics of that period. The following list of buildings is provided as a reference guide to those buildings which display characteristics intended by the standards. The list is a guide only – other buildings may be used to demonstrate the required elements and/or the basis for visual compatibility.

- b. Examples of historic storefront buildings for determining compatibility with standards:

Association Building on Front Street between Garfield and Hayes.

Fulmer Building on Front Street on the corner of Front Street and Arthur.

1. Site Development.

- a. Building fronts and entrances shall be oriented toward the street. Buildings with frontages on two or more streets shall be oriented to at least one street.
- b. Building facades should be set at the property edge along the sidewalk. A setback of up to ten feet is permitted when occupied by pedestrian amenities (e.g., plaza, outdoor seating). Buildings with frontages on two or more streets should be set at the property edge on at least one street.

2. Building Scale.

- a. The overall size and proportion of new structures shall be compatible with the scale of nearby traditional storefront buildings constructed during the historic period. This standard may be met by either designing the building's size and proportions to be similar to comparable historic structures in the downtown, or by the design of the facade so that it breaks a larger mass into smaller units that are similar to comparable historic structures.
- b. If practical, new buildings should have the same floor height as adjoining buildings in case there is ever a desire to link the storefronts.
- c. The relationship between the height and width of the main facade of the building shall be visibly compatible with adjoining or nearby buildings of the historic period or style. As with subsection (2)(i) of this section, this standard may be met through either similar height and width, or, through design elements that provide visual continuity with the height and width of adjoining or nearby buildings of the historic period.

3. Building Height.

- a. New buildings of at least two stories in height are encouraged.
- b. Maximum allowed building heights shall be as specified in Section 2.107.05B.

4. Building Width.

- a. All new buildings should maximize lot frontage as much as is practicable.
- b. New buildings whose street frontage is more than 50 feet wide shall be designed to convey a sense of division through the use of pilasters, windows and door openings, recessed entries, off-sets or other architectural details.

5. Storefronts.

- c. Primary entrances shall be oriented to the street. Corner buildings shall have corner entrances, or shall provide at least one entrance within 20 feet of the street corner or a corner plaza.
- d. The upper windows of multi-story buildings shall use multi-pane double-hung sash windows or the equivalent style.

- e. The relationship between solid walls and window and door openings on the main facade shall be visually compatible with adjoining or nearby structures from the historic period or style. Ideally, first floor storefronts should be about 80 percent glass from approximately 2 feet above grade to approximately 10 feet above grade.
- f. The relationship of width and height of window and door openings shall be visually compatible with adjoining or nearby buildings from the historic period or style.
- g. Blank walls, walls without window or door openings, are not permitted along public streets.
- h. Windows and doorways shall not be covered over with paper, boards, or cardboard except during times of construction or remodeling and shall be limited to a period of 120 days unless an extension is otherwise granted by the city manager.
- i. Doors shall match the materials, design, and character of the display window framing.
- j. Architectural features such as awnings, windows, cornices, etc., shall be provided at the second floor to differentiate the storefront from the upper levels of the building, to add visual interest, and to allow the storefront to function as the base for the rest of the building.

#### 6. Facade Materials and Texture.

- a. The materials and texture of the facade shall be compatible with those on buildings constructed during the historic period.
- b. Permitted exterior facade materials include: brick, cast iron, relatively narrow horizontal wood or masonry siding, and stucco. Plywood siding, T-111, and vertical board and batten are prohibited.
- c. Exposed concrete block facades facing the street are not allowed. Split-face or scored-face block may be used in small quantities for foundations or other non-dominant features.
- d. All main facade materials shall be painted (except brick, for which painting is optional).
- e. Metal siding shall not be used as a building material on the facade facing a street.

#### 7. Windows.

- a. Windows which allow views to the interior activity or display areas are encouraged. Windows shall include sills at the bottom and pediments at the top. Glass curtain walls, reflective glass, and painted or darkly tinted glass shall not be used on the first floor.
- b. Ground Floor Windows. All new buildings must provide ground floor windows along adjacent street rights-of-way.
  - 1) Required window areas must be either windows that allow views into working areas or lobbies, pedestrian entrances, or display windows.
  - 2) Required windows must have a sill no more than four feet above grade. Where interior floor levels prohibit such placement, the sill must be raised to allow it to be no more than two feet above the finished floor level, up to a maximum sill height of six feet above grade.
  - 3) Glass curtain windows are not permitted.
  - 4) Darkly tinted windows and mirrored windows that block two-way visibility are prohibited as ground floor windows along street facades.
  - 5) Any wall that faces a public right-of-way must contain at least 20% of the ground floor wall area in display areas, windows, or doorways. Blank walls are prohibited.

c. Upper Floor Window Standards.

- 1) Glass area dimensions shall not exceed 5-feet by 7-feet. (The longest dimension may be taken either horizontally or vertically.)
- 2) Windows must have trim or molding at least two inches wide around their perimeters
- 3) At least half of all the window area in upper floors must be made up of glass panes with dimensions no greater than 2-feet by 3-feet.

8. Roofs.

- a. Main facade roofs (lower than a 6:12 pitch) shall be concealed behind a square or stepped parapet. Flat roofs are permitted behind a parapet.
- b. All HVAC systems located on top of a roof shall be located and/or screened so that they are not visible from the street. Dish-style antennas shall be located and/or screened so that they are not visible from the street. All screening material shall be natural and shall be compatible with the facade of the front of the building.
- c. New roofs on existing buildings, or on additions to existing buildings, shall match the pitch and form of the original roof.
- d. Shed roofs are permitted on one-story rear additions.
- e. Back-lit or internally illuminated roofs are prohibited.

9. Awnings and Canopies.

- a. The use of awnings or canopies over sidewalks is encouraged.
- b. Awnings shall extend out from the building front to cover at least two-thirds of the sidewalk unless it is shown that such a distance will interfere with existing trees, poles, etc., to provide pedestrian protection from the elements.
- c. Awnings shall be flat or sloping. Awnings shall be made of metal, wood, canvas or similar materials. Rounded bubble or plastic awnings are prohibited. Fully glazed awnings are not permitted.
- d. Awnings shall fit within the window bays (either above the main glass or the transom light) so as not to obscure or distract from significant architectural features.
- e. The color of the awning shall be compatible with its attached building.
- f. Awnings shall not be internally illuminated. However, lighting which is intended to provide illumination to the sidewalk and signage is permitted.
- g. Awnings shall be a minimum of eight feet above the sidewalk.
- h. Where feasible, awnings shall be placed at the same height as those on adjacent buildings in order to maintain a consistent horizontal rhythm along the street front.

10. Color.

- a. The painting of brick walls is permitted.
- b. Subtle or subdued tones commonly used during the historic period shall be used. Bright or neon colors are prohibited.
- c. Different colors shall be used to accentuate and highlight trim, windows, and other building features.



11. Site Design.

- a. Landscaping shall not obliterate street and sidewalk views of signage or architectural features on historic buildings.

12. Parking.

- a. Parking areas shall not be located between the front of the building and the street.
- b. Street side parking lots shall be set back a minimum of 5-feet from a public sidewalk.
- c. Parking areas with more than 10 spaces shall be divided by landscaped areas or walkways, or by a building or group of buildings.
- d. Parking lot landscaping shall consist of a minimum of 10 percent of the total parking area. A minimum of one tree for every 10 parking spaces shall be provided.
- e. Knee walls are required to screen street side parking lots. Knee walls shall not exceed three feet in height and shall be constructed with masonry. Alternatively, a combination of a wall or fence and landscaping may be approved if they provide an effective buffer and low-level screen of the parking area.

13. Drive through businesses

- a. Drive through businesses are not permitted.

E. ~~F~~Signs.

Signs shall be subject to Section 3.110. [Section 2.107.06C as amended by Ordinance No. 2359, §8, passed March 22, 2004.]

F. ~~F~~Landscaping.

Landscaping is subject to the DDC zone architectural design guidelines [and standards] of Section 3.107.07.

G. External Storage of Merchandise. The external storage of merchandise and/or materials, directly or indirectly related to a business, is hereby prohibited within the DDC district.

H. Outdoor Displays of Merchandise. Outdoor displays of merchandise are permitted during business hours only and shall not exceed ten percent of the total retail sales area. Displays of merchandise on public sidewalks may not reduce usable walking area widths to less than six feet.

I. Outdoor Eating Areas. Outdoor dining areas are encouraged, and are permitted on public sidewalks. Outdoor food vending carts are permitted. Eating areas and/or vending carts may not reduce usable walking area widths on public sidewalks to less than six feet. Mobile food kitchens are prohibited in the DDC district.

J. ~~F~~Property Disposition.

All uses shall be established and conducted on lots of record, as defined by Section 1.102 and developed to the public facility and access standards of Sections 3.101, 3.102 and 3.104.

1. New lots of record shall be subject to the following standards and procedures:

- a. Partitions, Section 3.108;
  - b. Subdivisions, Section 3.108; or
  - c. Planned Unit Development Section 3.109.
2. Alteration of the property lines of existing lots of record shall be subject to the applicable following standards and procedures:
- a. Property Line Adjustment, Section 5.101.07.
  - b. Re-platting, Section 3.108.
  - c. Vacation, applicable Oregon Revised Statutes.

### **3.107 Architectural Design Guidelines and Standards**

#### **A. Purpose**

1. The purpose of these architectural design guidelines and standards is to guide the design of buildings constructed in the City of Woodburn to ensure that, through appropriate building orientation, landscape design and architectural details, new structures and alterations of existing structures are physically and visually compatible with other buildings within the city.
2. These standards are intended to encourage good quality design in new building construction, enhance street safety, and provide a comfortable street environment by providing features of interest to pedestrians. Good design results in buildings that are in visual harmony with nearby buildings, leading to a city that is attractive, interesting, active, and safe.

### **3.107.01 Dwellings EXEMPT from Architectural Design Standards and Guidelines**

The following dwellings shall be EXEMPT from the provisions of Section 3.107:

- A. Any single family or duplex dwelling (site built dwelling, manufactured dwelling or manufactured home) that exists, or is subject to a building permit that has been issued prior to WDO, EXCEPT such dwellings located within the Neighborhood Conservation Overlay (NCOD).
- B. All new dwellings sited in Manufactured Dwelling Parks containing more than 3 acres.

### **3.107.02 Design Standards for Manufactured Homes Sited in Manufactured Dwelling**

Parks of 1 to 3 Acres

*NOT INCLUDED IN THIS COPY*

### **3.107.05 Guidelines and Standards for Medium Density Residential Buildings**

#### **A. Applicability.**

Pursuant to Section 1.102, “Medium Density Residential Building” means any building where the predominant use is multiple family, nursing care or assisted care residential. At the time of application, the applicant shall choose whether the review will be conducted as a Type I review following the procedures of Section 5.101.01 or as a Type II or III review following the applicable procedures of Section 5.102.02 or 5.103.02, depending on floor area. [Section 3.107.05.A is amended by Ordinance 2423, §28, effective on July 28, 2007.]

- 1. For a Type I review, the criteria of Section 3.107.05.B shall be read as “shall” and shall be applied as standards.
- 2. For a Type II or III review, the criteria Section 3.107.05.B shall be read as “should” and shall be applied as guidelines.

#### **B. Open Space Guidelines and Standards.**

- 1. Common Open Space and Facilities.
  - a. Common open space and facilities consist of the site area and facilities not devoted to dwellings, parking, streets, driveways or storage areas that are available for use by all residents of a development.
  - b. Required yard setbacks should/shall be included as common open space.

C. Open Space and Facility Design Guidelines and Standards.

1. A minimum of 30 percent of the net site area of each medium density residential development should/shall be permanently designated for use as common open space and facilities.
2. The common area should/shall include at least one open space containing 2000 sq. ft., with a minimum width of 36 feet.
3. Recreation Areas and Facilities. Facilities to accommodate children's and/or adult recreation, meeting or education activities should/shall be provided at a ratio of 36 sq. ft. of outdoor, or 12 sq. ft. of indoor, common area per dwelling unit or living unit. The minimum improved common area for this purpose should/shall be 720 square feet of outdoor or 240 sq. ft. indoor space. The space for such improvements may be counted as part of the common area required by Section 3.107.05.B.1.c.2). at a 1:1 ratio for outdoor space and 3:1 ratio for indoor space.

D. Private Open Space.

1. Ground Level Courtyard
  - a. Medium density dwelling units sited on the finished grade, or within 5 feet of the finished grade, should/shall have 96 square feet of semi-enclosed, private open space, with no dimension less than 6 feet.
  - b. Ground level private open space should/shall be visually and physically separated from common open space through the use of perimeter landscaping or fencing.

E. Balcony

1. Medium density dwelling units sited more than 5 feet from the finished grade (a balcony) should/shall have 48 square feet of private open space, with no dimension less than 6 feet.

F. Architectural Design Guidelines and Standards.

1. Building Mass and Facade.
  - a. Medium density residential buildings should/shall have no dimension greater than 150 feet.
  - b. Every two attached medium density residential dwelling units should/shall be offset by at least 4 feet in depth.
  - c. Adjacent medium density residential buildings located within 28 feet of a property line, should/shall vary the setback at least 4 feet.
  - d. A flat roof, or the ridge of a sloping roof, for a medium density residential building should/shall not exceed a horizontal length of 100 feet without providing a difference in elevation of at least 4 feet.
  - e. Medium density residential buildings should/shall incorporate a porch or recessed entry for each ground level dwelling unit. Covered porches and entries should average at least 30 feet square per unit, with no dimension less than 6 feet.
  - f. All habitable rooms, except bath rooms, facing a required front yard should/shall incorporate windows.
  - g. Stair cases providing access above the first floor level should/shall not be visible from a street.

2. Building Materials, Texture and Color.

- a. The exterior finish for at least 90 percent of the facade should/shall be:
  - 1) Either siding, brick or stucco. Plain concrete, corrugated metal, plywood and sheet press board should/shall not be used as exterior finish material; and
  - 2) Either white, tinted with a minimum of 10 parts per 100 of white, or shaded with a minimum of 10 parts per 100 of black or brown. Flourescent, “day-glo,” or any similar bright color should/shall not be used on the facade.
- b. The roofing material for medium density dwellings should/shall be either composition shingles; clay or concrete tile; metal; or cedar shingles or shakes. Composition shingles should/shall be architectural style with a certified performance of at least 25 years.

3. Pedestrian Circulation.

- a. Connection with Buildings and Streets. The internal pedestrian system in medium density residential developments should/shall connect to other areas of the site, to other building entrances and to adjacent streets.
- b. When a residential building is sited within 24 feet of a street right of way, the building should/shall contain entrances directly accessible from the street.

4. Parking. Fifty percent of the required parking should/shall be covered by garages.

5. Buffer Wall. A solid brick or architectural wall with anti-graffiti surface, no less than 6 feet or greater than 7 feet in height, should/shall be constructed on the perimeter property line of the development where the abutting use is commercial or industrial and no comparable buffer exists.

6. Sidewalk Location and Street Trees. Sidewalks should/shall be located at the property line along streets with street trees, Section 3.106. [Section 3.107.05.C as amended by Ordinance No. 2383, §47, passed March 16, 2005.]

**3.107.06 Guidelines and Standards for Non-Residential Structures in RS, R1S, RM,**

CO, CG and P/SP Zones

A. Applicability.

The following design guidelines shall be applicable to all non-residential structures and buildings in the RS, R1S, RM, CO, CG and P zones.

B. Architectural Design Guidelines.

1. Mass & Bulk Articulation Guidelines.

- a. Building facades visible from streets and public parking areas should be articulated in order to avoid the appearance of box-like structures with unbroken wall surfaces.

- b. The appearance of exterior walls should be enhanced by incorporating three dimensional design features, including the following:
  - 1) Public doorways and/or passage ways through the building.
  - 2) Wall offsets and/or projections.
  - 3) Variation in building materials and/or textures.
  - 4) Arcades, awnings, canopies and/or porches.

2. Materials and Textures Guidelines.

- a. Building exteriors should exhibit finishes and textures that reduce the visual monotony of bulky structures and large structural spaces; enhance visual interest of wall surfaces and harmonize with the structural design.
- b. The appearance of exterior surfaces should be enhanced by incorporating the following:

- 1) At least 30% of the wall surface abutting a street should be glass.
  - (a) All walls visible from a street or public parking area should be surfaced with wood, brick, stone, designer block, or stucco or with siding that has the appearance of wood lap siding.
  - (b) The use of plain concrete, plain concrete block, corrugated metal, plywood, T-111 and sheet composite siding as exterior finish materials for walls visible from a street or parking area should be avoided.
  - (c) The color of at least 90 percent of the wall, roof and awning surface visible from a street or public parking area should be an “earth tone” color containing 10 parts or more of brown or a “tinted” color containing 10 parts or more white. Flourescent, “day-glo,” or any similar bright color should not be used on the building exterior.

3. Multi-planed Roof Guidelines.

- a. The roof line at the top of a structure should establish a distinctive top to the building.
- b. The roof line should not be flat or hold the same roof line over extended distances. Rather the roof line should incorporate variations, such as:

- 1) Offsets and/or jogs in the plane of the roof.
- 2) Changes in the height of the exterior wall for flat roof buildings, including parapet walls with variations in elevation and/or cornices.

4. Roof Mounted Equipment Guidelines. All roof mounted equipment, EXCEPT solar collectors, should be screened from view from streets abutting the building site by:

- a. Locating roof mounted equipment below the highest vertical element of the building; or
- b. Screening roof top equipment using materials of the same character as the structure’s basic materials.

5. Weather Protection Guidelines. All building faces abutting a street or a public parking area should provide weather protection for pedestrians. Features to provide this protection should include:

- a. A continuous walkway at least 8 feet wide along the face of the building utilizing a roof overhang, arcade, awnings and/or canopies.
  - b. Awnings and canopies that incorporate the following design features:
    - 1) Angled or curved surfaces facing a street or parking area.
    - 2) A covering of canvas, treated canvas, awning fabric, or matte finish vinyl.
    - 3) A constant color and pattern scheme for all buildings within the same development.
    - 4) No internal back lighting.
6. Landscaping and Screening Guidelines. The landscaping required by the standards of the WDO should be augmented to address site specific visual impacts of abutting uses and the visual character of the surrounding area.
7. Design Character Guidelines. Standardized or characteristic corporate and franchise design elements should be refined to reduce domination of the visual environment by corporate icons.
8. Buffer Wall. A solid brick or architectural wall with anti-graffiti surface, no less than 6 feet or greater than 7 feet in height:
- a. Should be constructed on the perimeter property line of nonresidential development to mitigate adverse visual, noise and/or light impacts on the abutting use when no comparable buffer exists, and
  - b. Shall be constructed where the standards of the underlying zone require such a wall for a non-residential use in, or abutting, a RS, R1S, or RM zoning district.
9. Sidewalk Location and Street Trees. Sidewalks should be located at the property line along streets with street trees, Section 3.106.
10. Solar Access Protection. Obstruction of existing solar collectors on abutting properties by site development should be mitigated.
- C. Site and Building Access Guidelines.
- 1. Access to and from the site and circulation within the site should separate facilities for cars, trucks and transit from those for bicycles and pedestrians.
  - 2. Site access in compliance with Section 3.104 should be augmented by the following considerations:
    - a. Vehicle Access.
      - 1) Vehicle access points should be identified by accentuated landscaped areas, by entrance throats designed to control access from abutting parking and by monument type entrance signs.
      - 2) New parking lots abutting major streets should connect internally with the parking lots of abutting commercial uses or land zoned for commercial use.

b. Pedestrian Access and Circulation.

- 1) The buildings should be linked to the sidewalks on abutting streets by internal pedestrian ways. Such pedestrian ways should be either raised or delineated by distinctive pavers.
- 2) Parking areas should be designed in multiples of no more than 50 spaces separated by landscaped buffers or raised pedestrian ways in order to minimize negative visual impacts associated with expansive parking.

D. Building Location Guidelines. [Section 3.107.06.D as amended by Ordinance No. 2383, §48, passed March 16, 2005.]

1. Within the prescribed setbacks, building location and orientation should compliment abutting uses and development patterns.
2. The maximum yard abutting a street should be 150 feet.

E. Parking Location Guidelines.

Off street parking between the architectural front of a building and the setback line abutting street should be limited to a depth of not more than 130 feet.

F. Design Standards.

1. Outdoor Storage Standards. Outdoor storage, when permitted, shall be screened from the view of abutting streets by a solid brick or architectural block wall not less than 6, nor more than 9 feet in height.
2. Outdoor Lighting Standards. All outdoor lighting shall be designed so that:
  - a. Parking areas are evenly illuminated at ground level at one foot candle;
  - b. Entrance and loading areas are illuminated at ground level of two foot candles;
  - c. Illumination does not shine or reflect into any adjacent residentially zoned or used property; and Lighting does not cast a glare onto moving vehicles on any public street.

### **3.107.07 Design Guidelines and Standards for the DDC and NNC Zones**

[Section 3.107.07 as amended by Ordinance No. 2391, §3, acknowledged on December 22, 2006.]

A. Applicability and Procedure.

The following guidelines and standards shall be applicable to the Downtown Development and Conservation (DDC) and Nodal Neighborhood Commercial (NNC) zones. The Woodburn Downtown Association (WDA) shall be notified as an interested party in conjunction with design review within the DDC zone.

B. Design Guidelines for New Development.

1. Site Design Guidelines. All new development should comply with the following site design guidelines.



- a. Building placement. Buildings should occupy a minimum of 50 percent of all street frontages along public streets. Buildings should be located at public street intersections.
  - b. Building setback. The minimum setback from a public street right of way may be 0 feet, the maximum building setback should be 10 feet.
  - c. Front setback and setback abutting a street design. Landscaping, an arcade, or a hard-surfaced expansion of the pedestrian path should be provided between a structure and a public street.
    - 1) Setbacks abutting a street should be 5 feet in depth or equal to the building setback, whichever is greater. The setback should be landscaped at a planting density of five (5) planting units per 20 square feet to the street tree standards of Table 3.1.5.
    - 2) Setbacks abutting an alleyway should be landscaped to the street tree standards of Section 3.106.03.A.1.
    - 3) Hard-surfaced areas should be constructed with scored concrete or modular paving material.
    - 4) Benches and other street furnishings shall be encouraged.
  - d. Walkway connection to building entrances. A walkway connection should connect a building entrance and a public street. This walkway should be at least six (6) feet wide and be paved with scored concrete or modular paving materials. Building entrances at corners near a public street intersection shall be encouraged.
  - e. Parking location and landscape design. Parking for buildings or phases adjacent to public street rights of way should be located to the side or rear of newly constructed buildings. When located abutting a street, off street parking should be limited to 50 percent of the street frontage. Setbacks abutting a street should be 5 feet in depth or equal to the building setback, whichever is greater. The setback should be landscaped at a planting density of five (5) planting units per 20 square feet to the street tree standards of Section 3.106.03.A.1.
  - f. Interior side and rear yards setbacks should be landscaped to the street tree standards of Section 3.106.03.A.1.b.
  - g. Any open area not used for building space should be landscaped in compliance with WDO standards and guidelines.
2. New Building Architectural Design Guidelines and Standards.
- a. Applicability.
    - 1) All non-residential buildings shall comply with the following design guidelines (read as “should”).
    - 2) At the time of application, the applicant shall choose whether the review of new residential buildings shall be conducted as a Type I review following the procedures of Section 5.101.01 or as a Type II or III review following the procedures of Section 5.102.02 or 5.103.02, depending on floor area.
      - (a) For a Type I review, the criteria of Section 3.107.04.B shall be read as “shall” and shall be applied as standards.

(b) For a Type II or III review, the criteria Section 3.107.04.B shall be read as “should” and shall be applied as guidelines.

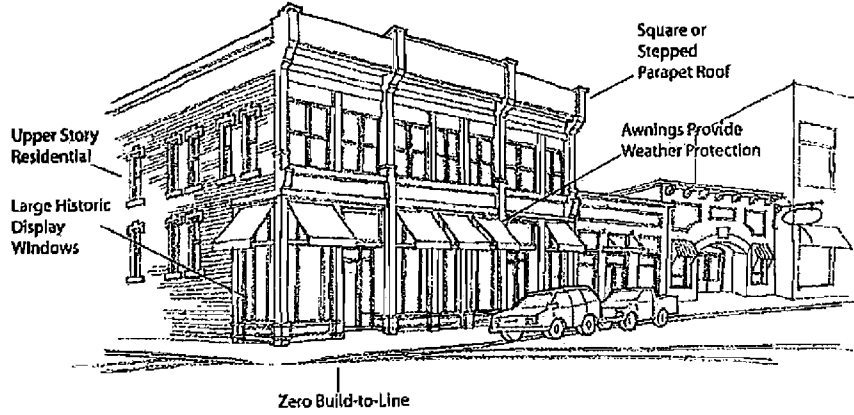
b. Architectural Design Guidelines and Standards.

- 1) Ground floor window. All street-facing building elevations that are set back 10 feet or less from a public street should include a minimum of 50 percent of the ground floor wall area with windows, display areas or doorway openings. The ground floor wall area shall be measured from three feet above grade to nine feet above grade the entire width of the street-facing elevation. The ground floor window requirement should be met within the ground floor wall area and for glass doorway openings to the ground level. Up to 50 percent of the required ground floor window area on a particular street-facing building elevation may be met on an adjoining building elevation when the adjoining elevation is also street-facing and setback 10 feet or less.
- 2) Building facades. No building facade should/shall extend for more than 300 feet without a pedestrian connection between or through the building. Facades that face a public street should/shall extend no more than 50 feet without providing at least one of the following features:
  - (a) A variation in building material;
  - (b) A building off-set of at least 1 foot;
  - (c) A wall area that is entirely separated from other wall areas by a projection, such as an arcade; or
  - (d) By other design features that reflect the building’s structural system.
- 3) Weather protection. Weather protection for pedestrians, such as awnings, canopies and arcades should/shall be provided at building entrances. Weather protection shall be encouraged along building frontages abutting a public sidewalk or a hard-surfaced expansion of a sidewalk, and along building frontages between a building entrance and a public street or access way. Awnings and canopies should/shall not be back lit.
- 4) Building materials. Corrugated metal, plywood, sheet press board or vinyl siding should/shall not be used as exterior finish material. Plain concrete block and plain concrete should/shall not be used as exterior finish material EXCEPT as a foundation material where the foundation material should/shall not be revealed for more than 2 feet.
- 5) Roofs and roof lines. EXCEPT in the case of a building entrance feature, roofs should/shall be designed as an extension of the primary materials used for the building and should respect the building’s structural system and architectural style. False fronts and false roofs should/shall not be used.
- 6) Roof-mounted equipment. All roof-mounted equipment should /shall be screened from view from adjacent public streets. Satellite dishes and other communication equipment should/shall be set back or positioned on a roof so that exposure from adjacent public streets is minimized. Solar heating panels shall/shall be exempt from this guideline.

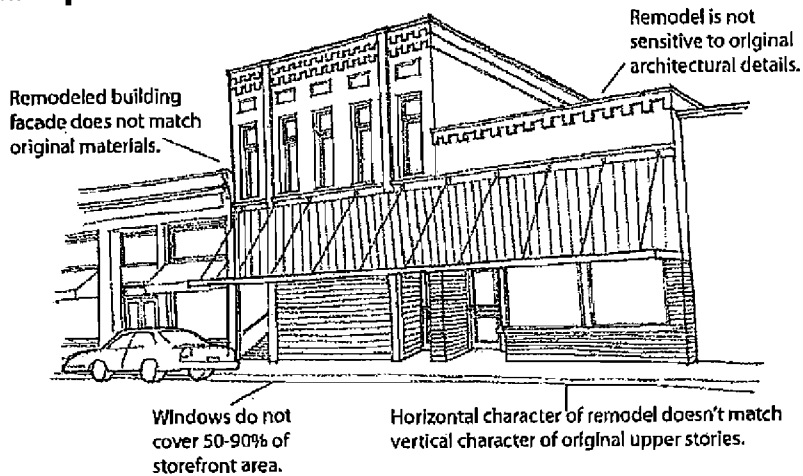
### C. Architectural Design Guidelines for the Exterior Alteration of Existing Buildings

1. **General Scope.** An application for exterior alteration of an existing building should be approved if the change or the treatment proposed is determined to be harmonious and compatible with the appearance and character of the building and should not be approved if found to be detrimental to or otherwise adversely affecting the architectural significance, integrity, historic appearance, or historic value of the building.
2. **Design Guidelines.** The following guidelines shall apply to the exterior alterations to existing buildings:
  - a. **Retention of original construction.** So far as possible, all original exterior materials and details should be preserved or reproduced to match the original.
  - b. **Height.** Additional stories may be added to buildings provided that:
    - 1) The added height complies with requirements of the state Building Code; and
    - 2) The added height does not alter the traditional scale and proportions of the building style; and
    - 3) The added height is visually compatible with adjacent buildings.
  - c. **Bulk.** Horizontal additions may be added to buildings provided that:
    - 1) The building of the addition does not exceed that which was traditional for the building style; and
    - 2) The addition maintains the traditional scale and proportion of the building; and
    - 3) The addition is visually compatible with adjacent buildings.
  - d. **Visual Integrity of Structure.** The lines of columns, piers, spandrels, and other primary structural elements should be maintained so far as practicable.
  - e. **Scale and Proportion.** The scale and proportion of altered or added building elements, the relationship of voids to solid (windows to wall) should be visually compatible with the traditional architectural character of the building.
  - f. **Material, Color and Texture.** The materials, colors and textures used in the alteration or addition should be fully compatible with the traditional architectural character of the historic building. In general colors should be emphasized as follows: darker colors for window sashes; medium for building; and lightest for window trim and detailing.
  - g. **Lighting and Other Appurtenances.** Exterior lighting and other appurtenances, such as walls, fences, awnings, and landscaping should be visually compatible with the traditional architectural character of the building.

### Downtown Commercial



### Unacceptable Rehabilitation, Restoration, & Preservation



## 5.102 Type II Application Requirements

### 5.102.02 Design Review for All Structures LESS THAN 1000/2000 Sq. Ft.

- A. Purpose. The purpose of Type II design review is to insure compliance with all applicable site development standards and architectural design guidelines of Section 3.1 and other standards of the WDO for:
1. All new structures LESS THAN 1000 sq. ft. of gross floor area in the RS, R1S, RM, CO, CG, DDC, NNC, and P/SP zones, all new structures or additions LESS THAN 2000 square feet of gross floor area in the IP, IL, and SWIR zones, and single family and duplex dwellings in the NCOD, but EXCLUDING structures subject to TYPE I Design Review.
  2. Any change in use that results in a greater parking requirement.
- B. Application Requirements. An application shall include a completed City application form, filing fee, deeds, notification area map and labels, written narrative statement regarding compliance with criteria, location map and the following additional exhibits:
1. Street and Utilities Plan, as applicable;
  2. Site Design Plan;
  3. Grading Plan; and
  4. Architectural drawings (plan view and elevations) ~~[and materials sample board]~~. Materials sample board – optional at Planning Director’s discretion.

Criteria. The applicable guidelines and standards of Section 3.1 shall apply and other applicable sections of the WDO.

## Comprehensive Plan Text Updates

Additional Comprehensive Plan goals and policies are proposed to support the implementation of the Woodburn Downtown Plan. The following paragraphs provide the text for the added goals and policies. The additional goals and policies would be located in the Comprehensive Plan following the preceding lettered and numbered goals and policies. Any subsequent policies are to be redesignated sequentially as appropriate.

### Proposed Additions

Policy F-1.10 The Downtown Gateway sub-district of the CG zoning district is an area which extends eastward from Highway 99E towards downtown. Special use provisions within the sub-district shall allow multi-family residential development either as a stand-alone use or as part of a vertical mixed use project. The intent of allowing multi-family residential development in this area is to provide more consumers living within an area of commercial development and to provide 24-hour a day life into the eastern entrance to the downtown.

Goal K-7 Enliven the downtown through encouraging the development of housing in the downtown.

Policy K-7.1 In order to promote greater activity in downtown and to support the businesses that are located there, the DDC district will allow for multi-family residential development in the downtown area – either freestanding or as part of a vertical mixed-use development. In addition, attached single-family dwellings shall be permitted at a net density of 12 to 16 dwelling units per acre.

Goal K-8 Preserve the historic character of downtown.

Policy K-8.1 In order to protect the historic character of the downtown area and to promote storefront retail and service development, site and building design standards and guidelines reflective of downtown Woodburn's most vigorous period (1880-1950) shall guide new development within the downtown area.

Policy K-8.2 The development standards and guidelines for the DDC district shall also encourage an enhanced street environment by providing building and streetscape designs of interest to pedestrians, such as locating buildings close to the street with parking areas behind or next to the building, limiting blank walls adjacent to the street, and requiring views into active areas of retail spaces.

Policy K-8.3 The DDC district development standards shall include a maximum height restriction of 40-feet or three stories –whichever is less, consistent with the long-term pattern of development in downtown Woodburn.

Policy K-8.4 Building heights of two stories or greater are encouraged in the DDC district.

Appendix B  
Transportation System Plan Updates

## **Transportation System Plan Amendments**

The Woodburn Downtown Development Plan has identified and developed transportation improvements to better integrate and focus long-range planning for Woodburn's downtown. To integrate these improvements with the current Transportation System Plan (TSP), a list of potential projects and associated amendments is outlined below. Amendments to the TSP will be part of a separate process from adoption of the land use and regulatory amendments.

### **Identification of One-Way Streets**

As conceptually illustrated in Figure 8, portions of Old Town streets may be identified in the future as candidates for modification to one-way streets within the existing street grid. Since all of these street sections are currently two-way streets, the existing TSP will need to be amended to recognize the potential for future conversion to one-way travel with angled parking. The Woodburn Downtown Development Plan Update has not identified any specific streets for conversion to one-way travel. Identifying candidate streets, if any, will be part of a separate process.

### **Old Town Commercial Street Cross Sections**

As illustrated in Figure 10, two street design cross section standards were developed for the Old Town Commercial street grid. This first cross section illustrates a standard downtown street cross section. This street and right-of-way dimension has become the signature travel way for the Old Town downtown core, serving the adjacent commercial business, restaurants, and civic uses. However, this street and right-of-way dimension is not included in the City's current TSP street design standards, making it burdensome when it comes to addressing the conditions of approval for new development and/or redevelopment applications. As such, the Old Town Commercial Street standard will be amended into the City's current TSP.

In addition to the standard Old Town Commercial street standard, a special street standard was developed for the potential implementation of the one-way street modification with angled parking. This special cross section standard will apply to all Old Town streets that could be converted to one-way travel. As it involves a modification to the sidewalk dimension width, this special street standard will be amended into the City's current TSP. This amendment does not require that any street be converted to one-way. It simply allows that change should future consideration identify any candidate streets.



Appendix C  
Financial Resources

## Financing Strategies

Downtown revitalization programs and activities are typically funded by a multitude of sources. Often, especially in emerging markets such as downtowns, private sector projects are not economically viable without some public assistance. Likewise, public investments, such as infrastructure, civic buildings, and open space often do not have dedicated funding mechanisms. The funding needed for these public and private projects usually exceeds available revenue. However, neither the City of Woodburn nor the urban renewal agency can or should fund all of the necessary projects alone. By pursuing additional funding sources for projects, Woodburn can leverage its limited funding capacity to increase the overall impact on Downtown. Indeed, many outside sources of money will require a local match.

This section provides a synopsis of popular public and private funding sources that can be tapped for various aspects of downtown/community/economic revitalization initiatives. They are listed in this section together with websites that provide detailed program descriptions and contact information.

### Private/Nonprofit Funding Sources

Often, in order to access funding from foundations, the organization requesting funding must have 501c3 tax exempt status, or be a city. Each of these sources has widely ranging project eligibility criteria and application procedures. Check each source for their specific requirements and programs.

- The Ford Family Foundation & The Ford Institute for Community Development  
<http://www.tfff.org/>
- Meyer Memorial Trust  
<http://www.mmt.org/>
- Northwest Grantmakers  
<http://www.lib.washington.edu/gfis/resources/pnw-links.html>
- Oregon Community Foundation  
<http://www.ocf1.org/Default.htm>
- Philanthropy Northwest  
<http://www.philanthropynw.org>

For a full listing and description of Oregon Foundations, see the Oregon Foundation Data Book, [www.FoundationDataBook.com](http://www.FoundationDataBook.com).

**Cascadia Revolving Fund** is a non-profit financial institution that provides loans and technical assistance to entrepreneurs and non-profit organizations unable to access traditional financing and support. Cascadia lends to businesses owned by low-income people, women or minorities; and to childcare businesses, businesses that restore or improve the environment or have strong potential to create family wage jobs. Cascadia provides intensive, one-on-one business counseling to borrowers at no additional cost. Contact Cascadia Oregon office at (503) 235-9635 or visit [www.cascadiafund.org](http://www.cascadiafund.org).

The Oregon Microenterprise Network (OMEN) is a statewide association of microenterprise development programs and their supporters. These programs provide training, lending and other enterprise opportunities to entrepreneurs with limited access to economic resources. They offer an excellent free publication called *The Microenterprise Development Resource Guide*.  
<http://www.oregon-microbiz.org/>

Rural Community Assistance Corporation, RCAC, is a major resource for the rural west. Core services include technical assistance and financing for affordable housing, environmental infrastructure and community facilities. In 1996 the U.S. Treasury certified RCAC as a Community Development Financial Institution (CDFI). RCAC believes rural citizens can better control their own future by creating healthy and sustainable communities. Oregon office: 503.228-159 or <http://www.rcac.org>.

SOLV provides materials, planning assistance and small grants to communities and organizations who want to organize a restoration, enhancement, cleanup or beautification project.  
<http://www.solv.org>

### Public Funding Sources

The Economic Revitalization Team (ERT) emphasizes multi-agency coordination on projects of local and statewide significance. The Economic Revitalization Team has regional coordinators deployed around the state to help Oregon communities and businesses succeed. They work with state agencies and local governments to: 1) streamline permitting for business and industry; 2) to increase opportunities to link and leverage public and private investments; and 3) provide greater local access to state resources. The following state agency directors are members of the ERT:

- Economic & Community Development
- Environmental Quality
- Housing & Community Services
- Land Conservation & Development
- Transportation
- Consumer and Business Services
- State Lands
- Agriculture

Many of the relevant funding resources are listed in this section. Visit the Economic Revitalization Team website for a complete listing of funding sources associated with these departments:  
<http://www.ert.oregon.gov/Gov/ERT/funding>.

Oregon Arts Commission has several small grant programs which are summarized at <http://art.econ.state.or.us/programs.htm>. They include Arts Services, Arts Across Oregon, and Arts Build Communities grants, some of which have been used to fund downtown arts-oriented projects.

Oregon Economic & Community Development Department provides economic and community development and cultural enhancement throughout the state and administers programs that assist businesses, communities and people. Oregon's economic development system is designed to meet the state's changing economy, provide flexibility in funding statewide and regional needs, and focus on funding economic and community development services for rural and distressed communities.

For more information on Oregon Economic and Community Development's programs, visit <http://www.econ.oregon.gov/>. Woodburn is part of the Marion/Polk County region where the Business Development Officer is Tom Fox, 503-986-0142.

Selected financial programs offered through Oregon Economic & Community Development Department are listed below:

- **Oregon Business Development Fund (OBDF)** provides long-term fixed-rate financing through a revolving loan fund. OBDF funds can be used to finance land, buildings, equipment, machinery and permanent working capital. The Fund targets rural and distressed areas and businesses with fewer than 50 employees. Participants must create or retain jobs; must be a traded-sector business in manufacturing, processing or a regionally significant tourist facility. The Fund features a Targeted Development Account for distressed areas of Oregon.
- **Oregon Business Retention Program** offers companies consulting services that are delivered by some of the best and most experienced private sector consultants in the state. A consultant is matched with a company based on specific needs and industry requirements. The maximum benefits are \$5,000 for consulting services and \$30,000 for feasibility studies. In addition, to qualify for a feasibility study, the applicant must contribute 25 percent of the feasibility cost in cash. Consultant fees are handled as an interest-free loan. Companies are allowed up to two years to repay their loan. Eligible businesses must be an Oregon company facing a period of difficult change, such as financial or organizational distress.
- **Capital Access Program (CAP)** provides capital loans to small businesses for start-up or expansion. This program helps lenders (banks) make more commercial loans to small businesses and is available to for profit or non-profit businesses seeking funds for most business purposes, except to purchase or improve residential housing or real property not used for business operations, or for refinancing existing balance of a non-enrolled loan. All types of loans and lines of credit are available and lenders build a loan loss reserve each time they enroll a loan. Contributions to the loss reserve account are matched by the state of Oregon.
- **Credit Enhancement Fund (CEF)** provides guarantees for working capital or fixed asset bank loans. The Fund is available to manufacturing, production and processing companies with less than 200 employees. CEF funds assist businesses located in a designated distressed area with brownfield site clean-up costs. Funds can be used for real property, buildings, machinery and equipment, working capital and export financing.
- **Entrepreneurial Development Loan Fund (EDLF)** provides an initial, direct loan to help companies get started in Oregon. The Fund assists micro-enterprise and small businesses in niche where traditional lending market will not venture. Participating companies must meet two of the following criteria:
  - in operation for less than 24 months;
  - revenues of less than \$100,000 in the previous 12 months; and
  - business owned by severely disabled person.

- **Oregon Enterprise Zone** program encourages (typically nonretail) businesses to invest in economically lagging areas of the state by allowing for property tax exemptions for up to five years. In exchange for receiving a property tax exemption, participating firms are required to meet the program requirements set by the state statute and the local sponsor.
- **Oregon Electronic Commerce Enterprise Zone** program encourages businesses engaged in e-commerce activities to invest in economically lagging areas of the state by allowing for property tax exemptions for up to five years. Qualifying business firms may receive a credit against the firm's annual state income or corporate excise tax liability. The credit equals 25 percent of that tax year's investment cost in capital assets for operations related to electronic commerce and located in the designated area.

**Oregon Department of Transportation (ODOT)**—ODOT administers a variety of state and federally funded transportation programs, including grants and loans. Selected ODOT programs are identified below:

- **Oregon Transportation Enhancements (TE) Program** awards grants to local governments and other public agencies to support projects that improve communities and enhance the experience of traveling. New sidewalks, bike lanes, and pedestrian amenities such as benches and streetlights are eligible TE projects, as are the restoration of historic railroad stations, bus stations, and bridges. TE awards typically range from \$200,000 to \$1 million, and local governments must contribute ten percent of the project's cost.
- **Oregon Pedestrian and Bicycle Program (ODOT)** provides grants for crosswalks, bike lane striping, and pedestrian crossing islands that fall within the rights-of-way of streets, roads and highways. Bike/pedestrian grants usually fall between \$80,000 and \$500,000.
- **Oregon Safe Routes to Schools (SR2) Program** uses federal funds authorized by SAFETEA-LU (Safe, Accountable, Flexible and Efficient Transportation Equity Act: A Legacy for Users approved by Congress in 2005). The program funds advocacy efforts such as traffic education, safety enforcement near schools, and public awareness campaigns aimed at making it safer for children to walk to school. SR2S funds may also be used for the construction of sidewalks, pedestrian crossings, bike storage racks, and traffic calming facilities.
- **Oregon Transportation Growth Management Program** provides grants to local governments in Oregon for a variety of purposes including updating land use and transportation plans, making walking and biking safer and more convenient, improving access to transit, improving the pedestrian-friendliness of downtowns and Main Streets, amending local codes to encourage "transportation efficient" development, and creating better connections between local destination.

**Local Revolving Loan Funds** provide below interest loans, typically to small businesses, and are administered by various Oregon groups. In most cases, funding has been provided by the federal Department of Housing and Urban Development (HUD), the federal Economic Development Administration (EDA), the U.S. Department of Agriculture Rural Economic and Community Development Administration (RECD) or the Oregon Economic and Community Development

Department. Loan criteria may reflect some of the objectives of those funding organizations or may have special requirements of those agencies.

**US Small Business Administration 504 Loan Program** offers small businesses fixed interest rate loans below market rate. The Program is available to successful small businesses with expansion plans, and, under some circumstances, for start-up businesses. It is limited to business owners or users. Loan proceeds can be used for construction, acquisition, rehabilitation and leasehold improvement of real estate, and for machinery and equipment.

**US Small Business Administration 7(a) Loan Guarantee Program** offers loan programs to small businesses with targeted needs. The Certified Lenders Program (CLP) is designed to provide expeditious service on loan applications received from lenders who have a successful SBA lending track record and a thorough understanding of SBA policies and procedures.

The **Preferred Lenders Program (PLP)** is another step in SBA's process of "streamlining" the procedures necessary to provide financial assistance to the small business community. In addition there is information on SBAExpress, Community Express and Secondary Market Programs at the US Small Business Administration web site.

<http://www.sba.gov/services/financialassistance/7alenderprograms/index.html>

The **USDA, Office of Rural Development** has a number of programs for rural communities with populations of less than 50,000. <http://ocdweb.sc.egov.usda.gov/>

The Rural Business Enterprise Grants (RBEG) program for example provides grants for rural projects that finance and facilitate development of small and emerging rural businesses help fund distance learning networks, and help fund employment related adult education programs. To assist with business development, RBEGs may fund a broad array of activities. Rural public entities (towns, communities, State agencies, and authorities), Indian tribes and rural private non-profit corporations are eligible to apply for funding.

**State Historic Preservation Office Programs**, in the form of grants and/or State or Federal Historic Rehabilitation Tax Credits are available for improvements to historic property and other activities related to local preservation efforts. The Federal Historic Rehabilitation Tax Credit Program provides a 20% income tax credit for qualified rehabilitation of depreciable, income-producing, certified historic properties. The State Historic Preservation Office oversees the Historic Survey & Inventory Program; administers the federal National Register of Historic Places Program; and the state's Certified Local Government Program. For more information: <http://www.shpo.state.or.us>.

## Technical Assistance Organizations

**Oregon Association of Minority Entrepreneurs, or OAME**, is a non-profit organization formed to promote and develop entrepreneurship and economic development for ethnic minorities in Oregon. OAME provides training, technical assistance, access to credit, access to markets and asset development. <http://www.oame.org>

**The Neighborhood Partnership Fund, NPF**, is an Oregon non-profit that provides ideas, resource and training to community development organizations and partners to create economic opportunities and affordable housing for low-income people. <http://www.tnfpf.org>

**Rural Development Initiatives, RDI**, is a non-profit organization that assists rural community leaders, the organizations they create, and those that support them. RDI's services include: leadership development, action training, strategic planning and special projects. <http://rdiinc.org>

**The State Network Office of Small Business Development Centers** can guide you to the nearest Small Business Development Center for personal hands-on help for small businesses and potential businesses. Experienced advisors and instructors address all aspects of business ownership to help create prosperous businesses. The centers are hosted by community colleges and universities throughout Oregon. <http://www.bizcenter.org>

**Technical Assistance for Community Services**, better known as TACS, provides assistance to nonprofit organizations to help them develop the people and skills they need to achieve their missions. TACS has provided training and/or consultation for over 3,000 non-profits throughout Oregon and Washington. TACS provides workshops, networks, and consultations on financial management, board development, strategic planning, building diversity, organizational development, and leadership issues. <http://www.tacs.ogec>

## Exhibit “B” Comprehensive Plan Text Amendments

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### Proposed Additions

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Goal K-8 Preserve the historic character of downtown.

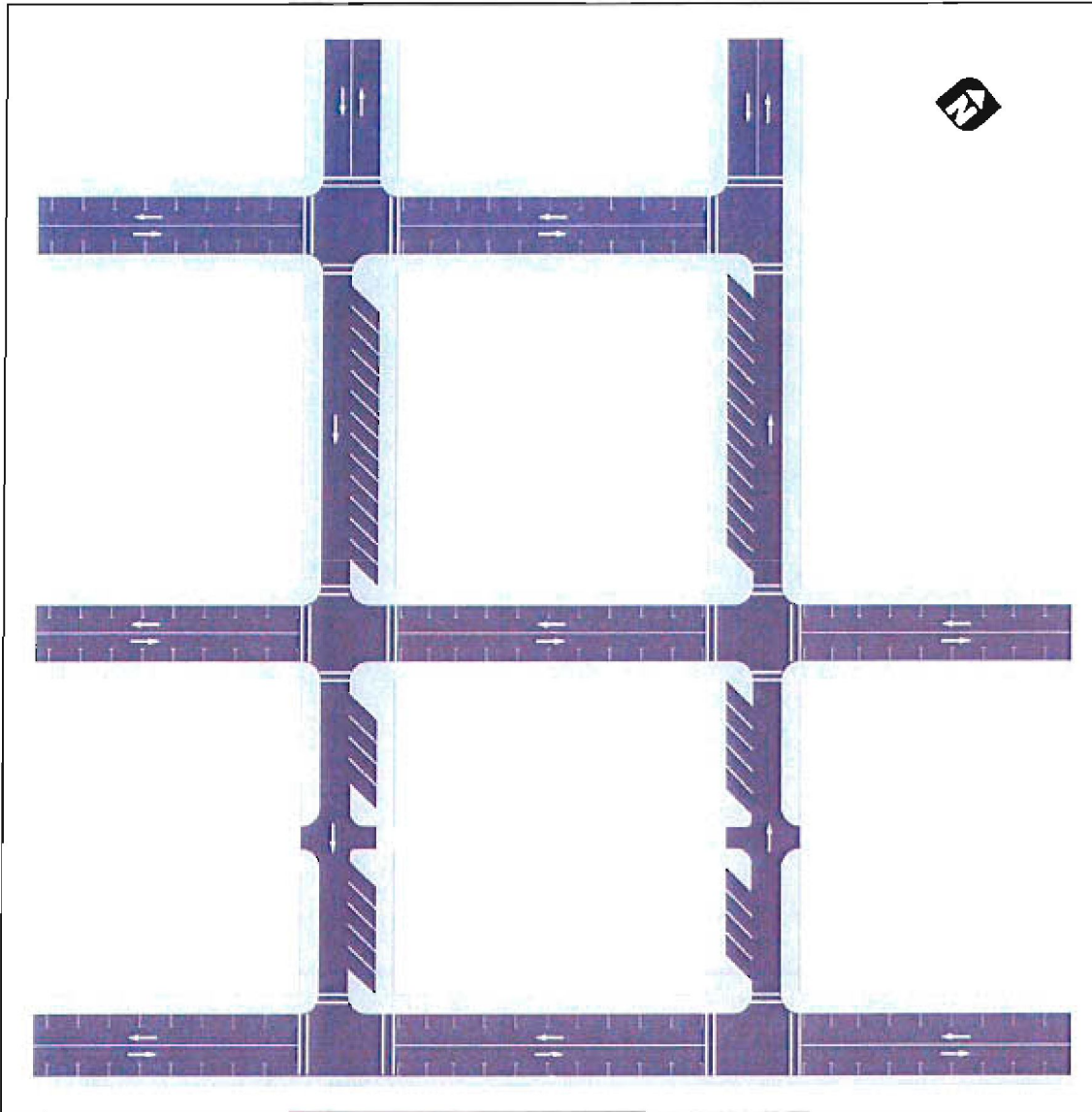
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Policy K-8.4 Building heights of two stories or greater are encouraged in the DDC district.





## City of Woodburn

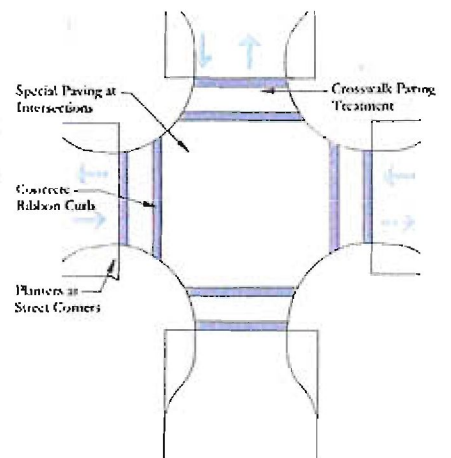
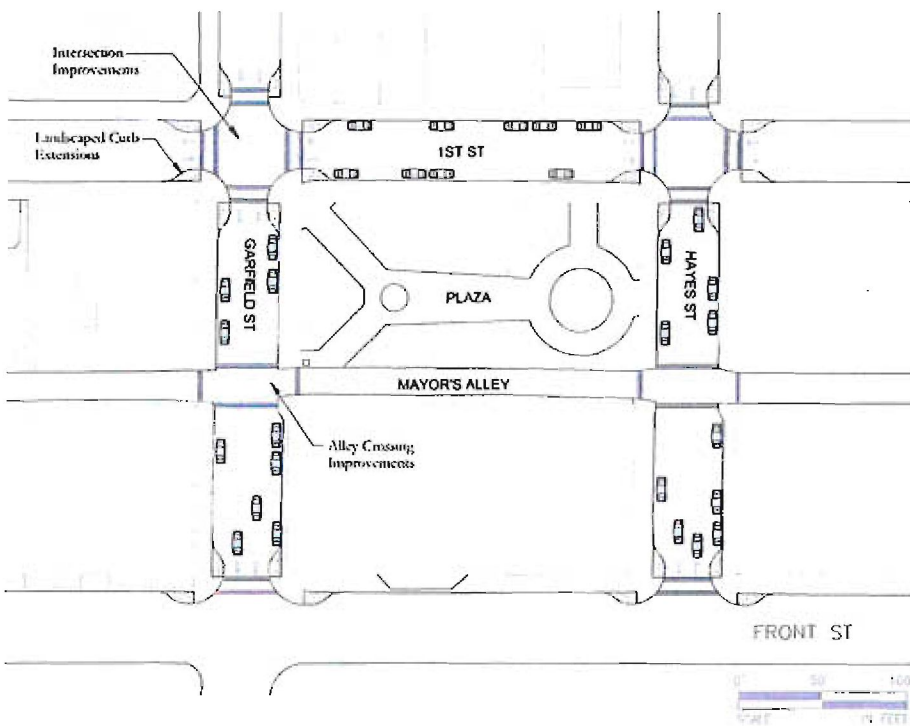
Downtown Development Plan Update

Downtown Parking Plan  
Two-Way Street to One-Way  
Street Conversion

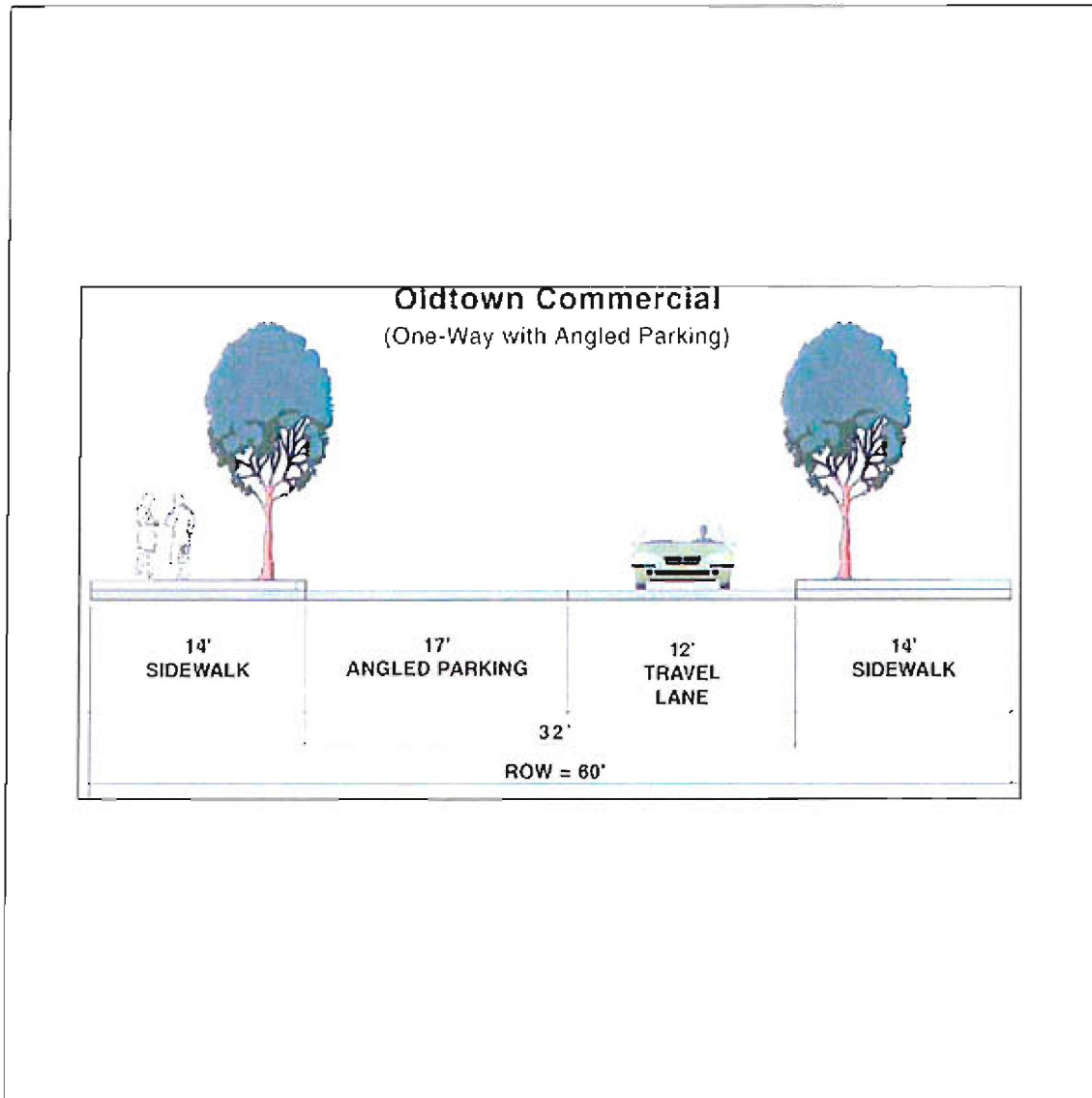


In association with:  
Leband Consulting Group  
Kitchell & Associates

### Exhibit "C" Transportation Plan Amendments



Intersection Detail  
 Note: Intersection paving treatment options include concrete unit pavers or colored concrete.



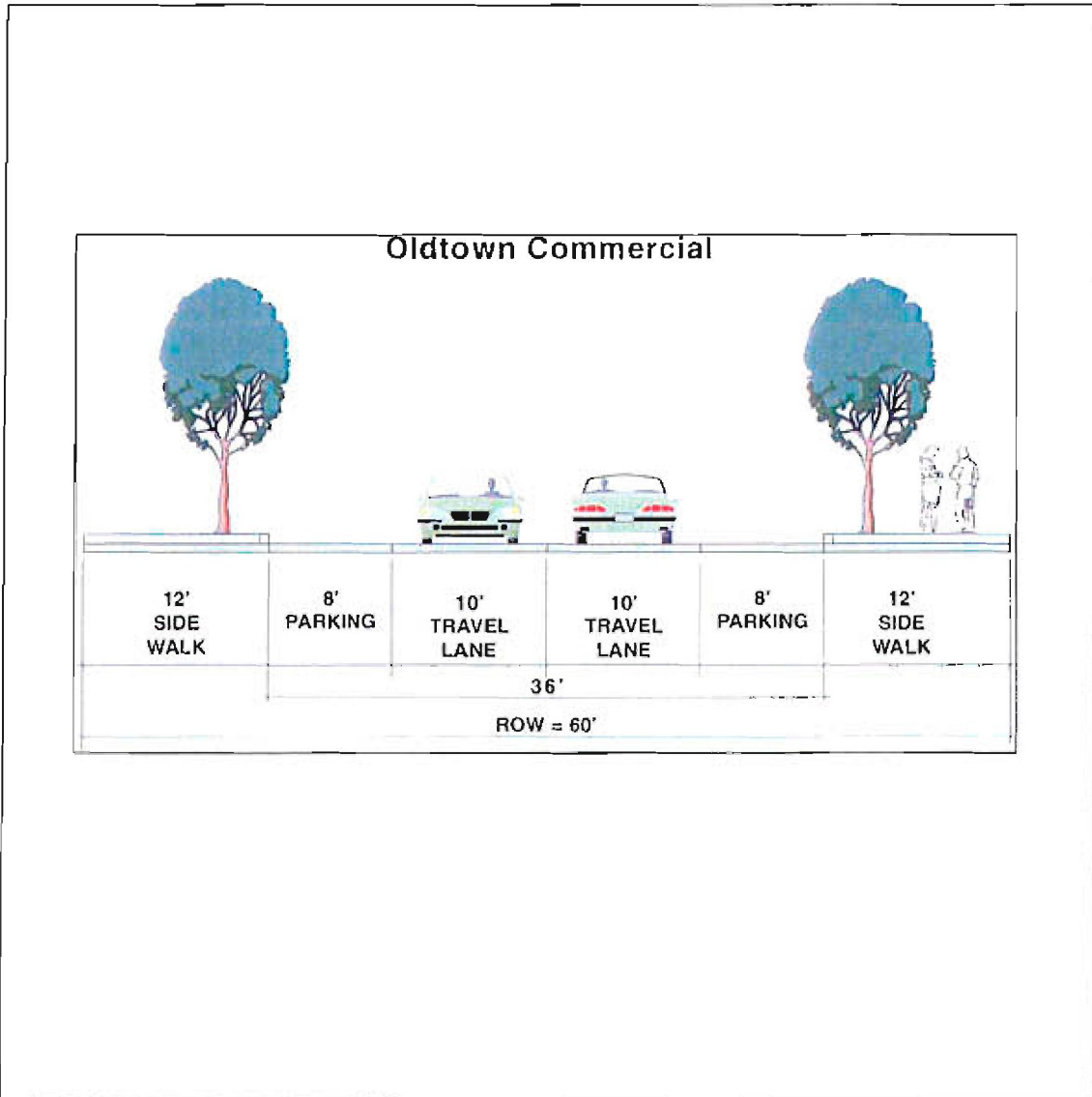
**City of Woodburn**  
Downtown Development Plan Update

Old Town Commercial Street  
Standard  
(One-Way with Angled Parking)



Association with:  
Lehnd Consulting Group  
Kirtson & Associates

**Exhibit "C"**  
**Transportation Plan Amendments**



**City of Woodburn**  
Downtown Development Plan Update

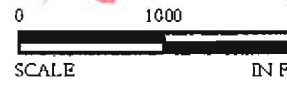
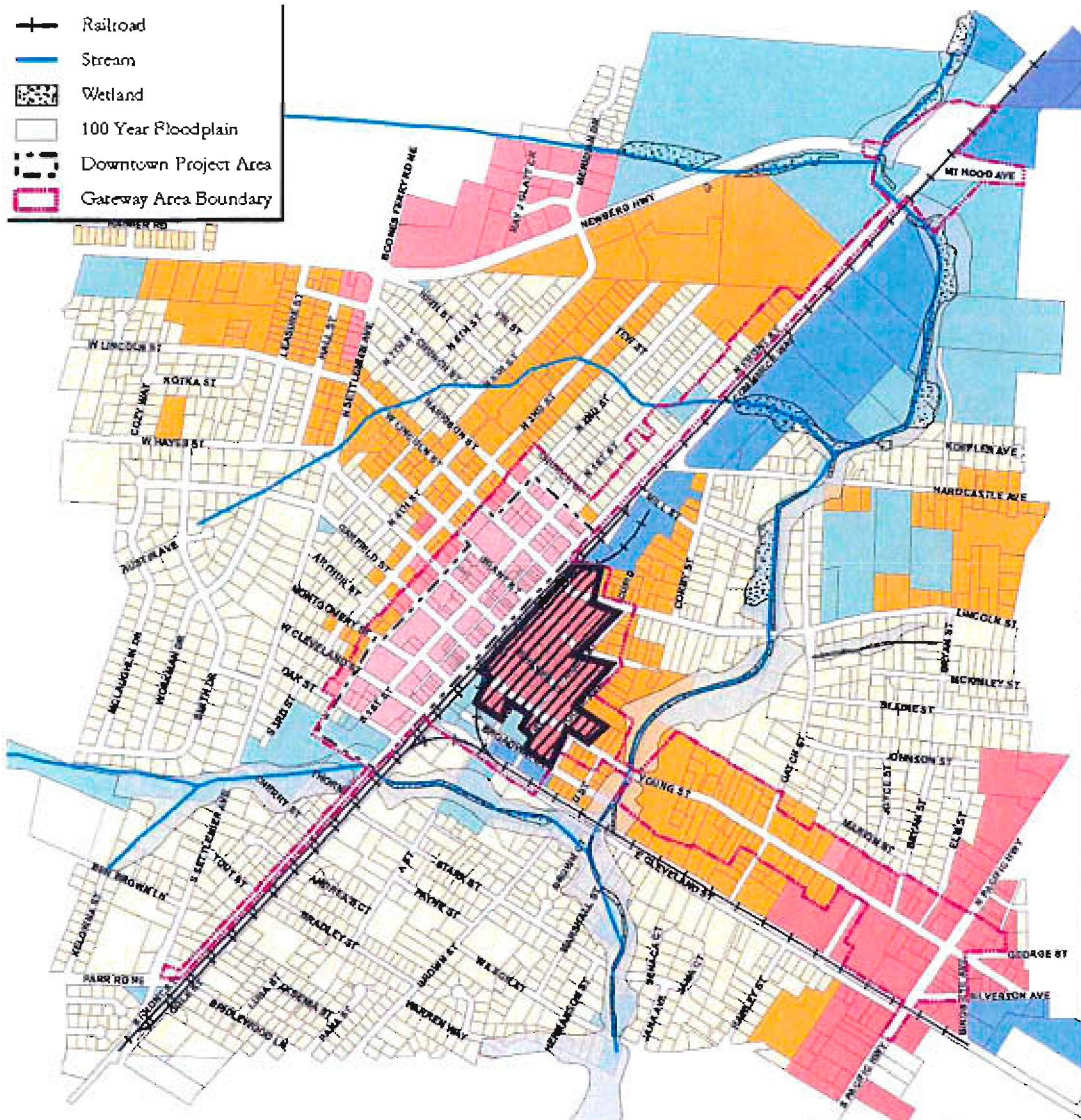
Old Town Commercial Street  
Standard



Association with:  
Leland Consulting Group  
Kirtelson & Associates

**Exhibit "C"**  
**Transportation Plan Amendments**











-  Railroad
-  Stream
-  Wetland
-  100 Year Floodplain
-  Downtown Project Area
-  Gateway Area Boundary



# City of Woodburn

## Downtown Development Plan Update

### Zoning Designations

- |  |   |
|--|---|
|  RS - Single Family Residential                       |  CG - Commercial General       |
|  RIS - Retirement Community Single Family Residential |  CO - Commercial Office        |
|  RM - Medium Density Residential                      |  IL - Light Industrial         |
|  DDC - Downtown Development and Conservation          |  IP - Industrial Park          |
|  Gateway Subdistrict                                  |  P/SP - Public and Semi-Public |

Association with  
Land Consulting Group  
Kirtson & Associates  
April 2009

Exhibit "D" Zoning Map Amendment

## **Exhibit "E"**

### **Woodburn Development Ordinance Amendments**

#### **Zoning Revisions**

The draft zoning updates show suggested new/added text as underlined and suggested text to be removed as ~~strikethrough (strikethrough)~~.

#### **2.101.02 Zoning Districts**

The City of Woodburn shall be divided into the following zoning districts:

- A. Residential Single Family (RS).
- B. Retirement Community Single Family Residential (R1S).
- C. Medium Density Residential (RM).
- D. Commercial General (CG).
- E. Downtown Development and Conservation (DDC).
- F. Nodal Neighborhood Commercial (NNC)
- G. Industrial Park (IP).
- H. Light Industrial (IL).
- I. Public and Semi-Public (P/SP).
- J. Neighborhood Conservation Overlay District (NCOD).
- K. Riparian Corridor and Wetlands Overlay District (RCWOD)
- L. Southwest Industrial Reserve District (SWIR)
- M. Nodal Districts
  - 1. Nodal Single Family Residential (RSN)
  - 2. Nodal Multi-Family Residential (RMIN)

## 2.106 Commercial General (CG)

Commercial districts are centers of business and civic life. The General Commercial District regulations apply to those commercial areas outside or adjacent to the central business area. The General Commercial district is intended to:

- A. Promote efficient use of land and urban services;
- B. Accommodate automobile-oriented and automobile-dependent uses;
- C. Use appropriate design standards to guide the appearance and functionality of development sites;
- D. Provide for visitor accommodations and services;
- E. Create a mixture of land uses that encourages employment and housing options in close proximity to one another;
- F. Provide connections to and appropriate transitions between residential areas and commercial areas;
- G. Allow and encourage residential development in the Downtown Gateway subdistrict as a complementary use to commercial uses in the district and in the adjacent Downtown area;
- H. Restrict land extensive commercial, storage, and industrial uses in the Downtown Gateway sub-district.

### 2.106.01 Permitted Uses

The following uses, when developed under the applicable development standards of the WDO, are permitted in the CG zone.

- A. Residential (allowed either in conjunction with a permitted use or as a stand alone use.)
  - 1. One dwelling unit in conjunction with a commercial use.
  - 2. Multiple-family dwellings (rental or condominium) project at a net density of between 12 and 32 dwelling units per acre are permitted in the Downtown Gateway sub-district. Multiple-family dwellings are subject to the dimensional standards and other development standards of Section 2.104 unless the multiple-family dwellings are built as part of a vertical mixed use development.

3. Multiple-family dwellings (rental or condominium) built as part of a vertical mixed use development at a maximum net density of 32 dwelling units per acre are permitted in the Downtown Gateway sub-district. Multiple-family dwellings in a vertical mixed use development are subject to the dimensional standards and other development standards of the CG district.
4. Attached single-family residences at a net density of 12 to 24 dwelling units per acre are permitted in the Downtown Gateway sub-district.

B. Special Trade Contractors.

1. Plumbing, heating and air-conditioning contractors. (235110) In the Gateway sub-district, this use is allowed only when located entirely within a building
2. Paper and wall coving contractors. (235210) In the Gateway sub-district, this use is allowed only when located entirely within a building
3. Masonry, drywall, insulation and tile. (2354) In the Gateway sub-district, this use is allowed only when located entirely within a building
4. Floor laying contractors. (235520) In the Gateway sub-district, this use is allowed only when located entirely within a building
5. Roofing, siding, and sheet metal construction contractors (235610) entirely within a building.
6. Glass and glazing contractors. (235920) In the Gateway sub-district, this use is allowed only when located entirely within a building
7. Building equipment and other machinery installation contractors. (235950)
8. Ornamental ironwork contracting. (235990) In the Gateway sub-district, this use is allowed only when located entirely within a building

C. Fabricated metal products manufacturing

1. Fabricated metal product manufacturing (332) entirely within a building.

D. Furniture and Related Products Manufacturing, except in the Gateway sub-district.

1. Household and institutional furniture and kitchen cabinet manufacturing (3371) entirely within a building.

E. Retail Trade

1. Automotive parts (44131) without installation.
2. Furniture and home furnishings. (442)



3. Electronics and appliance stores. (443)
4. Building materials and garden equipment and supplies. (444) with all outdoor storage and display enclosed by a 7' masonry wall.
5. Food and beverage stores. (445)
6. Health and personal care stores. (446)
7. Clothing and accessory stores. (448)
8. Sporting goods, hobby, book and music stores. (451)
9. General merchandise stores. (452)
10. Misc. retail (453) EXCEPT used merchandise stores (4533), other than antique shops, and EXCEPT manufactured (mobile) home dealers. (45393)

#### F. Transportation & Warehousing

1. Postal service. (491)

#### G. Information

1. Publishing. (511)
2. Motion picture theaters (512131) EXCEPT drive-ins.
3. Radio and TV. (5131)
4. Cable networks. (5132)
5. Telecommunications. (5133) EXCEPT telecommunication facilities subject to Section 2.204.03.
6. Information and data processing. (514)

[Section 2.106.01.H as amended by Ordinance No. 2423, §7, effective on July 28, 2007.]

#### H. Finance and Insurance

1. Finance and insurance (52) EXCEPT pawn shops (522298) and check cashing, pay day loan and cash transfer establishments [other than banks] as a predominant, ancillary, or required supporting use. Pawn shops (522298) and check cashing, pay day loan, and cash transfer establishments (other than banks) are not permitted in the Gateway sub-district. [Section 2.106.01.H.1 as amended by Ordinance No. 2383, §16, passed March 16, 2005.]

[Section 2.106.01.I.2 and 2.106.01.I.3 as amended by Ordinance No. 2423, §4, effective on July 28, 2007.]

I. Real Estate and Rental and Leasing

1. Real estate. (531)
2. Video tape and disc rental. (532230)
3. General rental centers (532310) with all outdoor storage and display on a paved surface, except in the Gateway sub-district.

J. Professional, Scientific & Technical Services

1. Legal services. (5411)
2. Accounting. (5412)
3. Architects and engineers. (5413)
4. Specialized design services. (5414)
5. Computer system design. (5415)
6. Management consulting. (5416)
7. Advertising. (5418)
8. Other professional services (5419) EXCEPT veterinary service contained entirely within a building. (541940)

K. Administrative & Support Services

1. Administrative and support services (561) INCLUDING employment, travel and investigation.
2. Management and corporate offices (551)

L. Educational Service

1. Business schools. (6114)
2. Technical and trade schools. (6115)

M. Health Care and Social Services

1. Ambulatory health services (621) EXCEPT ambulance service. (62191)
2. Social assistance (624) INCLUDING child day care services.

N. Arts, Entertainment and Recreation

1. Performing arts and spectator sports, except in the Gateway sub-district.(711)
2. Museums and historic sites (712) EXCEPT zoos. (712130)

3. Fitness and recreational sports. (71391)
4. Bowling centers. (71395)
5. Other amusements INCLUDING ballrooms, except in the Gateway sub-district. (713990)

O. Accommodation & Food Service

1. Hotels (EXCEPT casino hotels) and motels. (72111)
2. Bed-and-breakfast inns. (721191)
3. Food service and drinking places (722) EXCEPT mobile food service.

P. Other Services

1. Electronic and precision equipment repair. (8112)
2. Electric motor repair entirely within a building.
3. Re-upholstery and furniture repair. (81142)
4. Leather repair. (81143)
5. Personal care services (8121) INCLUDING barber shops and beauty salons.
6. Funeral homes. (812210)
7. Dry cleaning and laundry service (8123) EXCEPT linen supply.(81233)
8. Photo finishing. (81292)
9. Parking lots and garages (81293) EXCEPT extended vehicle storage.(4939190)
10. All other personal services (812990) INCLUDING bail bonding and consumer buying services.
11. Religious, civic and social organizations. (813)

Q. Public Administration

1. Public administration. (92)

R. Streets & Utilities

1. Rights of way and easements and the improvements therein for streets, water, sanitary sewer, gas, oil, electric and communication lines and for storm water facilities and for pump stations.

## 2.106.02 Special Permitted Uses

The following uses, when developed under the applicable development standards of the WDO including the special development standards of Section 2.203, are permitted in the CG zone.

- A. Agricultural practices without livestock, except in the Gateway sub-district, subject to Section 2.203.02.
- B. Complementary residential uses subject to Section 2.203.06.
- C. Delivery services subject to Section 2.203.08.
- D. Facilities during construction subject to Section 2.203.10.
- E. Temporary outdoor marketing and special events subject to Section 2.203.19.

## 2.106.03 Conditional Uses

The following uses may be permitted in the CG zone subject to the applicable development standards of the WDO and the conditions of conditional use approval:

### A. Retail Trade

- 1. Motor vehicle and parts dealers (441) EXCEPT automotive parts without installation.
- 2. Tractor and heavy equipment dealers, except in the Gateway sub-district.
- 3. Gasoline stations. (447)
- 4. Used merchandise stores, other than antique shops. (4533)
- 5. Manufactured (mobile) home dealers, except in the Gateway sub-district. (453930)

### B. Transportation & Warehousing

- 1. Urban transit system. (48511)
- 2. Interurban and rural transit. (4852)
- 3. Taxi service. (48531)
- 4. Limousine service, except in the Gateway sub-district. (4853)
- 5. School transportation, except in the Gateway sub-district. (4854)
- 6. Charter bus service, except in the Gateway sub-district. (4859)

7. Special needs transportation, except in the Gateway sub-district. (485991)
  8. Motor vehicle towing, except in the Gateway sub-district. (48841)
  9. Self- and mini-storage, except in the Gateway sub-district.
- C. Finance and Insurance
1. Pawn shops, except in the Gateway sub-district.(522298)
  2. Check cashing, pay day loans and cash transfer establishments, other than bank, except in the Gateway sub-district.
- D. Professional, Scientific and Technical Services
1. Scientific research and development. (5417)
  2. Veterinary service. (541940)
- E. Health Care and Social Services
1. Ambulance service. (62191)
- F. Accommodations and Food Service
1. Recreational vehicle parks, except in the Gateway sub-district. (7212)
- G. Other Services
1. Automotive maintenance. (8111). This use is allowed only when located entirely within an enclosed building, except for short-term outdoor parking of vehicles waiting for service.
  2. Commercial and industrial equipment repair, except in the Gateway sub-district. (8113)
  3. Home goods repair EXCEPT upholstery (81142) and leather repair (81143). (8114)
  4. Linen supply. (81233)
- H. Government and public utility buildings and structures EXCEPT uses permitted in Section 2.106.01 and telecommunications facilities subject to Section 2.204.03.

## **2.106.04 Accessory Uses**

The following uses are permitted as accessory uses subject to Sections 2.202 and 2.203.

- A. Fence or free standing wall.

## **2.106.05 Dimensional Standards**

The following dimensional standards shall be the minimum requirements for all development in the CG zone.

A. Lot Standards.

Lots in a CG zone shall comply with the applicable standards of Table 2.1.10.

<b>TABLE 2.1.10 Lot Standards for Uses in a CG Zone</b>
---

In a CG zone the lot area for a non-residential use shall be adequate to contain all structures within the required setbacks. There shall be no minimum width or depth.
---

B. Building Height.

1. The maximum height of buildings shall not exceed 70 feet, or the heights illustrated on Section 6.1 Figure 6.13 for properties in the Gateway subdistrict, EXCEPT chimneys, spires, domes, flag poles and other features not used for human habitation (EXCEPT telecommunication facilities), shall not exceed 100 feet.
2. Exceptions to the applicable maximum height standards for properties in the Gateway subdistrict may be permitted through the conditional use process.

C. Setback and Buffer Improvement Standards.

1. Minimum Front Setback and Setback Abutting a Street [Section 2.106.05.C.1 as amended by Ordinance No. 2446, §11, passed on September 10, 2008.]:
  - a. Dimensions:
    - 1) The minimum setback abutting a street shall be 15 feet plus any Special Setback, Section 3.103.05.

[Section 2.106.05.C.1.a.2 repealed by Ordinance No. 2383, '17, passed March 16, 2005.]

- b. Off Street Parking and Maneuvering:
  - 1) Off street parking and storage shall be prohibited within a required yard or special setback EXCEPT for parking and storage adjacent to a wall. [Section 2.106.05.C.1.b.1 as amended by Ordinance No. 2383, §18, passed March 16, 2005.]
  - 2) The distance between the sidewalk on a public street and a loading dock shall be sized to preclude vehicles using the dock from projecting over the sidewalk.
- c. Clear Vision Area: Fences, walls, landscaping and signs shall be subject to clear vision area standards, Section 3.103.10.

- d. Vehicular Access: Permitted in conformance with Section 3.104.
- 2. Minimum Interior Side and Rear Setbacks [Section 2.106.05.C.2 as amended by Ordinance No. 2446, §11, passed on September 10, 2008.]:
  - a. Development in a CG zone shall be subject to the setback and buffer requirements of Table 2.1.11.

TABLE 2.1.11 Interior Yard and Buffer Standards for CG Zones			
Abutting Property	Landscaping	Wall	Interior Setback
RS, RIS, or RM zone	There is no buffer yard landscaping requirement for an interior yard abutting a buffer wall.	Solid brick or architectural wall with anti-graffiti surface, no less than 6 feet or greater than 7 feet in height.	10 ft.
CO, CG, DDC, NNC, P/SP, IP, SWIR or IL zone	There is no buffer yard landscaping requirement for an interior yard abutting a buffer wall.	<p>Alternative A: Wall requirements shall be determined in conjunction with the applicable Design Review process.</p> <p>Alternative B: No wall required.</p>	<p>Alternative A: 5 ft.</p> <p>Alternative B: Zero setback abutting a building wall.</p>

[Table 2.1.11, as amended by Ordinance 2391, §3, acknowledged on December 22, 2006.]

- 3. All primary buildings and structures, EXCEPT those described in Section 2.106.05.C.1, shall be subject to the architectural guidelines of Section 3.107.06.
- D. Signs.  
Signs shall be subject to Section 3.110. [Section 2.106.06D as amended by Ordinance No. 2359, §7, passed March 22, 2004.]
- E. Landscaping and Sidewalks.
- 1. The street frontage of a subject property shall be improved with either property line sidewalks. The minimum building setback from a private access easement shall be 5 feet.

2. Off street parking, Maneuvering and Storage: Off street parking and storage shall be prohibited within a required setback EXCEPT for parking and storage adjacent to a wall. [Section 2.106.05.C.2.c as amended by Ordinance No. 2383, §19, passed March 16, 2005.]
3. Clear Vision Area: Fences, walls, landscaping and signs shall be subject to clear vision area standards, Section 3.103.10.
4. Vehicular Access: Permitted in conformance with Woodburn Access Management Ordinance and Section 3.104.

## **2.106.06 Development Standards**

All development in the CG zone shall comply with the applicable provisions of the WDO. The following standards specifically apply to uses in the CG zone.

### **A. Off Street Parking.**

Off street parking shall be subject to the standards of Section 2.106.05 and Section 3.105.

### **B. Setbacks and Lots, Generally.**

Setbacks and lots shall be subject to Section 3.103.

### **C. Architectural Design Guidelines.**

1. Multiple density residential buildings shall be subject to the design standards or guidelines of Section 3.107.05.
2. All primary buildings and structures, EXCEPT those described in Section 2.106.05.C.1, shall be subject to the architectural guidelines of Section 3.107.06.

### **D. Signs.**

Signs shall be subject to Section 3.110. [Section 2.106.06D as amended by Ordinance No. 2359, §7, passed March 22, 2004.]

### **E. Landscaping and Sidewalks.**

1. The street frontage of a subject property shall be improved with either property line sidewalks and street trees or curb line sidewalks. The improvement shall be determined at the time of subdivision, PUD or design review as applicable. Sidewalks and trees shall be installed by the property owner to the standards of Section 3.101 and 3.106.



2. The subject property shall be landscaped to the standards of Section 3.106.
3. Common refuse collection facilities shall be screened on all sides by an architectural block wall and solid gate, both with an anti-graffiti surface, a minimum of six feet and a maximum of seven feet in height.

F. Property Disposition.

All uses shall be established and conducted on lots of record, as defined by Section 1.102 and developed to the public facility and access standards of Sections 3.101, 3.102 and 3.104.

1. New lots of record shall be subject to the following standards and procedures:
  - a. Partitions, Section 3.108;
  - b. Subdivisions, Section 3.108; or
  - c. Planned Unit Development Section 3.109.
2. Alteration of the property lines of existing lots of record shall be subject to the applicable following standards and procedures:
  - a. Property Line Adjustment, Section 5.101.07.
  - b. Re-platting, Section 3.108.
  - c. Vacation, applicable Oregon Revised Statutes.

## 2.107 Downtown Development and Conservation (DDC)

The Downtown Development and Conservation District regulations apply to the central business area. The district is intended as Woodburn's center of vital retail activity, services, entertainment, housing, mixed-use, civic buildings and public spaces. The historic character of the downtown, together with its pedestrian-oriented architecture, streets and public spaces, define the district.

The Downtown Development and Conservation District is intended to:

- A. Promote efficient use of land and urban services;
- B. Create a mixture of land uses that encourages employment and housing options in close proximity to one another;
- C. Provide formal and informal community gathering places and opportunities for socialization (i.e., along an active street front);
- D. Encourage pedestrian-oriented development;
- E. Create a distinct storefront character in the Downtown Development and Conservation District;
- F. Provide connections to and appropriate transitions between nearby residential areas and the downtown;
- G. Implement design standards and guidelines that maintain and enhance the City's historic architecture.

### 2.107.01 Permitted Uses

The following uses, when developed under the applicable development standards of the WDO, are permitted in the DDC zone.

#### A. Residential

1. One dwelling unit in conjunction with a commercial use.
2. Multiple-family dwellings above ground floor commercial uses or other permitted uses.
3. Multiple family dwelling units, INCLUDING apartment houses.
4. 3 Attached single-family dwellings at a net density of 12 to 16 dwelling units per acre.

B. Retail Trade

1. Bakeries. (31181)
2. Printing and related support activities (323)
3. Furniture and home furnishing stores (442) INCLUDING:
  - a. Floor coverings and installation stores. (44221)
  - b. Window treatment and installation stores. (442291)
  - c. Used furniture stores. (45331)
4. Electronics and appliance stores and repair (44310) INCLUDING:
  - a. Camera shops. (44313)
  - b. Radio and TV stores. (443112)
  - c. Sewing machines stores. (443111)
5. Building material and garden equipment dealers (4441) LIMITED TO:
  - a. Paint, wallpaper, and interior decorating stores. (444120)
  - b. Hardware stores. (44413)
  - c. Light fixture stores. (444190)
6. Garden supply store. (44422)
7. Food and beverage stores LIMITED TO:
  - a. Delicatessen stores.
  - b. Meat markets. (44521)
  - c. Fish markets LIMITED TO sales only. (44522)
8. Other specialty stores (44529) LIMITED TO:
  - a. Candy, nut, confectionery stores. (445292)
  - b. Dairy products stores LIMITED TO sales only. (44529)
9. Health and personal care stores LIMITED TO:
  - a. Drug stores. (44611)
  - b. Optical goods stores. (44613)
  - c. Health food stores. (446191)
  - d. Hearing aid stores. (446199)
10. Clothing and clothing accessories (448) LIMITED TO:
  - a. Clothing stores. (44810)

- b. Dressmaker and tailor shops.
- c. Furriers and fur shops. (44819)
- d. Jewelry, watch, and clock stores. (44815 & 44831)
- e. Shoe stores. (44823)
- f. Luggage stores. (44832)

11. Sporting goods stores (445111) INCLUDING:

- a. Bicycle shops. (445111)
- b. Gunsmiths and repair. (45111)

12. Hobby, toy, and game stores (45112) LIMITED TO:

- a. Hobby shops. (45112)
- b. Toy stores. (45112)

13. Sewing, needlework and piece goods stores. (45113)

14. Music, piano, and musical instrument stores. (45114)

15. Record and CD stores. (45122)

16. Book stores. (4523)

17. Department stores. (45211)

18. Other general merchandise stores (4529) INCLUDING variety stores. (45299)

19. Miscellaneous store retailers. (453)

- a. Antique shops.
- b. Artists supply stores. (453998)
- c. Business machines, typewriters and repair. (453210)
- d. Florist shops. (45311)
- e. Gift, novelty, souvenir shops. (45322)
- f. Greeting card stores. (45322)
- g. Mail order house. (45411)
- h. Orthopedic and artificial limb stores.
- i. Pet stores. (45391)
- j. Stationery stores. (45321)
- k. Used merchandise stores. (45331)

C. Transportation & Warehousing

- 1. Support Activities for Rail Transportation (488210)
- 2. Postal service. (491)

#### D. Information

1. Newspaper, periodical, and book publishing. (5111)
2. And TV studios and offices (5131) EXCEPT antennae and towers.
3. Cable networks. (5132)
4. Telecommunications (5133) EXCEPT telecommunication facilities subject to Section 2.204.03.
5. Information & data processing. (514)

#### E. Finance and Insurance

1. Finance and insurance (52) EXCEPT check cashing, pay day loan and cash transfer establishments [other than banks] as a predominant, ancillary, or required supporting use.

#### F. Real Estate and Rental and Leasing

1. Real estate. (531)
2. Rental & leasing, without outdoor display or storage. (532)

#### G. Professional, Scientific & Technical Services

1. Legal services. (5411)
2. Accounting. (5412)
3. Architects and engineers. (5413)
4. Specialized design services (5414) INCLUDING interior design services.
5. Computer system design. (5415)
6. Management consulting. (5416)
7. Advertising. (5418)
8. Other professional services (5419), EXCEPT veterinary service (541940) not contained in a building.

#### H. Administrative & Support Services

1. Administrative and facilities support services. (5611 and 5612)
2. Employment services. (5613)
3. Business support services INCLUDING copy shops. (5614)
4. Travel and tour agencies. (5615)
5. Investigation and security services. (5616)
6. Services to buildings and dwellings (5617), offices only.
7. Management and corporate offices (551)
8. Other support services. (56199)

#### I. Educational Service

1. Educational services (611) both public and private, LIMITED TO:
  - a. Elementary and secondary schools. (6111)

- b. Community college. (6112)
- c. Business schools. (6114)
- d. Technical and trade schools. (6115)

J. Health Care & Social Services

- 1. Ambulatory health care (621) EXCEPT Ambulance service. (62191)
- 2. Social services (624) INCLUDING child day care services.

K. Arts, Entertainment & Recreation

- 1. Museums and historic sites (712) EXCEPT zoos (712130).
- 2. Fitness and recreational sports (71394). [Section 2.107.01.K.2 as amended by Ordinance No. 2383, §20, passed March 16, 2005.]
- 3. Community center.
- 4. Taxidermists. (71151)

[Section 2.107.01.L.3 as amended by Ordinance No. 2423, §2, effective on July 28, 2007.]

L. Accommodation & Food Service

- 1. Hotels (EXCEPT casino hotels) and motels. (72111)
- 2. Bed and breakfast inns. (21191)
- 3. Food service and drinking places (722) EXCEPT food contractors (72231) and mobile food service.

M. Other Services

- 1. Personal care services (8121) INCLUDING:
  - a. Barber shops. (812111)
  - b. Beauty shops. (812112)
- 2. Funeral home. (812210)
- 3. Laundry, self service. (81231)
- 4. Dry cleaning, self service. (81231)
- 5. Photo finishing. (81292)
- 6. Parking lots and garages (81293) EXCEPT extended vehicle storage. (493190)
- 7. All Other Personal Services (81299) INCLUDING bail bonding and consumer buying services.
- 8. Religious, civic, professional and similar organizations. (813)

N. Public Administration

- 1. Public administration (92) INCLUDING government offices, courts, and police and fire stations.

O. Streets and Utilities

1. Rights of way and easements and the improvements therein for streets, water, sanitary sewer, gas, oil, electric and communication lines and for storm water facilities and for pump stations.

### **2.107.02 Special Permitted Uses**

The following uses, when developed under the applicable development standards of the WDO including the special development standards of Section 2.203, are permitted in the DDC zone:

- A. Complementary residential use subject to Section 2.203.06.
- B. Craft industries subject to Section 2.203.07.
- C. Delivery services subject to Section 2.203.08.
- D. Facilities during construction subject to Section 2.203.10.
- E. Temporary outdoor marketing and special events subject to Section 2.203.19.

### **2.107.03 Conditional Uses**

The following uses may be permitted subject to obtaining conditional use approval:

- A. ~~[Multiple family dwelling units, INCLUDING apartment houses.]~~
  - A. ~~[B]~~Nursing care facilities. (6231)
  - B. ~~[C]~~Assisted care facilities. (62331)
  - C. ~~[D]~~Grocery store, food market, food store. (44511)
  - D. ~~[E]~~Gasoline stations (44719) INCLUDING repair services.
  - E. ~~[F]~~Wine shops.
  - F. ~~[G]~~Government and public utility buildings and structures EXCEPT uses permitted in Section 2.107.01 and telecommunications facilities subject to Section 2.204.03.

### **2.107.04 Accessory Uses**

The following uses are permitted as accessory uses subject to Sections 2.202 and 2.203.

- A. Fence or free standing wall.

### **2.107.05 Dimensional Standards**

The following dimensional standards shall be the minimum requirements for all development in the DDC zone.

A. Lot Standards.

Lots in a DDC zone shall comply with the applicable standards of Table 2.1.12.

<b>TABLE 2.1.12 Lot Standards in a DDC Zone</b>
---

In a DDC zone the lot area shall be adequate to contain all structures within the required setbacks. There shall be no minimum width or depth.
--

B. Building Height.

~~[There is no restriction on height in the DDC zone].~~

1. The maximum height of buildings shall not exceed the heights illustrated on Section 6.1 Figure 6.13 for properties in the DDC zoning district, EXCEPT chimneys, spires, domes, flag poles and other features not used for human habitation (EXCEPT telecommunication facilities), shall not exceed 100 feet.
2. Exceptions to the applicable maximum height standard for properties in the DDC district may be permitted through the conditional use process.

C. Setback and Buffer Standards.

Setback and buffers are subject to the DDC design guidelines of Section 3.107.07.

## 2.107.06 Development Standards and Guidelines

All development in the DDC zone shall comply with the applicable provisions of the WDO. Where the standards of the DDC zone and the WDO differ, the standards of the DDC shall prevail. Standards listed in this section as “shall” are mandatory standards. Guidelines which state “should” or “encouraged” are not mandatory, but are considered desirable by the City.

A. Purpose.

1. The purpose of these development standards is to guide the design of buildings constructed in the DDC zoning district to ensure that, through appropriate use of facades, windows, building orientation, and architectural details, new structures and alterations of existing structures are physically and visually compatible with other buildings within the downtown business district. The majority of the existing buildings in downtown Woodburn reflect architectural styles that were popular during the late nineteenth and early twentieth century. It is the desire of the City to have buildings conform to architectural styles of this era. The design standards are intended to further define those characteristics that cause buildings to look like they were constructed during this period.
2. These standards are intended to encourage good quality design in new building construction, enhance street safety, and provide a comfortable street environment by providing features of interest to pedestrians. Good design results in buildings that are



in visual harmony with nearby buildings, leading to a downtown that is attractive, interesting, active, and safe. These qualities, in turn, contribute to the creation of a downtown core which facilitates easy pedestrian movement and establishment of a rich mixture of uses,

B. Applicability.

1. The provisions of this ordinance shall apply to the following activities within the DDC:
  - a. All new building construction;
  - b. Any exterior building or site modification that requires a building permit; and,
  - c. All new signage.
2. This ordinance shall not apply to the following activities or uses:
  - a. Maintenance of the exterior of an existing structure, such as re-roofing, re-siding, or repainting where similar materials and colors are used that comply with this ordinance;
  - b. Interior remodeling; and,
  - c. Single-family detached housing.
3. This ordinance shall apply only to those portions of a building or sign that are proposed for construction or modification and shall not extend to other elements of the building or sign that may be out of compliance with the requirements of this ordinance (i.e., a permit to replace a single window shall not require that all other windows on the building that may be out of compliance with this ordinance to be replaced, unless such action is initiated by the property owner). However, if a building should be destroyed due to fire, accident, or an act of God, the new or replacement structure shall be rebuilt to conform to the requirements of this ordinance.
4. At the time of application, the applicant shall choose whether the review of new residential buildings shall be conducted as a Type I review following the procedures of Section 5.101.01 or as a Type II or III review following the procedures of Section 5.102.02 or 5.103.02, depending on floor area,

C. [A]Off Street Parking.

All parking and access standards of Sections 3.104 and 3.105 shall apply EXCEPT that there shall be no required parking ratio for non-residential uses and residential units above first floor commercial uses in the DDC zone.

D. [B]Design Guidelines or Standards.

1. All development, EXCEPT for existing detached single family homes and that described in Section 2.107.B.1, shall be subject to the DDC zone architectural design guidelines and standards of Section 3.107.07 and the standards listed below. Single-family homes that are used for businesses or home occupations are not exempt from

compliance with these guidelines and standards. The provisions of this section shall apply to all new construction, restorations, and remodels. Restorations shall be defined as all exterior repairs, replacement of materials, alterations or changes, including reroofing, painting, window, and sign replacement, etc.

- a. Standards. Standards for new construction shall require builders to conform to the architectural form of Woodburn's historic period (1880s through 1940s). As such, new construction shall conform to the following standards listed below. Throughout the standards, reference is made to Woodburn's historic period, the 1880s through 1940s, and to buildings which display characteristics of that period. The following list of buildings is provided as a reference guide to those buildings which display characteristics intended by the standards. The list is a guide only – other buildings may be used to demonstrate the required elements and/or the basis for visual compatibility.
- b. Examples of historic storefront buildings for determining compatibility with standards:

Association Building on Front Street between Garfield and Hayes.  
Fulmer Building on Front Street on the corner of Front Street and Arthur.

## 1. Site Development.

- a. Building fronts and entrances shall be oriented toward the street. Buildings with frontages on two or more streets shall be oriented to at least one street.
- b. Building facades should be set at the property edge along the sidewalk. A setback of up to ten feet is permitted when occupied by pedestrian amenities (e.g., plaza, outdoor seating). Buildings with frontages on two or more streets should be set at the property edge on at least one street.

## 2. Building Scale.

- a. The overall size and proportion of new structures shall be compatible with the scale of nearby traditional storefront buildings constructed during the historic period. This standard may be met by either designing the building's size and proportions to be similar to comparable historic structures in the downtown, or by the design of the facade so that it breaks a larger mass into smaller units that are similar to comparable historic structures.
- b. If practical, new buildings should have the same floor height as adjoining buildings in case there is ever a desire to link the storefronts.
- c. The relationship between the height and width of the main facade of the building shall be visibly compatible with adjoining or nearby buildings of the historic period or style. As with subsection (2)(i) of this section, this standard may be met through either similar height and width, or, through design elements that provide visual continuity with the height and width of adjoining or nearby buildings of the historic period.

3. Building Height.

- a. New buildings of at least two stories in height are encouraged.
- b. Maximum allowed building heights shall be as specified in Section 2.107.05B.

4. Building Width.

- a. All new buildings should maximize lot frontage as much as is practicable.
- b. New buildings whose street frontage is more than 50 feet wide shall be designed to convey a sense of division through the use of pilasters, windows and door openings, recessed entries, off-sets or other architectural details.

5. Storefronts.

- c. Primary entrances shall be oriented to the street. Corner buildings shall have corner entrances, or shall provide at least one entrance within 20 feet of the street corner or a corner plaza.
- d. The upper windows of multi-story buildings shall use multi-pane double-hung sash windows or the equivalent style.
- e. The relationship between solid walls and window and door openings on the main facade shall be visually compatible with adjoining or nearby structures from the historic period or style. Ideally, first floor storefronts should be about 80 percent glass from approximately 2 feet above grade to approximately 10 feet above grade.
- f. The relationship of width and height of window and door openings shall be visually compatible with adjoining or nearby buildings from the historic period or style.
- g. Blank walls, walls without window or door openings, are not permitted along public streets.
- h. Windows and doorways shall not be covered over with paper, boards, or cardboard except during times of construction or remodeling and shall be limited to a period of 120 days unless an extension is otherwise granted by the city manager.
- i. Doors shall match the materials, design, and character of the display window framing.
- j. Architectural features such as awnings, windows, cornices, etc., shall be provided at the second floor to differentiate the storefront from the upper levels of the building, to add visual interest, and to allow the storefront to function as the base for the rest of the building.

6. Facade Materials and Texture.

- a. The materials and texture of the facade shall be compatible with those on buildings constructed during the historic period.
- b. Permitted exterior facade materials include: brick, cast iron, relatively narrow horizontal wood or masonry siding, and stucco. Plywood siding, T-111, and vertical board and batten are prohibited.

- c. Exposed concrete block facades facing the street are not allowed. Split-face or scored-face block may be used in small quantities for foundations or other non-dominant features.
- d. All main facade materials shall be painted (except brick, for which painting is optional).
- e. Metal siding shall not be used as a building material on the facade facing a street.

## 7. Windows.

- a. Windows which allow views to the interior activity or display areas are encouraged. Windows shall include sills at the bottom and pediments at the top. Glass curtain walls, reflective glass, and painted or darkly tinted glass shall not be used on the first floor.
- b. Ground Floor Windows. All new buildings must provide ground floor windows along adjacent street rights-of-way.
  - 1) Required window areas must be either windows that allow views into working areas or lobbies, pedestrian entrances, or display windows.
  - 2) Required windows must have a sill no more than four feet above grade. Where interior floor levels prohibit such placement, the sill must be raised to allow it to be no more than two feet above the finished floor level, up to a maximum sill height of six feet above grade.
  - 3) Glass curtain windows are not permitted.
  - 4) Darkly tinted windows and mirrored windows that block two-way visibility are prohibited as ground floor windows along street facades.
  - 5) Any wall that faces a public right-of-way must contain at least 20% of the ground floor wall area in display areas, windows, or doorways. Blank walls are prohibited.
- c. Upper Floor Window Standards.
  - 1) Glass area dimensions shall not exceed 5-feet by 7-feet. (The longest dimension may be taken either horizontally or vertically.)
  - 2) Windows must have trim or molding at least two inches wide around their perimeters.
  - 3) At least half of all the window area in upper floors must be made up of glass panes with dimensions no greater than 2-feet by 3-feet.

## 8. Roofs.

- a. Main facade roofs (lower than a 6:12 pitch) shall be concealed behind a square or stepped parapet. Flat roofs are permitted behind a parapet.
- b. All HVAC systems located on top of a roof shall be located and/or screened so that they are not visible from the street. Dish-style antennas shall be located and/or screened so that they are not visible from the street. All screening material shall be natural and shall be compatible with the facade of the front of the building.

- c. New roofs on existing buildings, or on additions to existing buildings, shall match the pitch and form of the original roof.
- d. Shed roofs are permitted on one-story rear additions.
- e. Back-lit or internally illuminated roofs are prohibited.

## 9. Awnings and Canopies.

- a. The use of awnings or canopies over sidewalks is encouraged.
- b. Awnings shall extend out from the building front to cover at least two-thirds of the sidewalk unless it is shown that such a distance will interfere with existing trees, poles, etc., to provide pedestrian protection from the elements.
- c. Awnings shall be flat or sloping. Awnings shall be made of metal, wood, canvas or similar materials. Rounded bubble or plastic awnings are prohibited. Fully glazed awnings are not permitted.
- d. Awnings shall fit within the window bays (either above the main glass or the transom light) so as not to obscure or distract from significant architectural features.
- e. The color of the awning shall be compatible with its attached building.
- f. Awnings shall not be internally illuminated. However, lighting which is intended to provide illumination to the sidewalk and signage is permitted.
- g. Awnings shall be a minimum of eight feet above the sidewalk.
- h. Where feasible, awnings shall be placed at the same height as those on adjacent buildings in order to maintain a consistent horizontal rhythm along the street front.

## 10. Color.

- a. The painting of brick walls is permitted.
- b. Subtle or subdued tones commonly used during the historic period shall be used. Bright or neon colors are prohibited.
- c. Different colors shall be used to accentuate and highlight trim, windows, and other building features.

## 11. Site Design.

- a. Landscaping shall not obliterate street and sidewalk views of signage or architectural features on historic buildings.

## 12. Parking.

- a. Parking areas shall not be located between the front of the building and the street.
- b. Street side parking lots shall be set back a minimum of 5-feet from a public sidewalk.
- c. Parking areas with more than 10 spaces shall be divided by landscaped areas or walkways, or by a building or group of buildings.

- d. Parking lot landscaping shall consist of a minimum of 10 percent of the total parking area. A minimum of one tree for every 10 parking spaces shall be provided.
- e. Knee walls are required to screen street side parking lots. Knee walls shall not exceed three feet in height and shall be constructed with masonry. Alternatively, a combination of a wall or fence and landscaping may be approved if they provide an effective buffer and low-level screen of the parking area.

13. Drive through businesses

- a. Drive through businesses are not permitted.

E. ~~C~~ Signs.

Signs shall be subject to Section 3.110. [Section 2.107.06C as amended by Ordinance No. 2359, §8, passed March 22, 2004.]

F. ~~D~~ Landscaping.

Landscaping is subject to the DDC zone architectural design guidelines [and standards] of Section 3.107.07.

G. External Storage of Merchandise. The external storage of merchandise and/or materials, directly or indirectly related to a business, is hereby prohibited within the DDC district.

H. Outdoor Displays of Merchandise. Outdoor displays of merchandise are permitted during business hours only and shall not exceed ten percent of the total retail sales area. Displays of merchandise on public sidewalks may not reduce usable walking area widths to less than six feet.

I. Outdoor Eating Areas. Outdoor dining areas are encouraged, and are permitted on public sidewalks. Outdoor food vending carts are permitted. Eating areas and/or vending carts may not reduce usable walking area widths on public sidewalks to less than six feet. Mobile food kitchens are prohibited in the DDC district.

J. ~~E~~ Property Disposition.

All uses shall be established and conducted on lots of record, as defined by Section 1.102 and developed to the public facility and access standards of Sections 3.101, 3.102 and 3.104.

1. New lots of record shall be subject to the following standards and procedures:

- a. Partitions, Section 3.108;
  - b. Subdivisions, Section 3.108; or
  - c. Planned Unit Development Section 3.109.
2. Alteration of the property lines of existing lots of record shall be subject to the applicable following standards and procedures:

- a. Property Line Adjustment, Section 5.101.07.
- b. Re-platting, Section 3.108.
- c. Vacation, applicable Oregon Revised Statutes.

### **3.107 Architectural Design Guidelines and Standards**

#### **A. Purpose**

1. The purpose of these architectural design guidelines and standards is to guide the design of buildings constructed in the City of Woodburn to ensure that, through appropriate building orientation, landscape design and architectural details, new structures and alterations of existing structures are physically and visually compatible with other buildings within the city.
2. These standards are intended to encourage good quality design in new building construction, enhance street safety, and provide a comfortable street environment by providing features of interest to pedestrians. Good design results in buildings that are in visual harmony with nearby buildings, leading to a city that is attractive, interesting, active, and safe.

#### **3.107.01 Dwellings EXEMPT from Architectural Design Standards and Guidelines**

The following dwellings shall be EXEMPT from the provisions of Section 3.107:

- A. Any single family or duplex dwelling (site built dwelling, manufactured dwelling or manufactured home) that exists, or is subject to a building permit that has been issued prior to WDO, EXCEPT such dwellings located within the Neighborhood Conservation Overlay (NCOD).
- B. All new dwellings sited in Manufactured Dwelling Parks containing more than 3 acres.

#### **3.107.02 Design Standards for Manufactured Homes Sited in Manufactured Dwelling**

Parks of 1 to 3 Acres

*NOT INCLUDED IN THIS COPY*

#### **3.107.05 Guidelines and Standards for Medium Density Residential Buildings**

##### **A. Applicability.**

Pursuant to Section 1.102, “Medium Density Residential Building” means any building where the predominant use is multiple family, nursing care or assisted care residential. At the time of application, the applicant shall choose whether the review will be conducted as a Type I review following the procedures of Section 5.101.01 or as a Type II or III review



following the applicable procedures of Section 5.102.02 or 5.103.02, depending on floor area. [Section 3.107.05.A is amended by Ordinance 2423, §28, effective on July 28, 2007.]

1. For a Type I review, the criteria of Section 3.107.05.B shall be read as “shall” and shall be applied as standards.
2. For a Type II or III review, the criteria Section 3.107.05.B shall be read as “should” and shall be applied as guidelines.

B. Open Space Guidelines and Standards.

1. Common Open Space and Facilities.

- a. Common open space and facilities consist of the site area and facilities not devoted to dwellings, parking, streets, driveways or storage areas that are available for use by all residents of a development.
- b. Required yard setbacks should/shall be included as common open space.

C. Open Space and Facility Design Guidelines and Standards.

1. A minimum of 30 percent of the net site area of each medium density residential development should/shall be permanently designated for use as common open space and facilities.
1. The common area should/shall include at least one open space containing 2000 sq. ft., with a minimum width of 36 feet.
2. Recreation Areas and Facilities. Facilities to accommodate children’s and/or adult recreation, meeting or education activities should/shall be provided at a ratio of 36 sq. ft. of outdoor, or 12 sq. ft. of indoor, common area per dwelling unit or living unit. The minimum improved common area for this purpose should/shall be 720 square feet of outdoor or 240 sq. ft. indoor space. The space for such improvements may be counted as part of the common area required by Section 3.107.05.B.1.c.2). at a 1:1 ratio for outdoor space and 3:1 ratio for indoor space.

D. Private Open Space.

1. Ground Level Courtyard

- a. Medium density dwelling units sited on the finished grade, or within 5 feet of the finished grade, should/shall have 96 square feet of semi-enclosed, private open space, with no dimension less than 6 feet.
- b. Ground level private open space should/shall be visually and physically separated from common open space through the use of perimeter landscaping or fencing.

E. Balcony

1. Medium density dwelling units sited more than 5 feet from the finished grade (a balcony) should/shall have 48 square feet of private open space, with no dimension less than 6 feet.

F. Architectural Design Guidelines and Standards.

1. **Building Mass and Facade.**
  - a. Medium density residential buildings should/shall have no dimension greater than 150 feet.
  - b. Every two attached medium density residential dwelling units should/shall be offset by at least 4 feet in depth.
  - c. Adjacent medium density residential buildings located within 28 feet of a property line, should/shall vary the setback at least 4 feet.
  - d. A flat roof, or the ridge of a sloping roof, for a medium density residential building should/shall not exceed a horizontal length of 100 feet without providing a difference in elevation of at least 4 feet.
  - e. Medium density residential buildings should/shall incorporate a porch or recessed entry for each ground level dwelling unit. Covered porches and entries should average at least 30 feet square per unit, with no dimension less than 6 feet.
  - f. All habitable rooms, except bath rooms, facing a required front yard should/shall incorporate windows.
  - g. Stair cases providing access above the first floor level should/shall not be visible from a street.
2. **Building Materials, Texture and Color.**
  - a. The exterior finish for at least 90 percent of the facade should/shall be:
    - 1) Either siding, brick or stucco. Plain concrete, corrugated metal, plywood and sheet press board should/shall not be used as exterior finish material; and
    - 2) Either white, tinted with a minimum of 10 parts per 100 of white, or shaded with a minimum of 10 parts per 100 of black or brown. Fluorescent, "day-glo," or any similar bright color should/shall not be used on the facade.
  - b. The roofing material for medium density dwellings should/shall be either composition shingles; clay or concrete tile; metal; or cedar shingles or shakes. Composition shingles should/shall be architectural style with a certified performance of at least 25 years.
3. **Pedestrian Circulation.**
  - a. **Connection with Buildings and Streets.** The internal pedestrian system in medium density residential developments should/shall connect to other areas of the site, to other building entrances and to adjacent streets.
  - b. When a residential building is sited within 24 feet of a street right of way, the building should/shall contain entrances directly accessible from the street.
4. **Parking.** Fifty percent of the required parking should/shall be covered by garages.
5. **Buffer Wall.** A solid brick or architectural wall with anti-graffiti surface, no less than 6 feet or greater than 7 feet in height, should/shall be constructed on the perimeter

property line of the development where the abutting use is commercial or industrial and no comparable buffer exists.

6. Sidewalk Location and Street Trees. Sidewalks should/shall be located at the property line along streets with street trees, Section 3.106. [Section 3.107.05.C as amended by Ordinance No. 2383, §47, passed March 16, 2005.]

### **3.107.06 Guidelines and Standards for Non-Residential Structures in RS, R1S, RM,**

CO, CG and P/SP Zones

#### **A. Applicability.**

The following design guidelines shall be applicable to all non-residential structures and buildings in the RS, R1S, RM, CO, CG and P zones.

#### **B. Architectural Design Guidelines.**

##### **1. Mass & Bulk Articulation Guidelines.**

- a. Building facades visible from streets and public parking areas should be articulated in order to avoid the appearance of box-like structures with unbroken wall surfaces.
- b. The appearance of exterior walls should be enhanced by incorporating three dimensional design features, including the following:
  - 1) Public doorways and/or passage ways through the building.
  - 2) Wall offsets and/or projections.
  - 3) Variation in building materials and/or textures.
  - 4) Arcades, awnings, canopies and/or porches.

##### **2. Materials and Textures Guidelines.**

- a. Building exteriors should exhibit finishes and textures that reduce the visual monotony of bulky structures and large structural spaces; enhance visual interest of wall surfaces and harmonize with the structural design.
- b. The appearance of exterior surfaces should be enhanced by incorporating the following:
  - 1) At least 30% of the wall surface abutting a street should be glass.
    - (a) All walls visible from a street or public parking area should be surfaced with wood, brick, stone, designer block, or stucco or with siding that has the appearance of wood lap siding.

- (b) The use of plain concrete, plain concrete block, corrugated metal, plywood, T-111 and sheet composite siding as exterior finish materials for walls visible from a street or parking area should be avoided.
- (c) The color of at least 90 percent of the wall, roof and awning surface visible from a street or public parking area should be an "earth tone" color containing 10 parts or more of brown or a "tinted" color containing 10 parts or more white. Fluorescent, "day-glo," or any similar bright color should not be used on the building exterior.

3. Multi-planed Roof Guidelines.

- a. The roof line at the top of a structure should establish a distinctive top to the building.
- b. The roof line should not be flat or hold the same roof line over extended distances. Rather the roof line should incorporate variations, such as:
  - 1) Offsets and/or jogs in the plane of the roof.
  - 2) Changes in the height of the exterior wall for flat roof buildings, including parapet walls with variations in elevation and/or cornices.

4. Roof Mounted Equipment Guidelines. All roof mounted equipment, EXCEPT solar collectors, should be screened from view from streets abutting the building site by:

- a. Locating roof mounted equipment below the highest vertical element of the building; or
- b. Screening roof top equipment using materials of the same character as the structure's basic materials.

5. Weather Protection Guidelines. All building faces abutting a street or a public parking area should provide weather protection for pedestrians. Features to provide this protection should include:

- a. A continuous walkway at least 8 feet wide along the face of the building utilizing a roof overhang, arcade, awnings and/or canopies.
- b. Awnings and canopies that incorporate the following design features:
  - 1) Angled or curved surfaces facing a street or parking area.
  - 2) A covering of canvas, treated canvas, awning fabric, or matte finish vinyl.
  - 3) A constant color and pattern scheme for all buildings within the same development.
  - 4) No internal back lighting.

6. Landscaping and Screening Guidelines. The landscaping required by the standards of the WDO should be augmented to address site specific visual impacts of abutting uses and the visual character of the surrounding area.

7. Design Character Guidelines. Standardized or characteristic corporate and franchise design elements should be refined to reduce domination of the visual environment by corporate icons.

8. Buffer Wall. A solid brick or architectural wall with anti-graffiti surface, no less than 6 feet or greater than 7 feet in height:
  - a. Should be constructed on the perimeter property line of nonresidential development to mitigate adverse visual, noise and/or light impacts on the abutting use when no comparable buffer exists, and
  - b. Shall be constructed where the standards of the underlying zone require such a wall for a non-residential use in, or abutting, a RS, R1S, or RM zoning district.
9. Sidewalk Location and Street Trees. Sidewalks should be located at the property line along streets with street trees, Section 3.106.
10. Solar Access Protection. Obstruction of existing solar collectors on abutting properties by site development should be mitigated.

C. Site and Building Access Guidelines.

1. Access to and from the site and circulation within the site should separate facilities for cars, trucks and transit from those for bicycles and pedestrians.
2. Site access in compliance with Section 3.104 should be augmented by the following considerations:
  - a. Vehicle Access.
    - 1) Vehicle access points should be identified by accentuated landscaped areas, by entrance throats designed to control access from abutting parking and by monument type entrance signs.
    - 2) New parking lots abutting major streets should connect internally with the parking lots of abutting commercial uses or land zoned for commercial use.
  - b. Pedestrian Access and Circulation.
    - 1) The buildings should be linked to the sidewalks on abutting streets by internal pedestrian ways. Such pedestrian ways should be either raised or delineated by distinctive pavers.
    - 2) Parking areas should be designed in multiples of no more than 50 spaces separated by landscaped buffers or raised pedestrian ways in order to minimize negative visual impacts associated with expansive parking.

D. Building Location Guidelines. [Section 3.107.06.D as amended by Ordinance No. 2383, §48, passed March 16, 2005.]

1. Within the prescribed setbacks, building location and orientation should compliment abutting uses and development patterns.
2. The maximum yard abutting a street should be 150 feet.

E. Parking Location Guidelines.

Off street parking between the architectural front of a building and the setback line abutting street should be limited to a depth of not more than 130 feet.

**F. Design Standards.**

1. **Outdoor Storage Standards.** Outdoor storage, when permitted, shall be screened from the view of abutting streets by a solid brick or architectural block wall not less than 6, nor more than 9 feet in height.
2. **Outdoor Lighting Standards.** All outdoor lighting shall be designed so that:
  - a. Parking areas are evenly illuminated at ground level at one foot candle;
  - b. Entrance and loading areas are illuminated at ground level of two foot candles;
  - c. Illumination does not shine or reflect into any adjacent residentially zoned or used property; and Lighting does not cast a glare onto moving vehicles on any public street.

**3.107.07 Design Guidelines and Standards for the DDC and NNC Zones**

[Section 3.107.07 as amended by Ordinance No. 2391, §3, acknowledged on December 22, 2006.]

**A. Applicability and Procedure.**

The following guidelines and standards shall be applicable to the Downtown Development and Conservation (DDC) and Nodal Neighborhood Commercial (NNC) zones. The Woodburn Downtown Association (WDA) shall be notified as an interested party in conjunction with design review within the DDC zone.

**B. Design Guidelines for New Development.**

1. **Site Design Guidelines.** All new development should comply with the following site design guidelines.
  - a. **Building placement.** Buildings should occupy a minimum of 50 percent of all street frontages along public streets. Buildings should be located at public street intersections.
  - b. **Building setback.** The minimum setback from a public street right of way may be 0 feet, the maximum building setback should be 10 feet.
  - c. **Front setback and setback abutting a street design.** Landscaping, an arcade, or a hard-surfaced expansion of the pedestrian path should be provided between a structure and a public street.
    - 1) Setbacks abutting a street should be 5 feet in depth or equal to the building setback, whichever is greater. The setback should be landscaped at a planting density of five (5) planting units per 20 square feet to the street tree standards of Table 3.1.5.

- 2) Setbacks abutting an alleyway should be landscaped to the street tree standards of Section 3.106.03.A.1.
  - 3) Hard-surfaced areas should be constructed with scored concrete or modular paving material.
  - 4) Benches and other street furnishings shall be encouraged.
- d. Walkway connection to building entrances. A walkway connection should connect a building entrance and a public street. This walkway should be at least six (6) feet wide and be paved with scored concrete or modular paving materials. Building entrances at corners near a public street intersection shall be encouraged.
  - e. Parking location and landscape design. Parking for buildings or phases adjacent to public street rights of way should be located to the side or rear of newly constructed buildings. When located abutting a street, off street parking should be limited to 50 percent of the street frontage. Setbacks abutting a street should be 5 feet in depth or equal to the building setback, whichever is greater. The setback should be landscaped at a planting density of five (5) planting units per 20 square feet to the street tree standards of Section 3.106.03.A.1.
  - f. Interior side and rear yards setbacks should be landscaped to the street tree standards of Section 3.106.03.A.1.b.
  - g. Any open area not used for building space should be landscaped in compliance with WDO standards and guidelines.
2. New Building Architectural Design Guidelines and Standards.
    - a. Applicability.
      - 1) All non-residential buildings shall comply with the following design guidelines (read as “should”).
      - 2) At the time of application, the applicant shall choose whether the review of new residential buildings shall be conducted as a Type I review following the procedures of Section 5.101.01 or as a Type II or III review following the procedures of Section 5.102.02 or 5.103.02, depending on floor area.
        - (a) For a Type I review, the criteria of Section 3.107.04.B shall be read as “shall” and shall be applied as standards.
        - (b) For a Type II or III review, the criteria Section 3.107.04.B shall be read as “should” and shall be applied as guidelines.
    - b. Architectural Design Guidelines and Standards.
      - 1) Ground floor window. All street-facing building elevations that are set back 10 feet or less from a public street should include a minimum of 50 percent of the ground floor wall area with windows, display areas or doorway openings. The ground floor wall area shall be measured from three feet

above grade to nine feet above grade the entire width of the street-facing elevation. The ground floor window requirement should be met within the ground floor wall area and for glass doorway openings to the ground level. Up to 50 percent of the required ground floor window area on a particular street-facing building elevation may be met on an adjoining building elevation when the adjoining elevation is also street-facing and setback 10 feet or less.

- 2) Building facades. No building facade should/shall extend for more than 300 feet without a pedestrian connection between or through the building. Facades that face a public street should/shall extend no more than 50 feet without providing at least one of the following features:
  - (a) A variation in building material;
  - (b) A building off-set of at least 1 foot;
  - (c) A wall area that is entirely separated from other wall areas by a projection, such as an arcade; or
  - (d) By other design features that reflect the building's structural system.
- 3) Weather protection. Weather protection for pedestrians, such as awnings, canopies and arcades should/shall be provided at building entrances. Weather protection shall be encouraged along building frontages abutting a public sidewalk or a hard-surfaced expansion of a sidewalk, and along building frontages between a building entrance and a public street or access way. Awnings and canopies should/shall not be back lit.
- 4) Building materials. Corrugated metal, plywood, sheet press board or vinyl siding should/shall not be used as exterior finish material. Plain concrete block and plain concrete should/shall not be used as exterior finish material EXCEPT as a foundation material where the foundation material should/shall not be revealed for more than 2 feet.
- 5) Roofs and roof lines. EXCEPT in the case of a building entrance feature, roofs should/shall be designed as an extension of the primary materials used for the building and should respect the building's structural system and architectural style. False fronts and false roofs should/shall not be used.
- 6) Roof-mounted equipment. All roof-mounted equipment should /shall be screened from view from adjacent public streets. Satellite dishes and other communication equipment should/shall be set back or positioned on a roof so that exposure from adjacent public streets is minimized. Solar heating panels shall/shall be exempt from this guideline.

### C. Architectural Design Guidelines for the Exterior Alteration of Existing Buildings

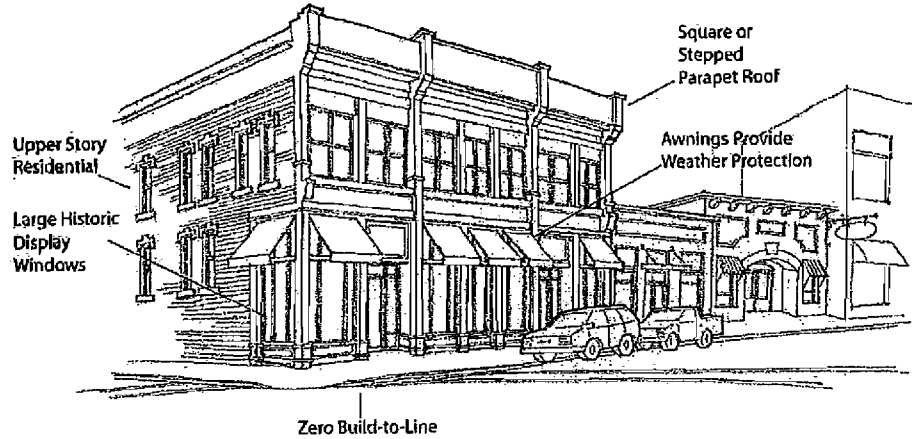
1. General Scope. An application for exterior alteration of an existing building should be approved if the change or the treatment proposed is determined to be harmonious and compatible with the appearance and character of the building and



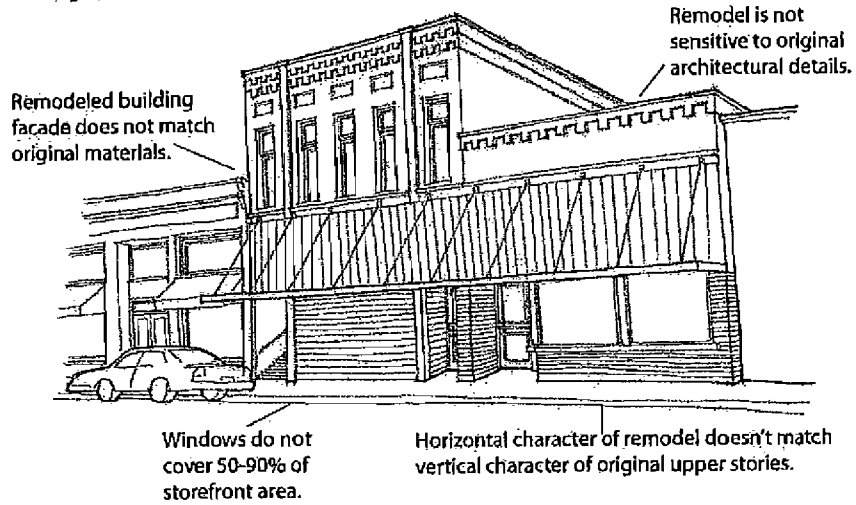
should not be approved if found to be detrimental to or otherwise adversely affecting the architectural significance, integrity, historic appearance, or historic value of the building.

2. Design Guidelines. The following guidelines shall apply to the exterior alterations to existing buildings:
  - a. Retention of original construction. So far as possible, all original exterior materials and details should be preserved or reproduced to match the original.
  - b. Height. Additional stories may be added to buildings provided that:
    - 1) The added height complies with requirements of the state Building Code; and
    - 2) The added height does not alter the traditional scale and proportions of the building style; and
    - 3) The added height is visually compatible with adjacent buildings.
  - c. Bulk. Horizontal additions may be added to buildings provided that:
    - 1) The building of the addition does not exceed that which was traditional for the building style; and
    - 2) The addition maintains the traditional scale and proportion of the building; and
    - 3) The addition is visually compatible with adjacent buildings.
  - d. Visual Integrity of Structure. The lines of columns, piers, spandrels, and other primary structural elements should be maintained so far as practicable.
  - e. Scale and Proportion. The scale and proportion of altered or added building elements, the relationship of voids to solid (windows to wall) should be visually compatible with the traditional architectural character of the building.
  - f. Material, Color and Texture. The materials, colors and textures used in the alteration or addition should be fully compatible with the traditional architectural character of the historic building. In general colors should be emphasized as follows: darker colors for window sashes; medium for building; and lightest for window trim and detailing.
  - g. Lighting and Other Appurtenances. Exterior lighting and other appurtenances, such as walls, fences, awnings, and landscaping should be visually compatible with the traditional architectural character of the building.

### Downtown Commercial



### Unacceptable Rehabilitation, Restoration, & Preservation



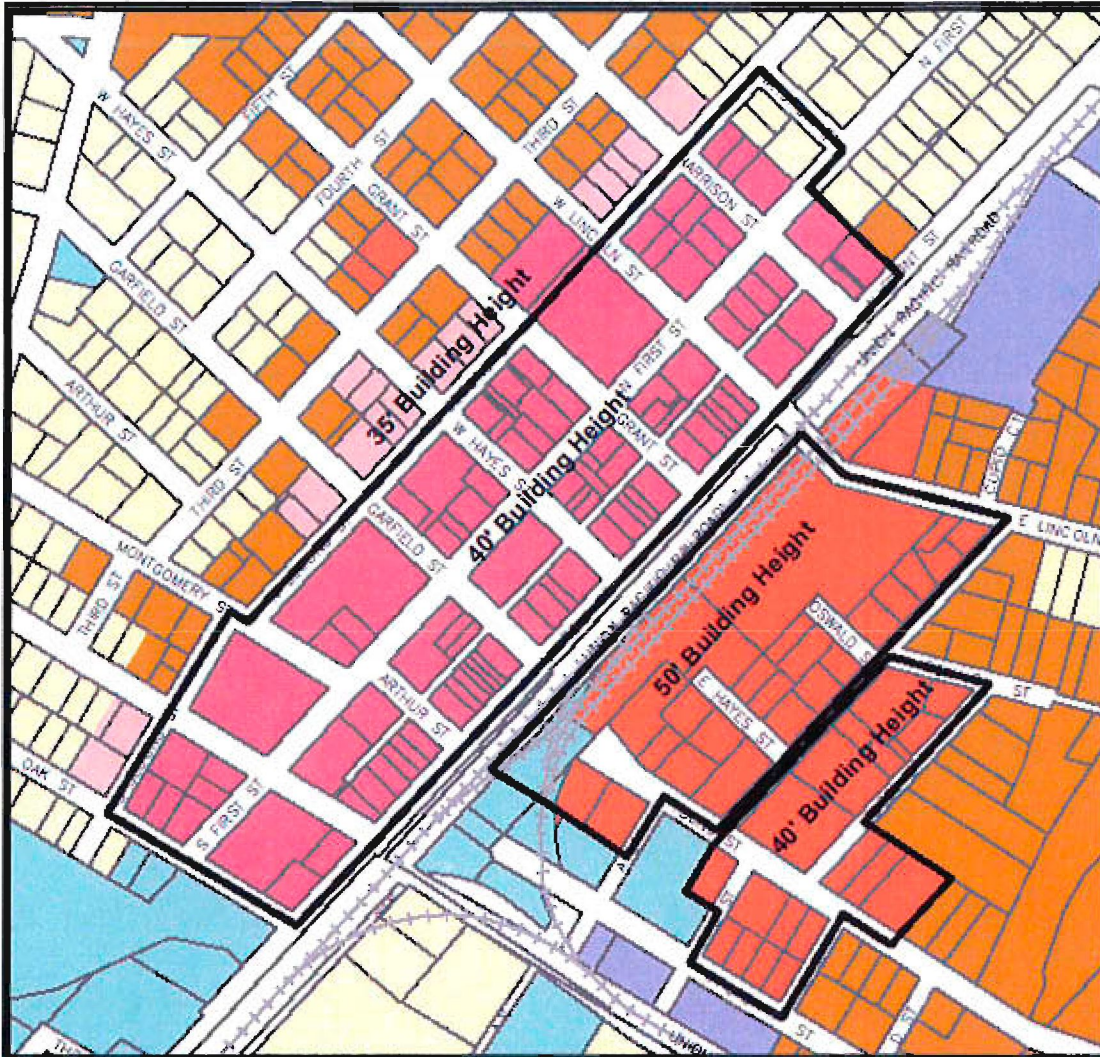
New illustration

## 5.102 Type II Application Requirements

### 5.102.02 Design Review for All Structures LESS THAN 1000/2000 Sq. Ft.

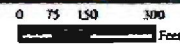
- A. Purpose. The purpose of Type II design review is to insure compliance with all applicable site development standards and architectural design guidelines of Section 3.1 and other standards of the WDO for:
1. All new structures LESS THAN 1000 sq. ft. of gross floor area in the RS, R1S, RM, CO, CG, DDC, NNC, and P/SP zones, all new structures or additions LESS THAN 2000 square feet of gross floor area in the IP, IL, and SWIR zones, and single family and duplex dwellings in the NCOD, but EXCLUDING structures subject to TYPE I Design Review.
  2. Any change in use that results in a greater parking requirement.
- B. Application Requirements. An application shall include a completed City application form, filing fee, deeds, notification area map and labels, written narrative statement regarding compliance with criteria, location map and the following additional exhibits:
1. Street and Utilities Plan, as applicable;
  2. Site Design Plan;
  3. Grading Plan; and
  4. Architectural drawings (plan view and elevations) [~~and materials sample board~~].  
Materials sample board – optional at Planning Director's discretion.

Criteria. The applicable guidelines and standards of Section 3.1 shall apply and other applicable sections of the WDO.



\*NOTE: CUP required to exceed those limits

**City of Woodburn - Downtown Development Plan Update**



----- Railroad    □ Assessor Taxlots    □ Maximum Building Height Designations

**Zoning Districts**

□ RS - Single Family Residential

□ RIS - Retirement Community Single Family Residential

□ RM - Medium Density Residential

□ CO - Commercial Office

□ CG - Commercial General

□ DDC - Downtown Development and Conservation

□ IP - Industrial Park

□ IL - Light Industrial

□ P/SP - Public and Semi-Public

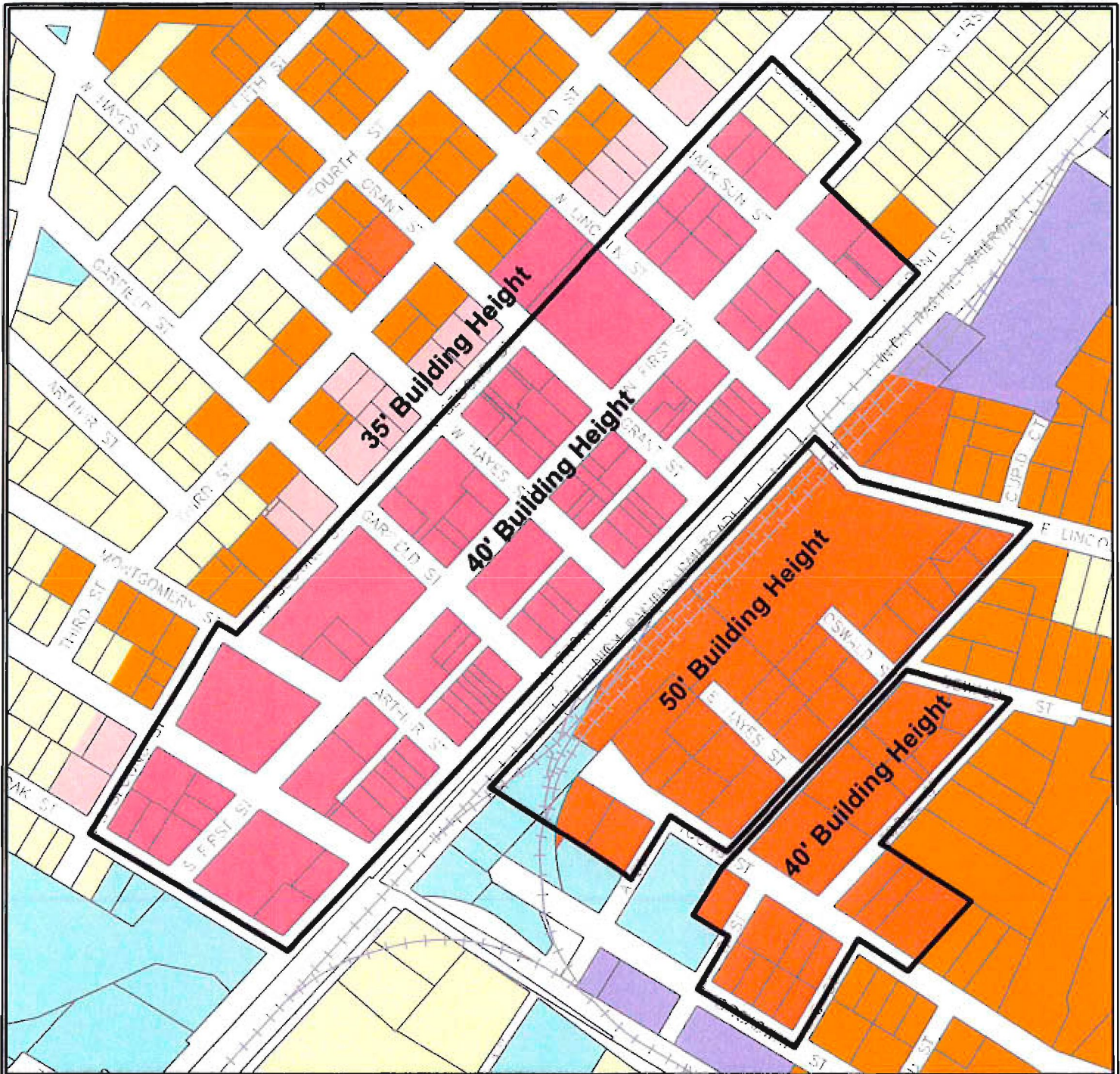


File Date: January 14, 2010 - DDP Update\_Max Building Height.mxd

Disclaimer: This map is a graphic representation, using the most current information available. However, it should not be considered accurate for zoning.

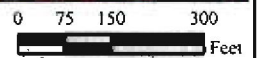


**Section 6.1 Figure 6.13  
Woodburn Maximum Building Height Designations**

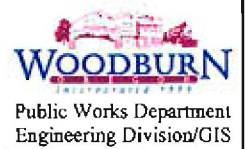


\*NOTE: CUP required to exceed those limits

**City of Woodburn - Downtown Development Plan Update**

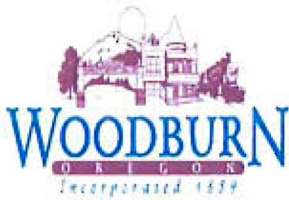


- |  |                               |   |
|--|-------------------------------|---|
| Railroad   | Assessor Taxlots              | Maximum Building Height Designations        |
| <b>Zoning Districts</b>                              |                               |   |
| RS - Single Family Residential                       | CG - Commerical General       | DDC - Downtown Development and Conservation |
| RIS - Retirement Community Single Family Residential | IP - Industrial Park          | IL - Light Industrial                       |
| RM - Medium Density Residential                      | P/SP - Public and Semi-Public |   |
| CO - Commercial Office                               |                               |   |



Plot Date: January 14, 2010 - DDP Update\_Max Building Height.mxd  
 Disclaimer: This map is a graphic representation, using the most current information available. However, it should not be considered accurate for scaling.

**Exhibit "F"**  
**Woodburn Maximum Building Height Designations**



# Exhibit "G" Staff Report

## Economic and Development Services Planning Division

270 Montgomery Street, Woodburn, Oregon 97071 • (503) 982-5246 • (503) 982-5244

### LEGISLATIVE AMENDMENT STAFF REPORT Planning Commission

<b>Application Type</b>	Type V – Legislative Amendment
<b>Application Number</b>	LA 2009-01
<b>Project Description</b>	A legislative amendment to revise the Comprehensive Plan Map and text, the Woodburn Development Ordinance, and the Transportation Systems Plan with the proposed recommendations found in the Woodburn Downtown Development Plan Update.
<b>Applicant/Representative</b>	City of Woodburn
<b>Planner Assigned</b>	Jim Hendryx
<b>Application Received</b>	August 24, 2009
<b>Application Complete</b>	August 24, 2009
<b>Date of Staff Report</b>	December 1, 2009
<b>Date of Hearing</b>	December 10, 2009
<b>120-Day Deadline</b>	Legislative Amendments not subject to 120-day time limit

#### STAFF RECOMMENDATION

Staff recommends that the Planning Commission recommend that the City Council approve the land use related recommendations contained in the Downtown Development Plan Update (DDPU) as modified through the public hearings process.

#### BACKGROUND & PROPOSAL

The City Council adopted a Downtown Development Plan in 1998. The 1998 Downtown Development Plan (DDP) recommended a limited number of actions to return vibrancy to the downtown area and enhance opportunities for downtown businesses. The 1998 DDP formed the basis for the establishment of an urban renewal district (2001) centered on the downtown area. The 1998 DDP also established design standards for the historic Settlemier neighborhood through the adoption of the Neighborhood Conservation Overlay District. In January 2007, the City of Woodburn received a grant from the Oregon Transportation and Growth Management Program to help fund an update of the 1998 DDP.

The DDPU includes both land use and non-land use components. Land use components include recommended changes to the Woodburn Comprehensive Plan, Woodburn Development Ordinance, and the Woodburn Transportation System Plan; establishing among other things, the Gateway Overlay District-immediately east of Front Street, encouraging housing, establishing new height standards, and

restricting some uses from the Gateway area. Non-land use components of the DDPU include the strategic business plan, which recommends specific efforts to be carried out by the Urban Renewal Agency, Chamber of Commerce, and Downtown Business Association. The DDPU updates the 1998 DDP and expands it to include more properties within the Downtown Urban Renewal District, including those along Young Street (Figure 1).

The Planning Commission has the responsibility to consider and make recommendations to the City Council on the land use related recommendations contained in the Downtown Development Plan Update (DDPU). These land use recommendations include amendments to the Woodburn Comprehensive Plan, Woodburn Development Ordinance, and the Woodburn Transportation Plan. While the DDPU includes consideration of a Strategic Business Plan, the Urban Renewal Agency (City Council) is ultimately responsible for its adoption; as well as prioritization of capital expenses called for in the DDPU.

### **Procedure**

The Planning Commission originally considered the DDPU at its September 24, 2009 meeting, forwarding a recommendation that the City Council deny the proposed DDPU and associated amendments. After consideration by the City Council at its October 12, 2009 meeting, the DDPU was referred back to the Commission for further consideration. The Commission conducted three workshop meetings (October 29, November 5, and November 19, 2009), reviewing and discussing the DDPU. Through the workshop meetings, the DDPU was revised from its original (June 2009) version to address issues raised by the public at the initial public hearing (September 24, 2009), to improve overall readability, and better reflect community needs.

The Planning Commission is holding an initial public hearing on the revised DDPU on December 10, 2009. The City Council is scheduled to consider the Commission's recommendations on the land use components of the DDPU at its regularly scheduled meeting on January 11, 2010. As noted, while the DDPU includes land use and non-land use elements, the Commission is only responsible for the land use components of the DDPU. The staff report focus is on the land use issues addressed in the DDPU.

### **Project Area**

The plan area is divided into five subareas (Figure 2) which allowed analysis of unique land use characteristics, key attractions, transportation, and parking issues to be addressed through the planning effort.

1. **Old Town and Settlemier Historic Neighborhood (Subarea A)** – Old Town is bounded by Oak and Harrison Streets, by Front and mid-block between Second and Third Streets, and the Settlemier neighborhood west to South Settlemier Avenue. Old Town features an eclectic mix of development and architectural styles. Current downtown businesses are small and most are Latino-owned and operated. The neighborhood west of downtown includes a mixture of historic homes dating back to the early 1900's.
2. **Gateway District (Subarea B)** – This subarea is bounded by the rail line on the west and Mill Creek on the east. Existing land uses include Chemeketa Community College, a number of industrial employers, religious institutions, and single family dwellings.
3. **South Front Street Corridor (Subarea C)** – The subarea is a narrow corridor within the project area, connecting downtown to South Settlemier Avenue. It is bounded by residential dwellings and public areas.
4. **North Front Street Corridor (Subarea D)** – North Front Street is a similarly narrow corridor with planned improvements to Front Street as the primary transportation improvement connecting Old Town to Highway 214. The area includes a mix of residential, commercial, and multi-family dwellings.

5. Young Street Corridor (Subarea E) – The Young Street Corridor is bounded by Mill Creek on the west and Highway 99E on the east. It is more diverse in terms of land uses and includes residential, commercial, industrial, institutional/public, and religious uses. This corridor has transportation improvements linking Old Town to Highway 99E.

### **Vision and Goals for the Downtown**

The Woodburn Downtown Development Plan Update (DDPU) establishes three primary goals, which are interdependent. Success in one goal is dependent upon success in the other goals. The three goals are:

- Enhance Old Town and the Settlemier neighborhood as a “Healthy Heart” for Downtown. Old Town and the Settlemier neighborhood will provide opportunities to live, work, shop and play in a clean, safe, and attractive environment. It is an environment that is rich in historic assets, walk-able streets, and traditions to build on, as a framework for a future for downtown.
- Create a “Complete Downtown” with new development in the Gateway Subarea. Encourage new development east of Front Street that is complementary to the retail, housing and streetscape environment of Old Town.
- Sustain a successful business community. Combine public and private efforts to achieve a balanced mix of uses that include shopping, entertainment, restaurants, professional and government services, and housing.

### **Proposed Amendments**

As stated above, the Planning Commission has the responsibility to consider and make recommendations to the City Council on land use related issues. With regards to this application (Legislative Action 2009-01), it includes recommendations to amend the Woodburn Comprehensive Plan (Text and map), Woodburn Development Ordinance (Commercial General zone, Downtown Development & Conservation zone, Design Standards, etc.), and the Woodburn Transportation System Plan (Street Design Standards).

The DDPU also includes background information (design studies, housing analysis, implementation, etc.) and consideration of a Strategic Business Plan, which the Urban Renewal Agency (City Council) is ultimately responsible for considering.

The DDPU includes new Comprehensive Plan policies; and revisions are made to two existing zoning districts: Downtown Development and Conservation (DDC) and Commercial General (CG) districts. The revisions to the DDC zone emphasize the historic character and pedestrian-oriented architecture. The revisions allow more flexibility for housing choices and establish a building height limit. The revision to the CG zone establishes a Gateway Sub-District. The sub-district will allow mixed-use development with a substantial housing component. (Figure 3) The proposed revisions also establish new height limits and restrict new land intensive uses. The redevelopment of the Gateway Sub-district will extend the sense of downtown across the railroad tracks.

The DDPU identifies new transportation improvements for the downtown that would be included in the Transportation System Plan (TSP) amendments. This includes:

- Establishment of a one-way-street template; of which does not exist in the current TSP. Application to change two-way streets to one-way streets would require separate action by the City Council.



- Establishment of new street cross-sections for the downtown commercial street grid; which recognizes existing rights-of-way in the downtown and adjacent residential areas.

### **The Plan**

The Woodburn Downtown Development Plan Update (Attachment C) contains the following sections:

- Executive Summary
- Introduction
- Development Studies
- Transportation Improvements
- Strategic Business Development Plan
- Housing Strategy
- Implementation Plan
- Appendix A Zoning and Comprehensive Plan Updates
- Appendix B Transportation System Plan Updates
- Appendix C Financial Strategies

### **RELEVANT APPROVAL CRITERIA**

**Oregon Revised Statutes 197 requires amendments to the Comprehensive Plan to conform to the Statewide Goals and Guidelines, Comprehensive Plan, the applicable regulations in the Woodburn Development Ordinance. The following provides the required analysis.**

### **WOODBURN REVIEW CRITERIA**

**Woodburn Development Ordinance § [WDO 4.101.06.E][WDO 4.101.09.A.3] City of Woodburn Comprehensive Plan §Review, Revision, and Update pg. 11 and Policy B-1.**

### **ANALYSIS AND FINDINGS OF FACT:**

1. **Type V Procedural Requirements.** Type V decisions involve legislative actions where the City Council enacts or amends the City's land use regulations, comprehensive plan, zoning maps or some other component of any of these documents where changes are such a size, diversity of ownership or interest as to be legislative in nature under state law. Included are large scale annexations, and adopting or amending the comprehensive plan text or the Woodburn Development Ordinance (WDO). The Planning Commission holds an initial public hearing on the proposal prior to making a recommendation to the City Council. The City Council then holds a final de novo public hearing and makes the City's final decision. Public notice is provided for all public hearings (**Section 4.101.09**). The City Council's decision is the City's final decision and is appealable to LUBA within 21 days after it becomes final. **[WDO 4.101.06.E]**

**Findings:** As part of the DDPUs amendments to the Comprehensive Plan, the Woodburn Development Ordinance, and the Transportation Systems Plan are proposed, it is requiring a Type V decision. The Planning Commission is scheduled to conduct an initial public hearing on December 10, 2009 and considering evidence and testimony regarding the adoption of the Woodburn DDPUs; which requires amendments to the Woodburn Comprehensive Plan and Map, the Woodburn Transportation System Plan (TSP) and the WDO zoning regulations of the DDC and CG zones located in subject area. The City Council will then hold a final public hearing to consider the recommendation of the Planning Commission and testimony regarding the identified text amendments on January 11, 2010. A measure 56 notice was sent to all affected property owners on November 20, 2009. Notice of the public hearing was published in the Woodburn Independent newspaper on December 2, 2009; 8 days in advance of the hearing.

2. Type V Notification Requirements. At least 20 days before an initial evidentiary public hearing at which a Type V decision is to be considered, the Director shall issue a public notice that conforms to the requirements of this subsection and any applicable state statute. Notice shall be sent to affected governmental entities, special districts, providers of urban services, the Oregon Department of Transportation, any affected recognized neighborhood associations, and any party who has requested in writing such notice. [WDO 4.101.09.A.3]

Findings: Measure 56 notices were sent to all affected property owners on November 20, 2009.

Notification of the public hearing and legislative amendment was published in the Woodburn Independent Newspaper on December 2, 2009.

Notification of the legislative amendment was provided to the Oregon Department of Land Conservation and Development (DLCD) on August 27, 2009.

The Historic Woodburn Neighborhood was provided verbal and written notification of the Planning Commission and City Council hearing schedule on the Downtown Development Plan Update (DDPU).

All notifications contained information regarding the time, date, and location of the public hearings, the file number, the staff contact for questions or submission of testimony. All notification also included a summary of the proposed text amendments. All notification documents provided information regarding the public hearing procedures and how to review or obtain copies of the documents to be considered. Notification requirements consistent with the provisions of the Woodburn Development Ordinance (WDO) and statutory requirements were met for this legislative amendment to the WDO.

3. Initiation of a Legislative Proposal:

Type V Actions initiated by the City Council shall be referred to the Planning Commission for a public hearing and with recommendation to the Council. The City Council shall hold the final public hearing on a proposed legislative decision. [WDO 4.101.17]

Findings: The City Council accepted a grant from the State under the Transportation and Growth Program in 2007. Acceptance of the grant initiated consideration of the DDPU.

4. Comprehensive Plan Policy Consistency – Review, Revision and Update

**A. Compliance with the goals and policies of the Comprehensive Plan;**

Findings: The Comprehensive Plan requires that any change it makes in the Plan is consistent with other goals and policies established in the Plan. The proposed additions are consistent with the goals and policies of the Comprehensive Plan.

Citizen Involvement Policies and Goals [Comprehensive Goal B] – These goals and policies state that the City of Woodburn seek to encourage citizen input at all phases of the land use planning process, and that Woodburn shall coordinate with affected state agencies regarding proposed comprehensive plan and land use regulation amendments. Participants helped identify the best qualities of Downtown and an overall vision for the next 20 years. Open houses were conducted on January 21 and June 3, 2009. Participants in the community workshops were asked to help identify what they liked best about downtown and to suggest key design and development themes. Stakeholder interviews were conducted with key business owners, property

owners, civic groups, and appointed/elected officials. The interviews affirmed the same positive downtown features that were identified by the public. A Stakeholder's Working Group (SWG) was formed which met multiple times with the consultant team to help set the right themes and long-term vision for downtown. The SWG provided on-going review and input for the plan. A joint workshop was held on August 31, 2009 with the City Council and Planning Commission.

At the joint workshop, the Historic Woodburn Neighborhood Association presented an alternative downtown redevelopment plan which focused on two top priorities: less crime, and more clean-up and preservation of authentic historic buildings. The goals of the Downtown Development Plan Update (DDPU) and the alternative plan contain similar goals of improving downtown Woodburn.

The Planning Commission originally considered the DDPU at its September 24, 2009 meeting; forwarding a recommendation that the City Council deny the proposed DDPU and associated amendments. After consideration by the City Council at its October 12, 2009 meeting, the DDPU was referred back to the Commission for further consideration. The Commission conducted three workshop meetings (October 29, November 5, & November 19, 2009), reviewing and discussing the DDPU. Through the workshop meetings, the DDPU was revised from its original (June 2009) version to address issues raised by the public at the initial public hearing (September 24, 2009), improve overall readability and better reflect community needs.

Notification of the open houses and initial Joint Planning Commission/City Council workshop were sent to all property owners within the notification area (Figure 4). The Woodburn Independent also published various articles on the DDPU and noted the public hearings schedule. Extensive citizen involvement has occurred throughout the development of the DDPU.

Residential Land Development and Housing Policies and Goals [Comprehensive Goal D] – The proposed DDPU recognizes that housing is an integral component of a complete downtown. Increasing the supply of housing in Downtown Woodburn (including both: for-sale and rental housing, as well as market-rate and affordable projects) will contribute to the overall health and vitality of Downtown Woodburn. This strategy is consistent with this comprehensive planning goal of the City to ensure that adequate housing for sectors of the community is provided.

Commercial Land Development and Employment Policies and Goals [Comprehensive Goal F] – The proposed addition of Policy F-1.10 establishes the Downtown Gateway sub-district which supports Goal F-1 by encouraging infill and redevelopment of existing commercial areas within the community. Policy F-1.5 states “It would be of benefit to the entire City to have Woodburn’s Downtown Design and Conservation District an active, healthy commercial area.” Policy F-1.8 states as a policy to “Ensure that existing commercial sites are used efficiently. Consider the potential for redevelopment of existing commercial sites and modifications to zoning regulations that intensify development to attract new investment”. The proposed Gateway sub-district will allow for mixed-use redevelopment. A broader range of housing choice and higher densities can be integrated with new employment or commercial uses.

Transportation Goals and Policies [Comprehensive Goal H] – The goals and policies within this section were amended as part of the 2005 Periodic Review package to be consistent with the 2005 Transportation System Plan (TSP). The purpose of the TSP is to guide the management and development of appropriate transportation facilities in Woodburn, incorporating the community’s vision, while remaining consistent with state, regional, and local plans. The DDPU includes a framework plan for transportation improvements that focuses on pedestrian and bicycle circulation improvements, parking improvements for Old Town, and streetscape enhancement concepts for three of the planning sub-districts. The Downtown Development Plan Update (DDPU) also develops alternative cross section standards for the Old Town commercial streets.

Downtown Design Policies and Goals [Comprehensive Goal K] – The vision statement was established in 1998 by downtown business and property owners, the Downtown Woodburn Association, and interested citizens. The proposed additions of Goal K-7 and K-8 and the corresponding policies are consistent with the vision statement established in the Comprehensive Plan. Proposed F-1.10 & K-7.1 is included to allow multi-family residential development in the downtown area. This aims to enliven the downtown which is consistent with the vision statement established in the Comprehensive Plan. Vision statement 6 in the Downtown Design element describes Downtown as part of the City’s oldest neighborhood. Businesses, government, and employment uses are linked to residential neighborhoods, educational facilities, recreation opportunities, and good transportation services. The proposed Goal K-8 and its corresponding policies aim to preserve the historic character of downtown. The proposal recommends development standards and guidelines to the DDC district that enhance street environment by providing building and streetscape designs. The update of the Downtown Development Plan (DDP) meets Policy K-1.2 (g) requirement that the plan is updated every 5 years.

**B. Compliance with the various elements of the Comprehensive Plan;**

Findings: The proposed additions are also in compliance with various elements of the Comprehensive Plan relating to enhancing the quality of life that are discussed under citizen involvement, residential land, commercial land, transportation, and downtown design.

**C. Compliance with Statewide Goals and guidelines;**

Findings: There are 19 state land use goals that have been adopted by the state legislature. The applicable statewide planning goals are Goals 1, 2, 8, 10 and 12. The remaining goals are not applicable to the update of the DDP and proposed additions to the Comprehensive Plan.

Goal 1 – Citizen Involvement: To develop a citizen involvement program that ensures the opportunity for citizens to be involved in all phases of the planning process.

Findings: Community outreach has been a key element of the planning process. Participants helped identify the best qualities of downtown and an overall vision for the next 20 years. Open houses were conducted on January 21 and June 3, 2009. Stakeholder interviews were conducted with key business owners, property owners, civic groups, and appointed/elected officials. A stakeholder’s working group was formed which met multiple times with the consultant team to help set the right themes

and long-term vision for downtown. A joint workshop was held on August 31, 2009 with the City Council and Planning Commission. Notice of the open house and joint workshop were sent to all property owners within the notification area (Figure 4). Measure 56 notices were sent to all affected property owners on November 20, 2009. Notification of the public hearing and legislative amendment was published in the Woodburn Independent Newspaper on December 2, 2009. The draft DDPU and corresponding amendments are located on the city's website.

The Planning Commission originally considered the Downtown Development Plan Update (DDPU) at its September 24, 2009 meeting; forwarding a recommendation that the City Council deny the proposed DDPU and associated amendments. After consideration by the City Council at its October 12, 2009 meeting, the DDPU was referred back to the Commission for further consideration. The Commission conducted three workshop meetings (October 29, November 5, & November 19, 2009), reviewing and discussing the DDPU. Through the workshop meetings, the DDPU was revised from its original (June 2009) version to address issues raised by the public at the initial public hearing (September 24, 2009), to improve overall readability, and better reflect community needs.

These amendments are consistent with this goal.

Goal 2 – Land use Planning: To establish a land use planning process and policy framework as a basis for all decision and actions related to use of land and to assure an adequate factual base for such decisions and actions.

Findings: The City of Woodburn received a Transportation & Growth Management (TGM) grant to update the Woodburn Downtown Development Plan. The TGM program is a joint program of the Oregon Department of Transportation (ODOT), and the Department of Land Conservation and Development (DCLD); and as such, the proposal has to meet the goals. The DDPU and proposed amendments are consistent with this goal.

Goal 9 – Economic Development: To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens.

Findings: The proposed Goal K-7 is intended to enliven downtown through the development of housing and employment opportunities. The corresponding policy encourages housing in the downtown area as an opportunity to promote greater activity in downtown and to support the local business owners. Additionally, allowed uses are being expanded to allow corporate and administrative offices in the downtown.

Goal 10 – Housing: To provide for the housing needs of citizens of the state.

Findings: The proposed additions to the Comprehensive Plan allow for additional housing to be built in the Downtown Area and the adjacent CG zoning district. The establishment of the Downtown Gateway sub-district allows multi-family residential development in an area that provides more consumers within an area of commercial development. The proposed amendments allow for a variety of housing types in the downtown area. Providing housing opportunities is consistent with this goal.

Goal 12 – Transportation: To provide and encourage a safe, convenient and economic transportation system.

Findings: The update to the Downtown Development Plan proposes amendments to the Transportation System Plan (TSP) to better integrate and focus long-range planning for Woodburn’s downtown.

**D. That there is a public need for the change;**

Findings: There is a significant public need for the update to the Woodburn Downtown Development Plan (DDP). The Comprehensive Plan requires that the plan be updated every 5 years. The last plan was prepared in 1998. This update is built on the previous vision from the 1998 Plan but it refines some of the goals. New opportunities are identified, and more detailed concepts and implementation strategies have been provided.

**E. That this land best suits that public need; and**

Findings: The Comprehensive Plan sets as a vision statement that the Downtown is the center of community life and that the Downtown is a place where a diverse community comes together to work, shop, and play. The update to the DDP, and the proposed additions to the Comprehensive Plan, is an opportunity to better serve the area.

**PUBLIC COMMENTS**

The Planning Commission and City Council received considerable public input at the joint workshop. Among those quality of life issues raised during the workshop were: crime reduction, cleanup and preservation, traffic, noise, and problem rental properties. The Historic Woodburn Neighborhood Association presented an alternative plan during the joint workshop and subsequent Planning Commission public hearing (September 24, 2009). In light of the public comments and testimony, the Commission conducted three workshop meetings (October & November) and provided input into revising the Downtown Development Plan Update (DDPU) to reflect community concerns (Attachment D). The revised plan addresses public comments and concerns. Extensive input has been directed towards the following issues:

1. Height Limits: The draft DDPU and Woodburn Development Ordinance (WDO) amendments propose a maximum building height. Currently there is no restriction on height in the DDC zone. (WDO 2.107.05.B). The proposed plan calls for a stair-stepping height limit, transitioning from 40 ft along 3<sup>rd</sup> Street to 50 ft on Front Street. In the existing CG zone, the maximum height of buildings shall not exceed 70 feet. The draft DDPU proposes a maximum height of 40 ft to 70 ft in the Gateway sub-district; again, transitioning from residentially zoned properties to the railroad tracks. These height standards could be exceeded through the Conditional Use Process.
2. Preservation: The WDO establishes specific design standards for the downtown and the adjacent Neighborhood Conservation Overlay District (NCOD). Current guidelines are limited and do not establish minimum design standards intended towards preserving the downtown character. Amendments outlined in the DDPU further historic preservation through the establishment of specific guidelines for Downtown Development and Conservation zone (DDC).
3. Traffic Issues: The DDPU does not recommend any land use changes that would significantly increase downtown traffic beyond what the capacity of the existing system can handle. The

strategy for addressing the traffic needs of downtown is to disperse traffic and enhance the efficiency in which the existing transportation system moves traffic. The emphasis within the DDPU is to make the downtown area friendlier for alternative means of transportation; such as pedestrian, bicycle, and transit. This reduces vehicle trips and provides calming tendencies for vehicular traffic that does flow through the area.

The concept of using one-way streets to provide diagonal parking and dedicated bicycle routes was identified as a method for increasing the number of downtown parking spaces (typically a 20% increase in parking stalls) and easing the effort for on-street parking. The DDPU does not identify specific streets for one-way consideration; however, it recommends adoption of a one-way-street template. Separate action by the City Council is required to implement such a change; allowing one-way streets.

It is important to know that the Downtown Development Plan Update (DDPU) suggests projects that may enhance the downtown area and should be considered within the City's capital improvement program. Any specific street improvement project included in the City's capital improvement program would include a focused public involvement process. It is during this public involvement process that design alternatives are evaluated and the best project-specific alternative is selected.

4. Land use Restrictions: The current draft DDPU discourages incompatible land intensive uses from locating in the Plan area. Existing business are not made 'non-conforming' through adoption of the DDPU recommendations as the previous DDPU version (June 2009) had recommended.

#### **RECOMMENDATION**

The Planning Commission has the option of approving the Downtown Development Plan Update 'as-is', approve with modifications based on public input or other information, or continue the public hearing until December 17, 2009.

Staff recommends that after considering public testimony, the Planning Commission recommend approval of the Downtown Development Plan Update to City Council.

#### **ATTACHMENTS**

- Attachment "A"** Comprehensive Plan – Proposed Text Amendments
- Attachment "B"** Woodburn Development Ordinance – Proposed Text Amendments
- Attachment "C"** Woodburn Downtown Development Plan Update (December 2009)
- Attachment "D"** Planning Commission Comments DDPU Workshop Summary

- Figure "1"** Downtown Plan Area
- Figure "2"** Downtown Plan Subareas
- Figure "3"** Zoning Designations – Downtown Development Plan Update
- Figure "4"** Notification Area – Downtown Development Plan Update

- Attachment "E"** Historic Woodburn Neighborhood Association' November 5, 2009 correspondence

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