



CORNELIUS TOWN CENTER MASTER PLAN

April 2019

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ACKNOWLEDGEMENTS

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EXECUTIVE SUMMARY



A vibrant and prosperous town center is a sign of a thriving city. Town centers provide a mix of attractions that draw people in from other areas of the city and neighboring communities. It's where we gather in public spaces to eat, shop, and celebrate. Town centers are diverse places where we go to exchange culture and ideas. Most of all, a town center is a reflection of its people. This Cornelius Town Center Plan is built by the community and is their effort to guide growth and development of the commercial core to reflect their desired quality of life.

Extensive outreach conducted in the summer of 2018 and continued throughout the process touched a diverse cross-section of the Cornelius community, encouraged high-quality conversations, and generated excitement about the future of Cornelius. The following principles reflect the community's vision for the Town Center, branded as the "TenBlock District", and guided development of this Town Center Plan:

1. Reconnect with the natural context.
2. Strengthen and re-establish "Old Town" as the Heart of Cornelius.
3. Celebrate and showcase diversity.
4. Create a community gathering space and civic plaza.
5. Revitalize close-in neighborhoods.
6. Improve context-sensitive highway couplet character.
7. Provide gateways to signal downtown Cornelius as a distinct and walkable place.
8. Create a contemporary mixed-use village around Fred Meyer.
9. Connect to the future Council Creek Regional Trail and potential future regional transit.

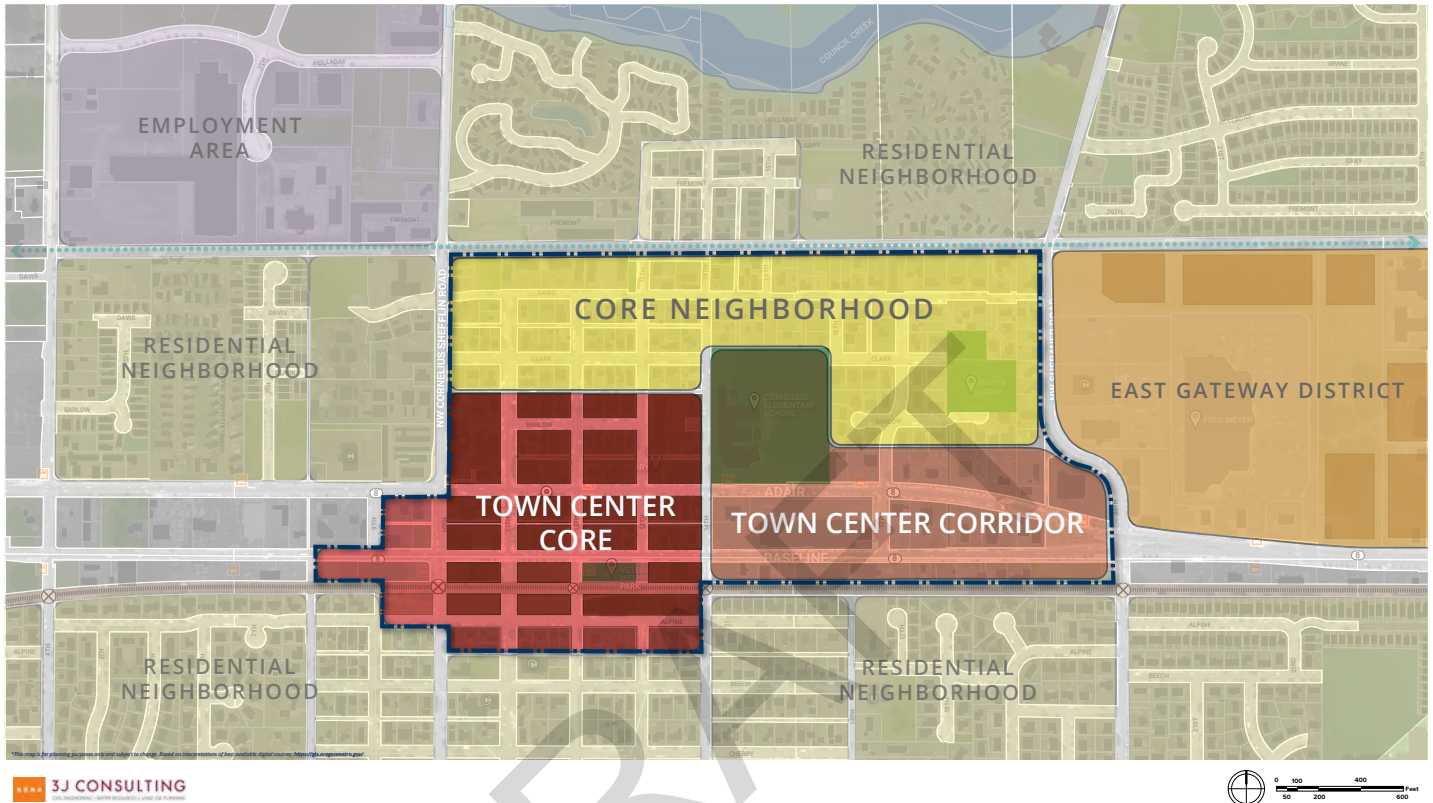
TENBLOCK DISTRICT VISION

The vision for the Cornelius TenBlock District is comprised of several interrelated districts, each with a unique character.



SUBDISTRICTS

CITY OF CORNELIUS
URBAN RENEWAL PLAN & TOWN CENTER MASTER PLAN



The **Town Center Core** is the original town plat and the heart of downtown. The Core has a unique and authentic character, distinct from larger-scale retail along the corridor. A walkable place focused on civic uses, wellness, culture, and local businesses. As the city with the second highest proportion of Latino residents in all of Oregon, our multicultural heritage is a factor that makes Cornelius a unique community in Washington County. Art, culture, and business that reflect our history and diversity are highlighted in the Town Center Core and serve as a draw to those wishing to understand and experience the many cultures in our community.

The **Core Neighborhood** is an extension of the Town Center Core with a more residential character. This neighborhood provides a variety of housing options, offers opportunities for live-work professional service businesses, and increased density needed to support the Town Center Core. It is a highly walkable district with safe crossings and pathways to link various activity centers.

Heading east to west, the **Town Center Corridor** offers a noticeable transition from auto-oriented businesses along OR-8 to a variety of commercial uses. Clear gateways with art and landscaping prompt a change in the behavior and expectations of motorists passing through town. The relationship with the highway changes from a “stay in your car” to a “park and explore” mentality. Increased points of interest and a variety of commercial uses serve to slow vehicles as they approach the Town Center Core. Together, the Town Center Core, Core Neighborhood, and Town Center Corridor districts make up the TenBlock District.

Distinct from the TenBlock District, the **East Gateway District** is a suburban, mixed-use retail center for contemporary living anchored by Fred Meyer, with easy vehicular access and parking. A connected network of streets is lined with a larger scale and mix of housing, offices, larger commercial retailers, and park areas. There also is a distinct relationship between this district and the future Council Creek Regional Trail, including a major trailhead and points of connectivity.

INTRODUCTION

BACKGROUND

Located in the fertile Tualatin River Valley, the City of Cornelius has deep roots as an agricultural town. Those roots are still evinced today as Cornelius is home to vineyards, farms, and a bucolic landscape that lends itself to tourism and recreational activities. However, the community is no longer able to rely on agriculture as the foundation of its economy. While nearby cities have capitalized on the technology industry in Washington County, Cornelius has been classified as an Economically Distressed Community by the State of Oregon.

In recent years, the City has initiated a series of efforts to turn its economic status around. More than \$17 million has been invested in new downtown infrastructure, including sidewalks, decorative streetlights, and ADA facilities. An Economic Opportunities Analysis and Economic Development Strategic Action Plan, prepared in 2017, provide a framework for growing the local economy. Recently completed, 'Cornelius Place' combines a library and low-income senior housing into a three-story community facility that demonstrates the community's structural and functional aspirations for the Town Center.

In October 2017, the City was awarded a Metro 2040 Planning and Development Grant for the development of a Town Center Plan and Urban Renewal Plan. The objective of these plans is to develop a vision to revitalize downtown Cornelius and establish tools to implement the vision and encourage private investment and employment growth.

The Cornelius Town Center Plan establishes projects, programs, and policies to implement the community's vision, including land use and transportation improvements, zoning districts and development standards, and a funding and phasing program.

PROCESS

Over the summer months of 2018, the City undertook the task of conducting extensive community outreach to its residents, visitors, local business owners, community leaders, and youth to understand their vision for the future of the Town Center.

The process kicked off with a Visioning Session with a diverse group of community leaders and went on to reach hundreds of individuals and households through

Even the best Town Center Plan effort won't gain much traction without actual public dollars to be strategically deployed as a catalyst to private investment in the community. The Cornelius Town Center Plan includes the concurrent development of an Urban Renewal Plan to implement identified projects. Urban renewal is one of the most powerful funding tools for local governments in the state of Oregon to plan, finance, and build public and private projects.



various avenues, including online surveys, meetings with local organizations, stakeholder interviews, and intercept surveys at local events. Businesses posted flyers in their storefronts and interactive poster boards were displayed in the lobbies of key institutions. Through a partnership with Centro Cultural de Washington County, nearly all outreach activities were conducted in both English and Spanish.

Key questions included: *What do you like about Cornelius' town center today? What changes would you like to see in the future? What would bring you into downtown Cornelius? What should the character of Cornelius reflect?* The outreach generated ideas on the identity of Cornelius, where public gathering spaces are and should be located, what kind of transportation connections are needed, which attractions and amenities are desirable, and what types of housing and jobs will meet community needs. The process was guided by a Project Advisory Committee (PAC) representing a diverse range of interests in Cornelius and the region.

Culminating four months of outreach activities, the City hosted Design Week in October 2018. This was an interactive, multi-day event consisting of engaging activities, workshops, and drop-in sessions to redesign Cornelius' downtown core. Nearly 100 people participated in these activities, including elected officials, Pacific University students, property owners, and the broader community.

Building upon the feedback received through the earlier outreach, Design Week activities were designed to identify specific opportunities to transform downtown. Discussion questions focused on the Town Center boundary, neighborhood sub-districts, important transportation connections, and the locations of gateways and public plazas, as well as specific ideas for key opportunity sites.

Some of the priorities that emerged from Design Week include developing the blocks immediately adjacent to Virginia Garcia Memorial Health Center and Cornelius Place. Residents also want to maintain a "village scale" with building heights similar to Cornelius Place (i.e., no more than three stories). Priority physical improvements include: a splash pad or water play park; public art such as painted murals on buildings; and a multi-use path along the abandoned northern rail tracks (Council Creek Regional Trail).

Outreach efforts continued throughout the process to develop the Town Center Plan. A Project Advisory Committee (PAC) representing a broad cross-section of community interests met five times between July 2018 and April 2019 to review work products and guide decision-making. Two public open house events and several briefings with the Cornelius Planning Commission and City Council were held to provide community members and appointed and elected officials with an opportunity to review and comment on key elements of the Town Center Plan.

The extensive outreach conducted throughout the project was successful in touching a diverse cross-section of the Cornelius community, encouraging high-quality conversations, and generating excitement about the future of Cornelius. It unpacked issues, like the constraint of a highway couplet corridor, and uncovered opportunities, such as location of a new splash pad and plaza.

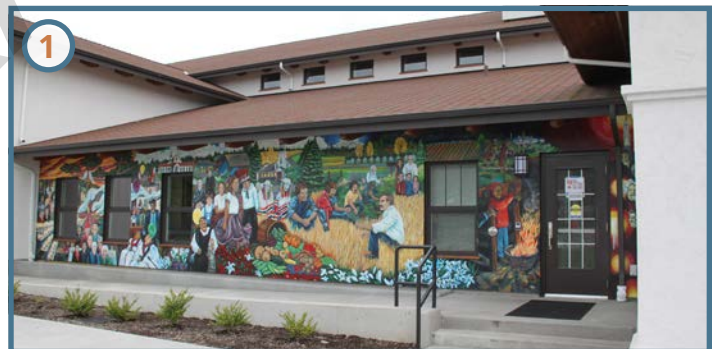
The following are the top themes that emerged from all community outreach activities. These are the building blocks that shape the Cornelius Town Center Plan:

Where we were

- Movies in the Park (4)
- Concerts in the Park (2)
- Cornelius National Night Out
- Centro Cultural Taquiza
- Virginia Garcia Health Fair
- Forest Grove Farmers Market
- Forest Grove Annual Corn Roast
- ¡El Grito! Festival Comunitario

Who we talked to

- Downtown Advisory Group
- Centro Cultural Staff
- Forest Grove/Cornelius Chamber of Commerce
- Economic Development Commission
- City Development & Operations Staff
- Youth Advisory Council
- Adelante Mujeres
- Cornelius Boosters
- West Dairy Creek (CPO 12C)
- Rotary Club
- Latino Businesses



1. Build on existing assets

Including the new Cornelius Place library, the Virginia Garcia Health Center, City Hall, Centro Cultural, and St. Alexander Catholic Church

"I love the new library, the Virginia Garcia building, Centro, and the church. I like the proximity to all the services and activities."



2. Diversify amenities and services

More diverse retail, grocery, and restaurant options and more family-friendly activities

"I wish I did not have to leave town to eat at a nice restaurant for lunch with my colleagues or for dinner with my family."

3. Add community spaces and events

A new public pool or water feature, more culturally-relevant public community spaces and programming, and a public/farmers market

"One of the things that our family would love to see is perhaps an Aquatic Recreational Center for the kids to have a safe place to go and be physically fit"



4. Improve traffic congestion and safety

Improved street design, connectivity, safety, walkability, congestion, and parking

"More sidewalks in the neighborhoods would be really great. I live in south Cornelius and there are a bunch of streets where there are no sidewalks, yet there can be heavy traffic or speeding vehicles."

5. Enhance livability for all residents

Redevelopment and/or improved maintenance of dilapidated properties, increasing community cohesion/diversity, and improving access to housing, childcare, healthcare, and professional services

"The area around Virginia Garcia is the nicest part of town. That being said, the town is very aged and dilapidated... There is not enough housing for members of every socioeconomic background."

EXISTING CONDITIONS

STUDY AREA

The Town Center Plan process began with Conceptual Town Center boundary established through the re-designation of the City's Main Street district into a Town Center district in 2010. The 276-acre Cornelius Conceptual Town Center study area, shown in Figure 1, spans either side of Highway 8 (Tualatin Valley Highway) where it splits into Baseline and N Adair Streets. The northern edge of the Conceptual Town Center boundary extends beyond the railroad track to incorporate lands up to N Holladay Street. The southern boundary primarily runs along S Beech Street. The western and eastern-most extents ranges from just east of the Cornelius Manor manufactured home park (approximately 6th Avenue) to the eastern edge of the Fred Meyer access road (approximately 23rd Avenue.)

The Conceptual Town Center was established under Metro's 2009 Policy and Direction on Centers and Corridors. Under these policies, a town center is defined as "tens of thousands of people" with "compact development and transit service." The document goes on to say "Town centers provide local shopping, employment and cultural and recreational opportunities within a local market area. They are designed to provide local retail and services, at a minimum and vary greatly in character."

DEMOGRAPHICS

Cornelius is a growing community that has a distinct demographic profile that varies from many of its neighboring communities in Washington County. With a population of 12,500 people¹, Cornelius is one of the smaller cities in Washington County, but continues to grow at a steady rate. The city's population is more than 50% Latino, a demographic group that typically has larger than average family sizes and more multigenerational households. According to the 2010 Census, the most recent data set available, the average household size in Cornelius is 3.51, compared to an average household size of 2.61 for Washington County.

Age

Cornelius has a distinctly young population and many households with children. This is unique, as many communities in Oregon are aging as the Baby Boomer



generational wave continues to get older and put demographic pressures on their communities. Only 10 percent of the Cornelius population is over the age of 60 versus more than 20 percent at the state level. According to the 2017 American Community Survey, the median age in Cornelius is 30.6, compared to 36.4 for Washington County.

Households

Another unique demographic characteristic of Cornelius is the high number of households with three or more people. Cornelius' share of households with three or more people was 62 percent from 2012 to 2016. This compares to 41 percent and 35 percent for Washington County, and Oregon, respectively. Half of Cornelius' households are households with children, which explains Cornelius' high share of three or more people per household. Cornelius' households with children will have an impact on all aspects of the city. This group of households will have aligned preferences – households with children may vote similarly regarding schools, parks, and public safety. This group of households may also support a similar subset of businesses, e.g., family-friendly restaurants.

Income

Cornelius's household income profile is also unique. The city has fewer households in both the lowest income brackets, and the highest income brackets and many more households in the medium income brackets than households across Washington County and the state. The recently completed Cornelius Economic Opportunities Analysis (EOA) showed that annual wages in Cornelius are less than half of those at the Portland MSA level, and average less than \$30,000 a year².

1 The most recent population estimate from the U.S. Census lists 12,492 residents (2017). Other sources, such as the PSU Population Research Center, estimate a population closer to 12,000 persons.

2 PNW Economics, LLC (2017). City of Cornelius Economic Opportunity Analysis (EOA). Prepared for the City of Cornelius.



Figure 1. Conceptual Town Center Area Boundary (2010).

LAND USE

A variety of land uses including residential, retail, office and parks are included in the Conceptual Town Center boundary. Therefore, the tax lot sizes and resulting block sizes vary greatly. Figure 2 illustrates a higher concentration of smaller lots and more walkable blocks toward the center of the area, and larger lots and blocks towards the east and west ends. This variation in size and scale contributes to the pedestrian experience and perceptions around walkability throughout the Town Center. The study area is characterized by a patchwork of zoning districts, with areas of diverse residential, commercial and industrial zoning clustered around the Main Street area, designated with four Main Street zones. A portion of every zoning district present in the city is included within this boundary, requiring careful understanding of the full scope of the zoning code to understand the diverse regulations and options within the Town Center. These multiple ordinances are difficult to navigate and there has been concern that they may result in higher costs to pursue new development. A consolidated and easily applied zoning code will better support future development in the Town Center and enhance development prospects. Figure 3 depicts existing zone designations within the Town Center.

INFRASTRUCTURE

Walking

In general, most arterial and collector streets in the Town Center have sidewalks on at least one side of the street. There are several paths within the Town Center providing connections where pedestrians want to travel but roadways are not present. Many of the paths are not improved but rather created by high use. Marked and signalized pedestrian crosswalks in the Town Center are provided at traffic signals on Baseline Street and N Adair Street at 10th and 14th Avenues and on Baseline Street at 20th Avenue and the Fred Meyer access road between 20th and 26th Avenues. Crossing enhancements on Baseline and N Adair Streets at 11th, 12th and 13th Avenues may be warranted to increase driver awareness and pedestrian visibility. Enhancement could include signals, beacons, signing, and pavement markings. The existing demand to cross the northern railroad tracks at N 13th Avenue and N 15th Avenue could be accommodated with signage and pavement marking improvements similar to the S 12th Avenue railroad track-pedestrian crossing.



Figure 2. Conceptual Town Center Area Block Size.

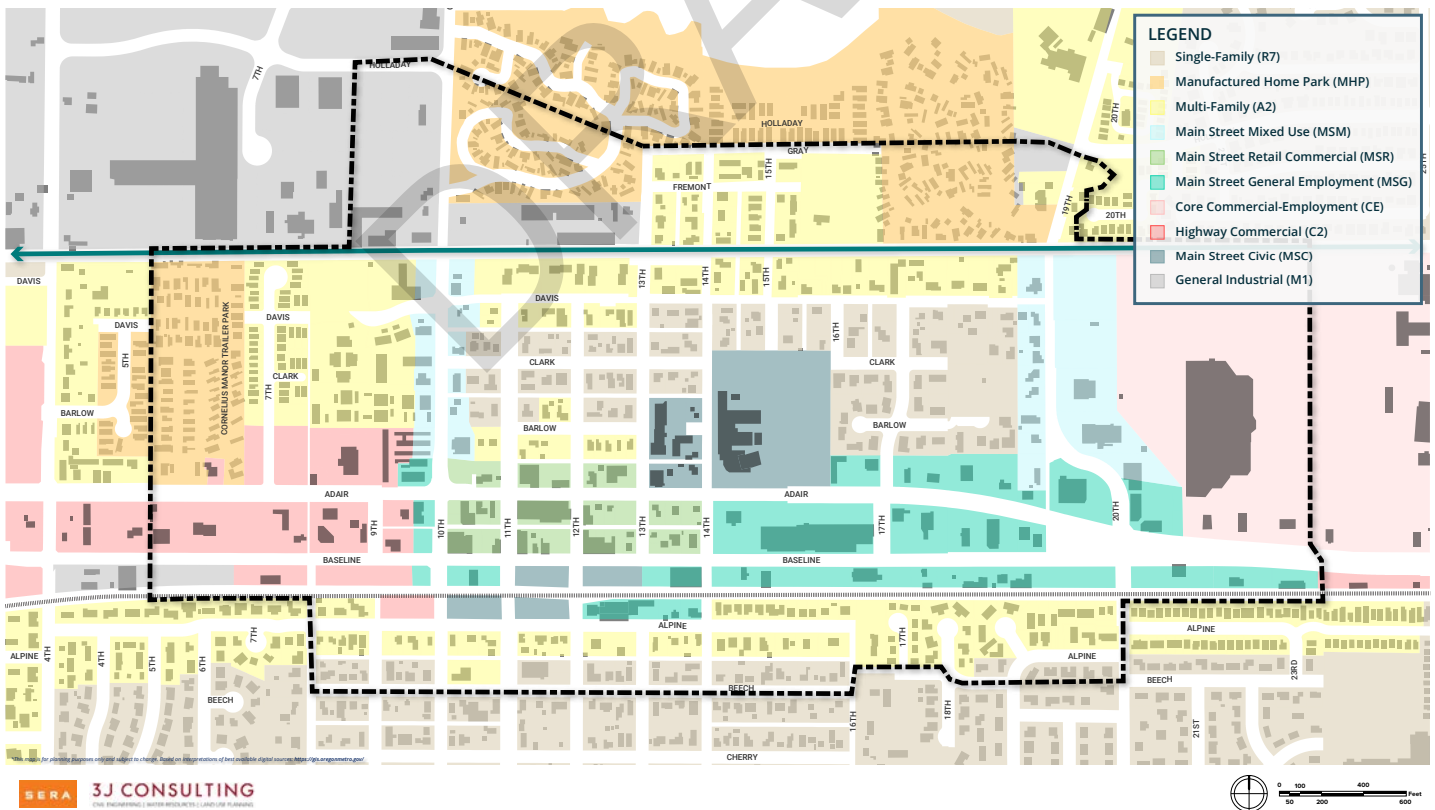


Figure 3. Conceptual Town Center Area Zoning.

Biking

Bike lanes are provided on Baseline and N Adair Streets within the Conceptual Town Center boundary. There are several Metro-designated bike friendly routes in the area, also known as shared routes, which are low volume and low speed routes preferred for cyclist use. Bike racks are provided at upgraded bus stops on Baseline Street at N 12th and N 14th Avenues. Priority locations where bike lanes are needed on arterial facilities include N 19th Avenue north of N Adair Street and N and S 10th Avenue. Shared bicycle roadways should be improved with signs and pavement markings that highlight a special route or provide directional information to key destinations in bicycle travel time or distance. Bicycle parking is needed in the area to support and promote bicycling as a mode of transportation. Priority locations for bike parking include Cornelius Elementary School, Cornelius Place (library), parks, and larger retail and office buildings.

Transit

Public transit is essential to the economic and social quality of life of the community. TriMet bus route 57 operates on Baseline and N Adair Streets, connecting to Forest Grove, Hillsboro, Aloha and the Beaverton Transit Center. This line was recently upgrade to a 24-hour service, with 15-minute service intervals during most periods. The bus stops near Fred Meyer, Cornelius Public Library, Virginia Garcia Memorial Health Center, and Centro Cultural are the highest transit trip generators. Transit service within the area has several needs and recommendations to encourage potential riders, including additional sidewalks, bus stop pads, crosswalk facilities, and bus shelters.

Driving

State Highway 8 (TV Highway) runs east/west through the center of the city of Cornelius, splitting into a couplet at 20th Avenue. Recent traffic data indicates that approximately 30,000 cars pass through town each weekday. N Adair Street and Baseline Street from 10th Avenue to 20th Avenue are designated by the Oregon Department of Transportation (ODOT) as a Special Transportation Area (STA). The primary objective of an STA is to provide access to and circulation amongst community activities, businesses, and residences and to accommodate pedestrian, bicycle, and transit movement along and across the highway. The 2018 Cornelius Transportation System Plan found there are no existing traffic operation deficiencies during the morning and evening peak hours within the Town Center. On-street parking supply is provided on most streets in the area.

10th Avenue (N and S) is a designated truck route and serves as an access from the north and south ends of Cornelius, as well as providing one of two access points to the city's industrial district. N 19th Avenue is the other main access from the north; both 10th and 19th Avenues are designated as arterials.

MARKET ANALYSIS

There are many economic and social drivers within Cornelius that influence the demand for real estate in the Town Center. The following synthesizes demographic, economic, and real estate data, along with qualitative inputs from local stakeholders and real estate professionals familiar with the local market. In order to understand what types of real estate development may be feasible, it is important to assess the potential barriers (market, regulatory, physical) that are inhibiting new development.

Barriers to Development in Cornelius

Real Estate Market Fundamentals. A mismatch between the rents that some local businesses can afford to pay, and the levels needed to either sustain an existing property or incent the construction of a new commercial building.

Zoning Code. The City's zoning ordinances can be difficult to navigate and create issues, and real costs, with pursuing new development.

Lack of Existing Building Stock. Cornelius does not have a large concentration of existing buildings in its downtown, buildings that play an important role in providing commercial space at affordable prices.

Water Rates. Having gone on its own in the mid-20th century instead of joining a group that controls Western Washington County water, the City must pay wholesale water rates to the City of Hillsboro.

Lack of Engagement and Coordination with Key Property Owners. Until recently, there was a lack of effective engagement with local property owners, and no forum for property owners and business owners to discuss common challenges.

TOWN CENTER GUIDING PRINCIPLES



The robust community engagement process led to the following principles that guided development of the Town Center Plan:

- 1. Reconnect with the natural context.** Identify opportunities to connect the Town Center to natural and recreational amenities, such as the Tualatin River and Council Creek.
- 2. Strengthen and re-establish “Old Town” as the Heart of Cornelius.** The original town plat including N Adair and Baseline Streets from 10th to 14th Avenues still serves as the civic and emotional heart of the Cornelius Town Center. Preserve and enhance the authentic character of this area.
- 3. Celebrate and showcase culture and diversity.** Cornelius embraces its cultural diversity and believes it is one of the community’s most important strengths. Create distinct elements within the Town Center highlighting our community’s multicultural heritage through art, architecture, and business and organizational support. Consider establishing an annual Cornelius Festival highlighting the community culture and bringing residents together for shared celebration.
- 4. Create a community gathering space and civic plaza.** Cornelius residents desire more places to gather and are especially enthusiastic about a public pool or splash pad.
- 5. Revitalize close-in neighborhoods.** Invest in these core neighborhoods to provide a variety of housing options for residents who support Town Center businesses. Additionally, support local business and entrepreneurship by providing opportunities for live-work units within the neighborhood.
- 6. Improve context-sensitive highway couplet character.** Build on past successes to transform the highway couplet into a true Main Street.
- 7. Provide gateways to signal Cornelius as a distinct and walkable place.** Art and landscaping prompt a change in perception and behavior of motorists passing through town.
- 8. Create a contemporary mixed-use village around Fred Meyer.** A mixed-use destination for contemporary living with easy vehicular access and other modern conveniences.
- 9. Connect to the future Council Creek Regional Trail and potential future regional transit.** These multimodal travel options provide a vital alternative to the road network, offer key connections for residents, and bring visitors to the Town Center.

TOWN CENTER HISTORY

Exploring the history of the Cornelius Town Center sheds a light on the town center configuration envisioned in this Plan.



Cornelius was established in 1871 with a warehouse and store along a new extension of the Oregon and California Railroad. It quickly became a center for trade and grew significantly after the Southern Pacific Railroad arrived in the late 1800s and Oregon Electric passenger train in 1908. The City of Cornelius was incorporated in 1893. In 1941, Cornelius was a small, but distinctive agricultural town on the Willamette Baseline, as shown in Figure 4. The railroad, highways and country roads were the main transportation routes, but the original town plat, a street grid of 250 ft by 250 ft blocks, had been established.

By 1956, the original street grid expanded as mass personal car ownership began and was followed by a

national wave of suburbanization. Yet Cornelius is still a distinct place, separated from Hillsboro and Forest Grove.

Between 1956 and 2018, regional growth follows a development pattern of suburban subdivisions, blurring the distinctions between cities and towns, and between cities and their underlying landform. While the original town plat is still recognizable, it is now surrounded by newer subdivisions with development patterns that favor vehicular mobility over walking and biking. Today, the City is in the midst of significant residential growth, with more than 1,200 new homes in various stages of planning and construction. New residents will create a new demand for commercial services, entertainment, and local employment opportunities. This anticipated growth is one of the main drivers in the development of this Cornelius Town Center Plan.

Using a standard 1/4-mile radius circle shown in Figure 5, the equivalent of a 10 to 15-minute walk, the Conceptual Town Center boundary actually encompasses two discrete places: 1) the area that emanates from the original town plat and 2) the area around Fred Meyer. The heart of the original town plat can be covered by a circle of 1/8-mile radius circle, a 5-minute walk, which coincides with the typical length of main streets in towns of a size similar to Cornelius. A 1/8-mile radius circle also covers the area around Fred Meyer, as shown in Figure 6.

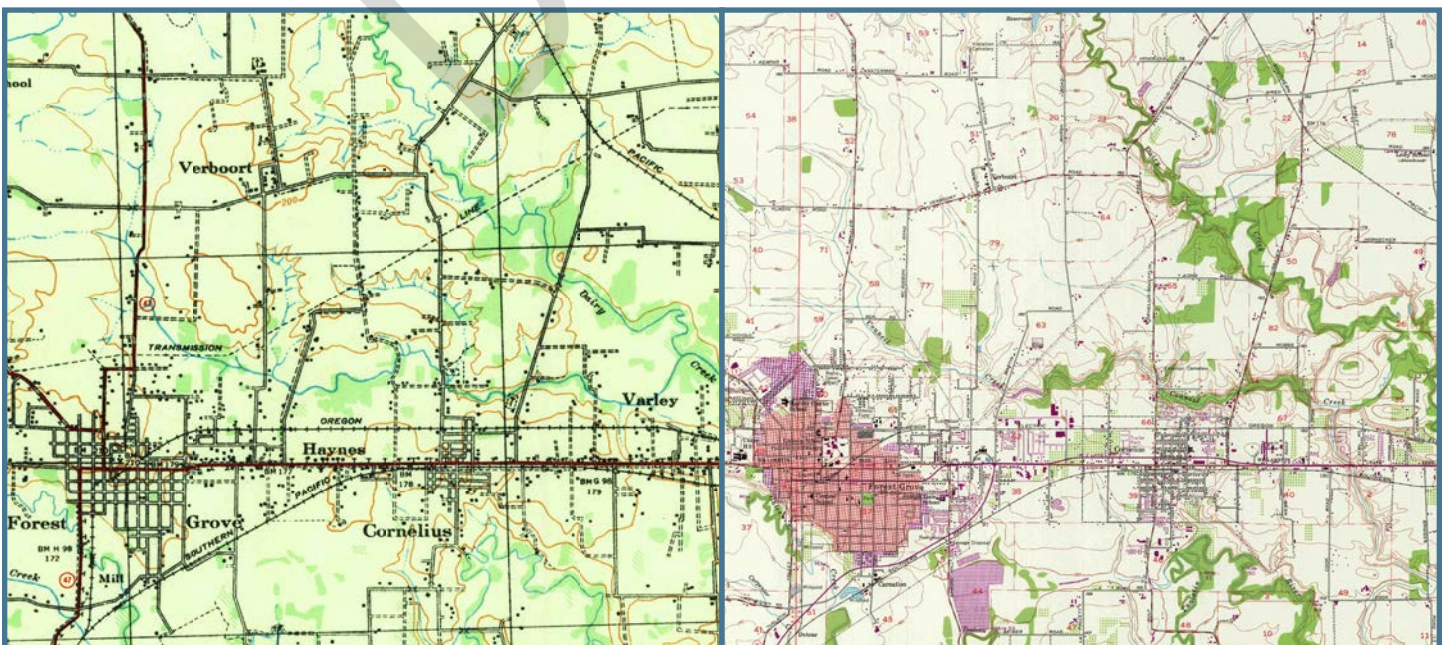


Figure 4. Cornelius circa 1941 (left) and 1956 (right).

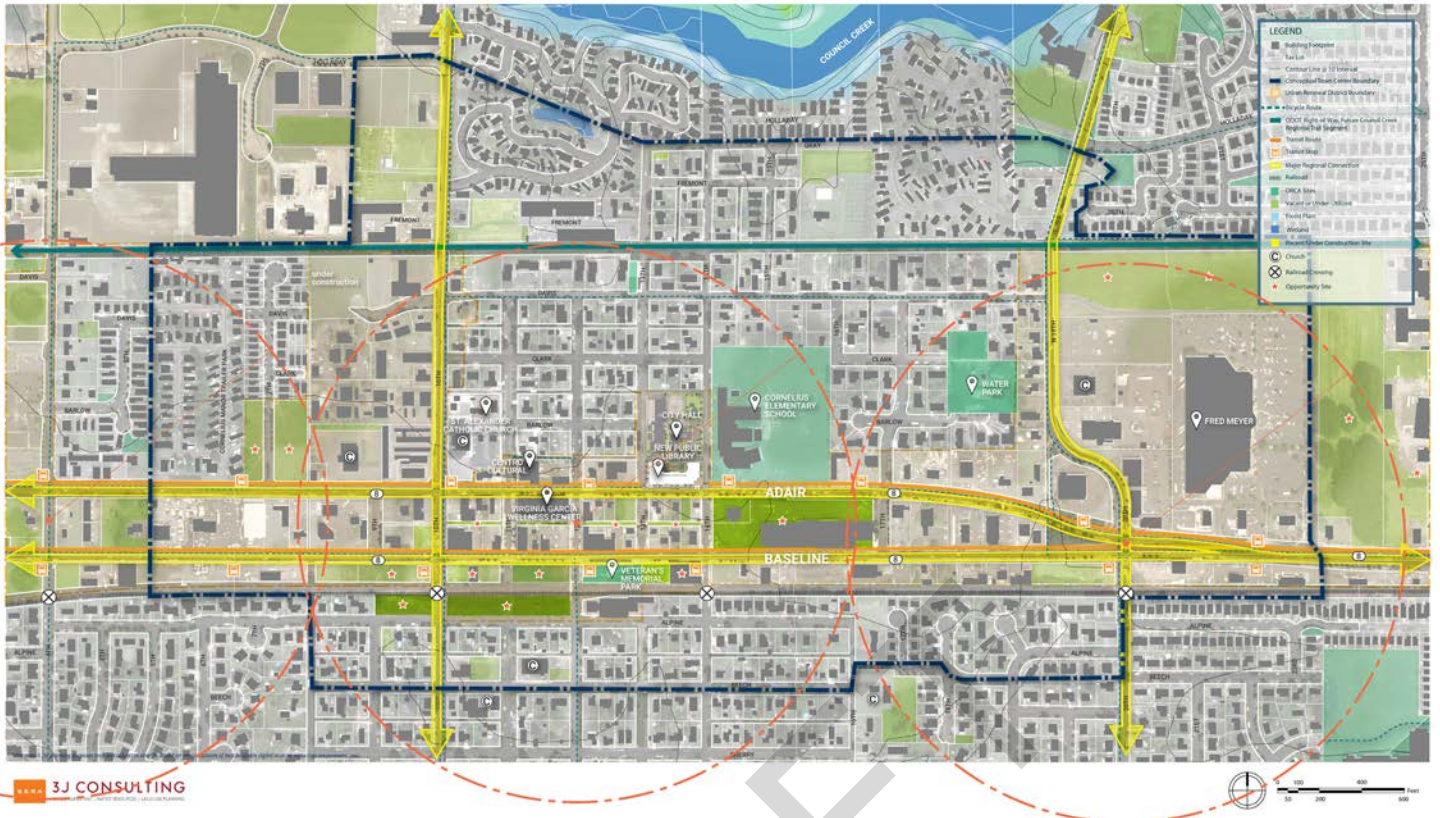


Figure 5. Cornelius Conceptual Town Center 1/4-Mile Walking Radius.

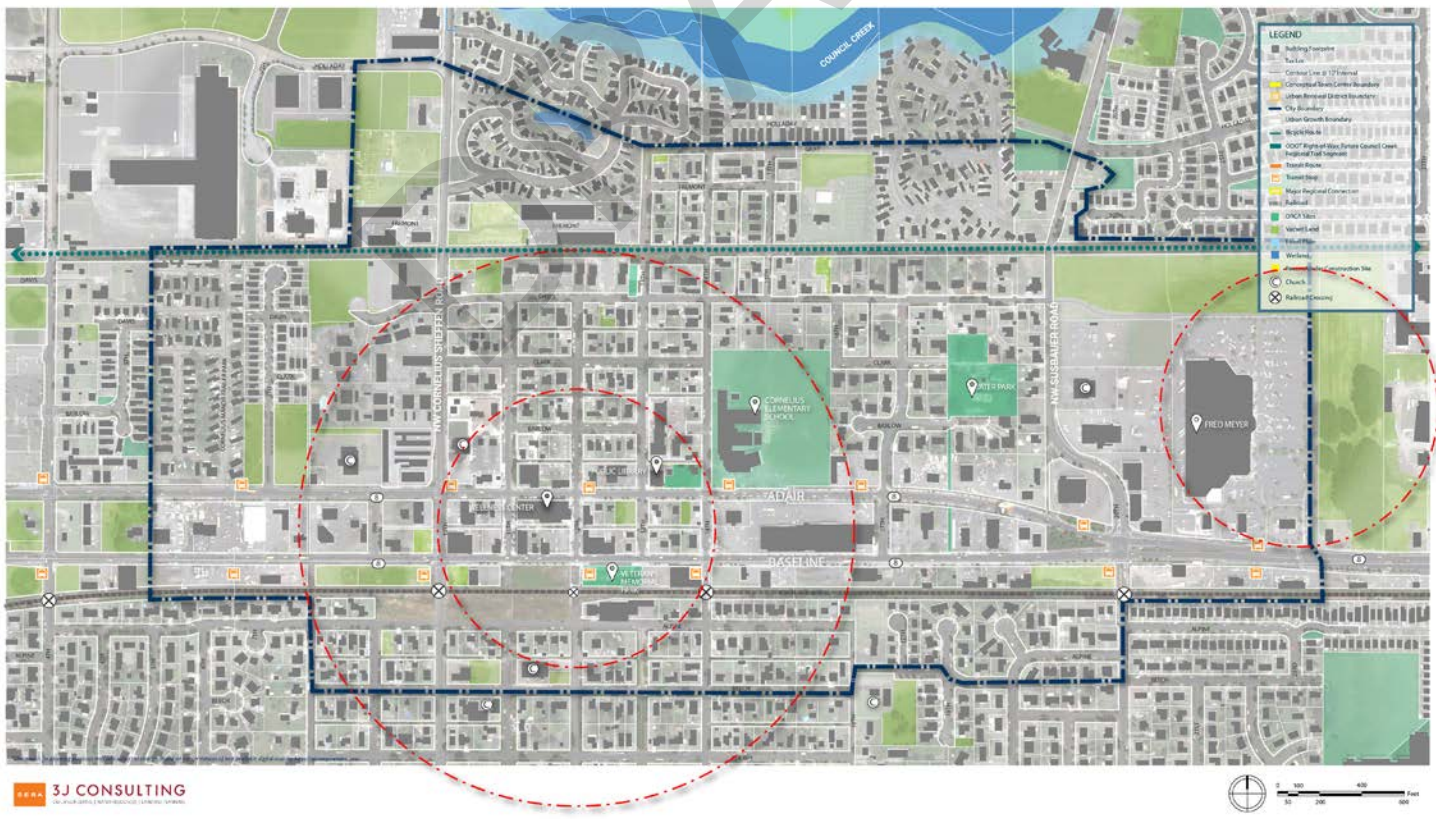


Figure 6. Cornelius Conceptual Town Center 1/8-Mile Walking Radius.

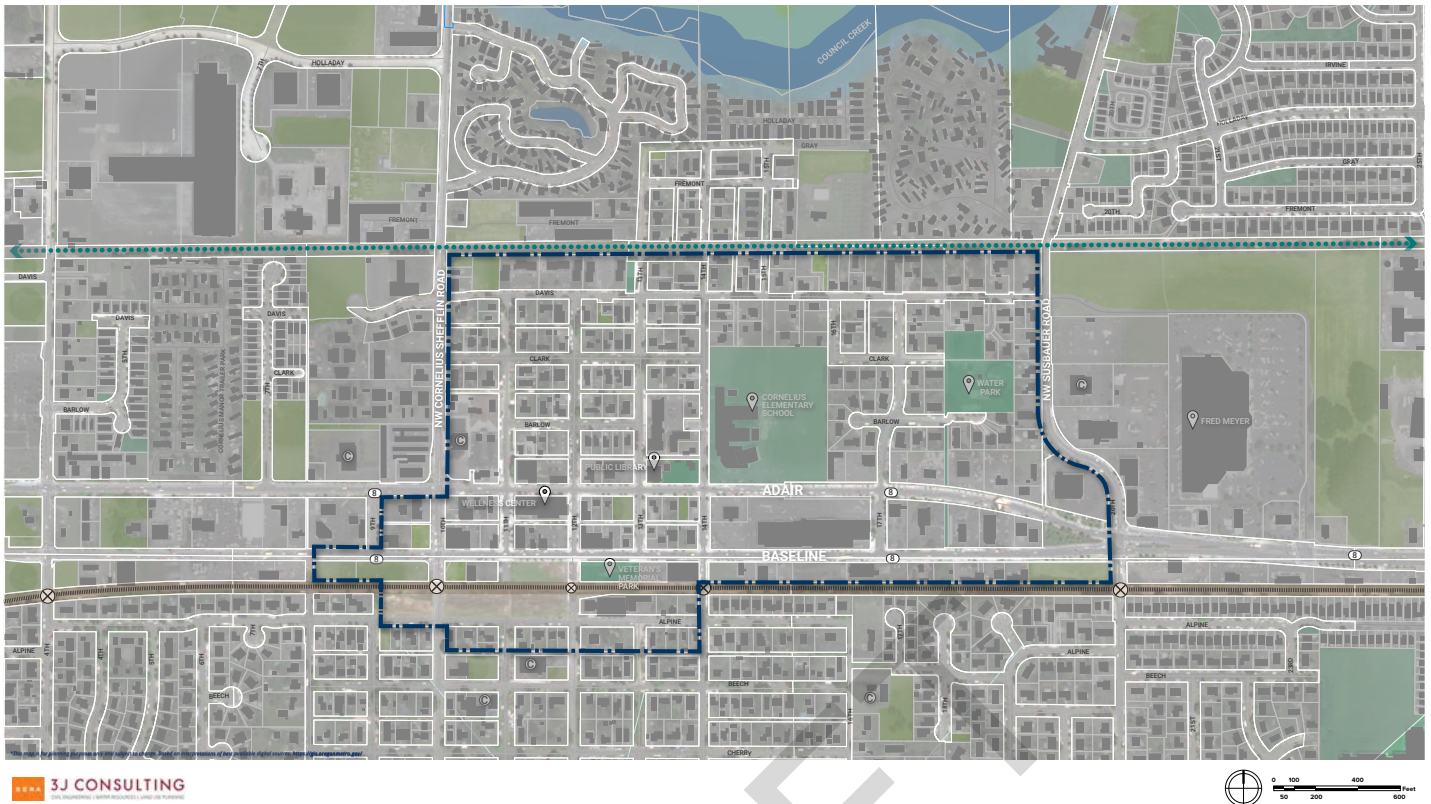


Figure 7. Cornelius Town Center Plan Boundary.

The original town plat is a walkable grid – a proven foundation for revitalizing downtown cores as seen across the region. The Fred Meyer area is more of a car-oriented suburban district that lacks an existing street network to provide multi-modal connectivity. This is a primary driver for modifying the Conceptual Town Center boundary, as shown in Figure 7.

The final boundary configuration of the Cornelius Town Center was developed through an iterative process with City staff and the PAC. Other factors in modifying the Conceptual Boundary include:

- A smaller Town Center lends itself to a more intimate sense of place.
- Investments focused in a smaller Town Center will have a greater impact than spreading resources out over a larger area.
- ODOT is more likely to support Special Transportation Area improvements that accommodate pedestrian, bicycle, and transit trips along a shorter frontage of Highway 8.
- Mobile home parks to the north and west of the study area are disconnected from the downtown core and are not typically included in a Town Center.

The Cornelius Town Center boundary, shown in Figure 7, spans from approximately N 10th Avenue on the west to N 19th and N 20th Avenues on the east. The western boundary extends a few blocks further west near N Adair and Baseline Streets to capture several opportunity sites. The northern boundary is contiguous with the northern railroad corridor and site of the future Council Creek Regional Trail. The eastern half of the southern boundary extends along the southern rail line. The western half of the southern boundary moves south from the rail line at S 8th Avenue, to S Alpine Street at S 9th Avenue, and then the alleyway between S Alpine and S Beech Streets from S 10th Avenue to S 14th Avenue.

TENBLOCK DISTRICT VISION

A vibrant and prosperous town center is a sign of a thriving city. Town centers provide a mix of attractions that draw people in from other areas of the city and neighboring communities. It's where we gather in public spaces to eat, shop, and celebrate. Town centers are diverse places where we go to exchange culture and ideas. Most of all, a town center is a reflection of its people.

As a Metro-designated town center, the Cornelius Town Center or "TenBlock District" is aligned with relevant policies in the Regional Framework Plan, described in the *Existing Policy and Direction on Centers and Corridors* (Appendix A).

The vision for the Cornelius TenBlock District is comprised of several interrelated subdistricts, each with a unique character (Figure 8).

The **Town Center Core** subdistrict is the original town plat and the heart of downtown. Generally spanning a few blocks of N Adair and Baseline Streets from 10th to 14th Avenues, the area has an authentic character, distinct from larger-scale retail along the corridor.

The subdistrict includes important civic and cultural institutions, including Virginia Garcia Memorial Health Center, St. Alexander Catholic Church, Centro Cultural de Washington County, City Hall and Cornelius Place/ Cornelius Public Library. It also is home to Veteran's Memorial Park and a number of local businesses.

The vision for the Town Center Core is to a walkable place focused on health and wellness, community and culture, and shopping and dining. While this subdistrict is bisected by the OR-8 couplet, there is a focus on decreasing dependency on automobiles and creating a self-sustaining and interconnected geography with myriad services and attractions.

As the city with the second highest proportion of Latino residents in all of Oregon, our multicultural heritage is a factor that makes Cornelius a unique community in Washington County. Art, culture, and business that reflect our history and diversity are highlighted within the Town Center Core and serve as a draw to those wishing to understand and experience the many cultures in our community.

The **Core Neighborhood** subdistrict includes close-in neighborhoods north of N Adair Street from N 10th Avenue to N 19th Avenue. This neighborhood has a more residential character and includes Water Park and the new adjacent off-leash dog park. This

neighborhood provides the density needed to support businesses in the Town Center Core. The vision for the Core Neighborhood subdistrict is to expand residential uses through providing a greater variety of housing options, such as townhouses, duplexes, apartments, and accessory dwelling units (ADUs). The Core Neighborhood subdistrict also extends the walkable mixed-use area by expanding home occupation and live-work options for certain professional service businesses. This will be a highly walkable area with safe crossings and pathways to link various activity centers.

The **Town Center Corridor** lies just east of the Town Center Core and north of the southern railroad, from 14th Avenue to 20th Avenue. Heading east to west, the Town Center Corridor begins as Highway 8 splits into the N Adair / Baseline couplet at 20th Ave. Extensive landscaping conveys a noticeable transition from auto-oriented businesses to smaller scale commercial uses. The subdistrict includes two important gathering places: Cornelius Elementary School and Grande Foods (formerly known as Hank's). The vision for the Town Center Corridor is to develop more of a Main Street appearance by encouraging a street front presence for new development and prohibiting new drive-through businesses. Clear gateways with public art and streetscape features help pronounce the transition in character. In this subdistrict the relationship with the highway changes from a "stay in your car" to a "park and explore" mentality. Increased points of interest and a variety of commercial uses serve to slow vehicles as they approach the Town Center Core.

Distinct from the TenBlock District, the **East Gateway District** is a car-oriented area defined by the Fred Meyer store, chain businesses, and ample surface parking. A significant infill opportunity exists on vacant lands along the north and east edges of the district. The area lacks an existing street network to provide multi-modal activity. The vision for the East Gateway District is local destination for contemporary living – a suburban mixed-use retail center with easy vehicular access and parking. A connected network of streets is lined with a larger scale and mix of housing, offices, larger commercial retailers, and park areas. There is also a distinct relationship between this district and the future Council Creek Regional Trail, including a major trailhead and points of connectivity. A high-volume bus stop along the highway also provides an opportunity for non-vehicular access to and through this district.

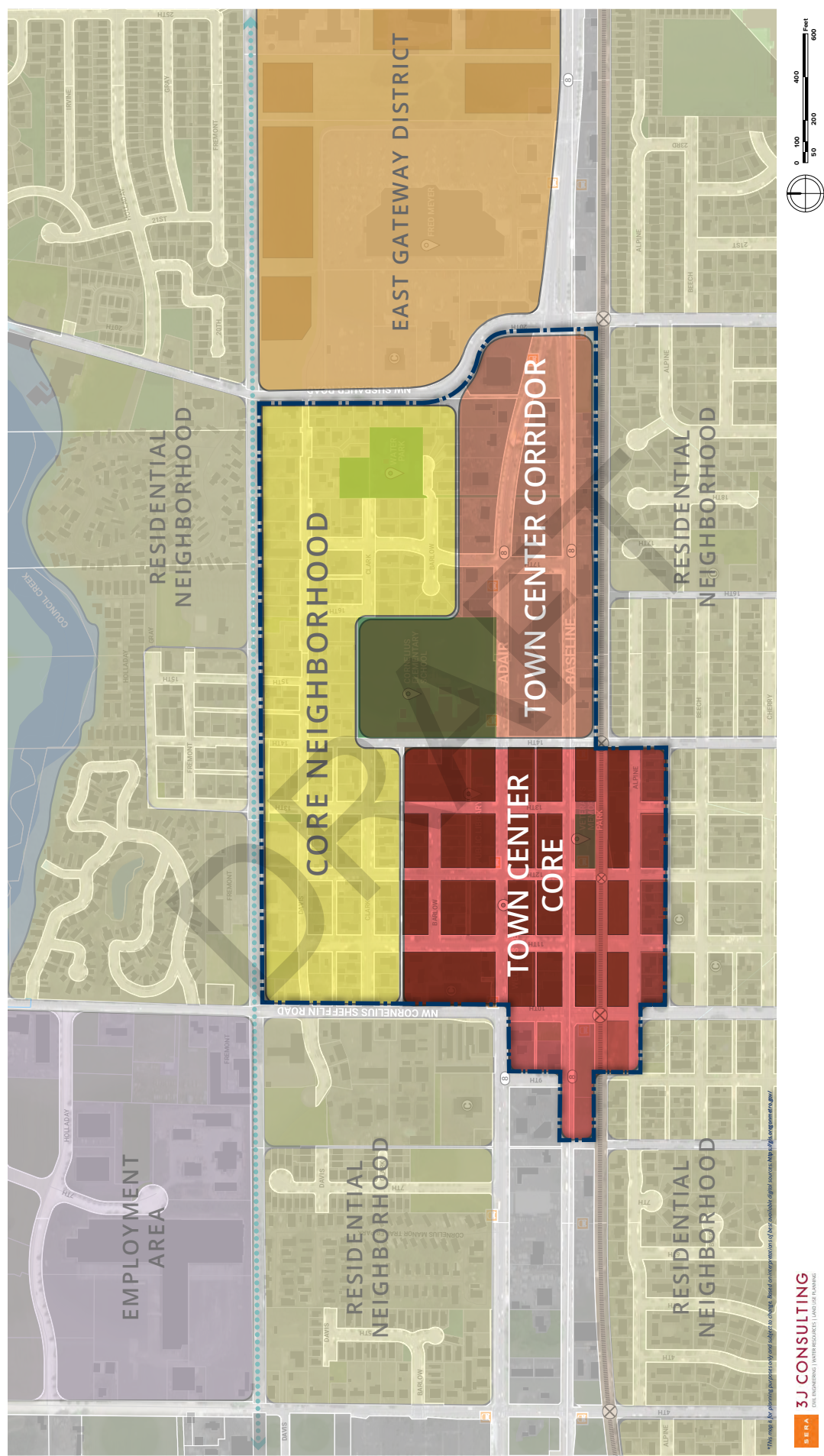


Figure 8. Cornelius Town Center Plan Subdistricts.

IMPLEMENTATION STRATEGY

The Implementation Strategy is comprised of the projects, programs and policies the City and its partners will employ to achieve the TenBlock District Vision.

Land Use and Transportation Improvements. Land use improvements include opportunity sites for infill development and redevelopment, gateways, and trailheads. Transportation improvements include streets, bike lanes and parking, pedestrian sidewalks and trails, and transit amenities.

Zoning. New zoning districts and development standards to achieve the desired character and quality of the TenBlock District.

Funding and Phasing. Project costs and potential funding sources to guide strategic public investments, primarily through urban renewal, and financial and other incentives to encourage private development.

LAND USE AND TRANSPORTATION IMPROVEMENTS

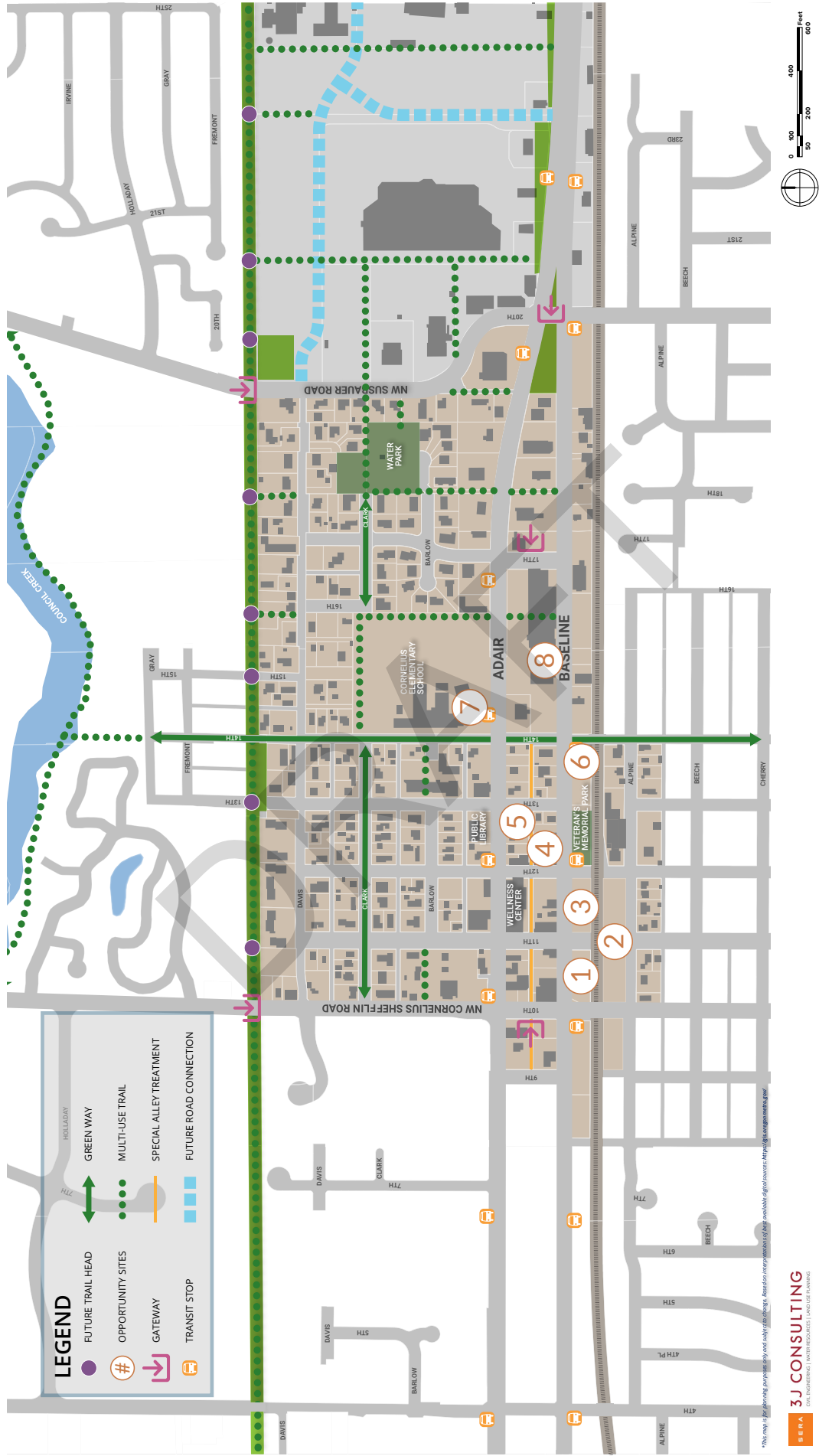
All of the land use and transportation improvements described below also are included in the Cornelius Urban Renewal Plan. A complete list of land use and transportation improvements and estimated costs is included in Appendix B.

Land Use

Key land use projects are described in the list below and illustrated as opportunity sites in Figure 9.

1. Acquisition of former gas station property at lot at 10th Avenue and Baseline for environmental cleanup and redevelopment.
- 2-3. Vacant lots/right-of-way adjacent to the southern rail line between approximately 8th and 12th Avenues provide important infill development opportunities. Lots fronting onto Baseline Street would be conducive to some form of commercial development, while parcels south of the railroad are a potential location for new affordable housing. To increase the viability of development on these parcels, work with the ODOT Rail & Public Transit Division to pursue a Quiet Zone from the Federal Railroad Administration to authorize the railroad to discontinue the regular sounding of the train horn at public crossings in the Town Center.
4. Town Center Core businesses in need of exterior improvements, such as storefronts at 12th Avenue and Baseline, can benefit from a new façade improvement grant program.
5. An opportunity for mixed use development on vacant and underutilized parcels across from Cornelius Place.
6. Acquisition and redevelopment of the Western States Fire Apparatus building as an indoor farmers market or other food and beverage establishment.
7. Should Cornelius Elementary develop a new school on the eastern portion of their existing site, the northeast corner of N Adair Street and 14th Avenue provides a potential location for a 10,000 sf public plaza and splash pad. The concept for this plaza and surrounding area is illustrated in Figure 10.
8. Grande Foods (aka Hank's) is an important site for TenBlock District revitalization at the entrance to the Town Center Core. The building currently houses several small businesses and is a popular community gathering place on weekends. Short-term considerations include exterior and potentially interior improvements. The site is a long-term candidate for redevelopment.

Other proposed land use improvements include gateways to welcome people to the District at key intersections along the highway couplet and north-south arterials. Gateway design may include signage, art, landscaping, and lighting. Trailheads along the future Council Creek Regional Trail will provide convenient access points for bikers entering or exiting the trail. Trailheads may include light paving and landscaping, simple signage, and fencing or bollards. A larger trailhead at N 19th Avenue provides access to the Fred Meyer site, parking, and other amenities.



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Figure 9. Cornelius Town Center Framework Plan.



Figure 10. Conceptual Public Plaza at N Adair Street and 14th Avenue.

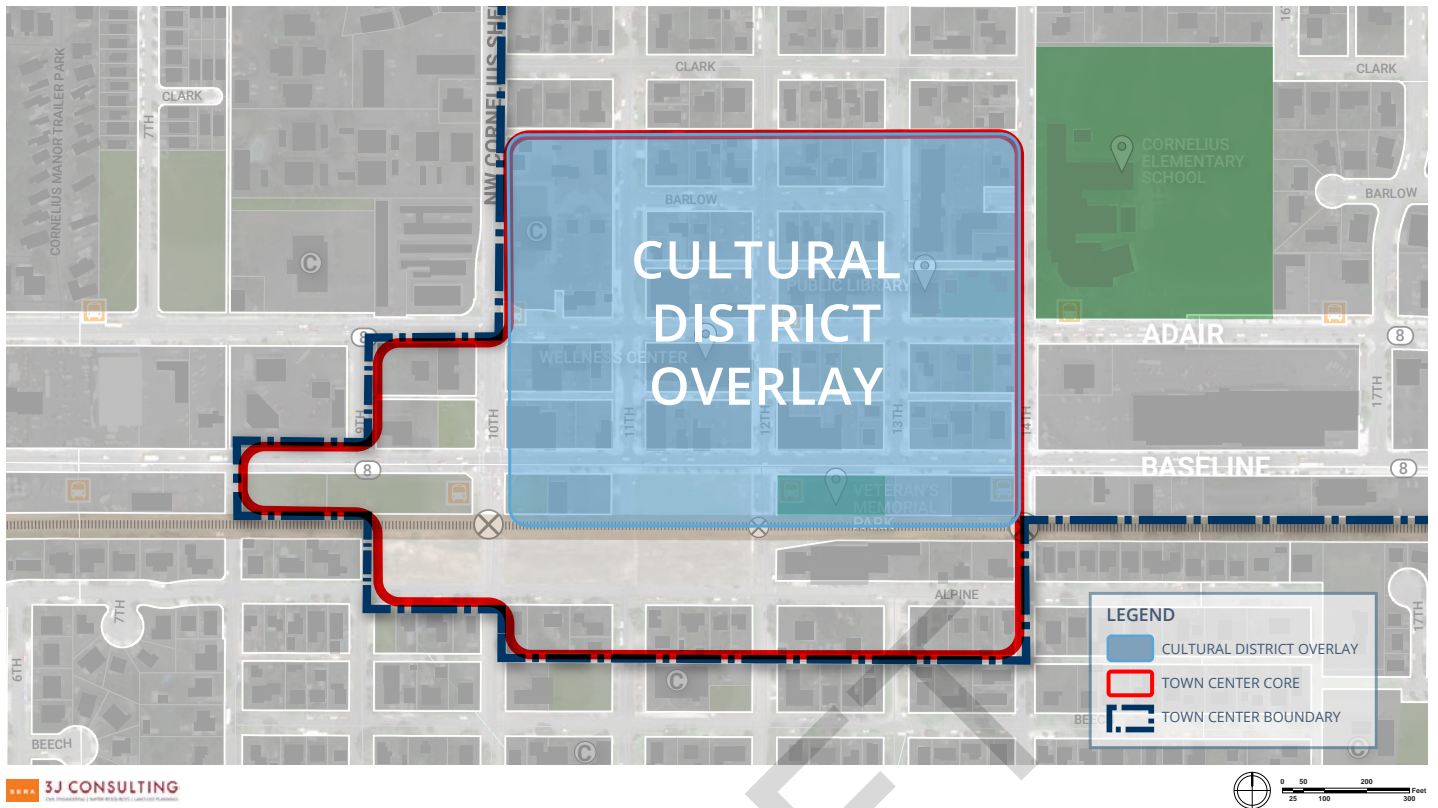


Figure 11. Cultural District Overlay.

Cultural District Overlay

The Town Center Core contains a Cultural District Overlay where multicultural art, culture, and business will flourish (Figure 11). The vision for this area will be implemented through a variety of City programs and incentives including following program items:

- Art, including mural, sculpture, and functional art, including that influenced by Latino cultural themes
- Bilingual (English and Spanish) directional and building signage, where appropriate
- Named alleyways and pathways honoring local and historical cultural leaders
- Interpretive signage to tell the history of Cornelius

- Development incentives to encourage multicultural businesses and services, including:
 - First-year business license fee waiver for multicultural business, including (but not limited to):
 - Ethnic food restaurants (e.g., Mexican, South American, Central American)
 - Cultural handicrafts or mercantile
 - Legal, financial, and other professional disciplines providing bilingual and/or culturally-specific services
 - Where minimum requirements are met, an increased grant amount for urban renewal façade improvement program to \$10,000; all other conditions remain the same

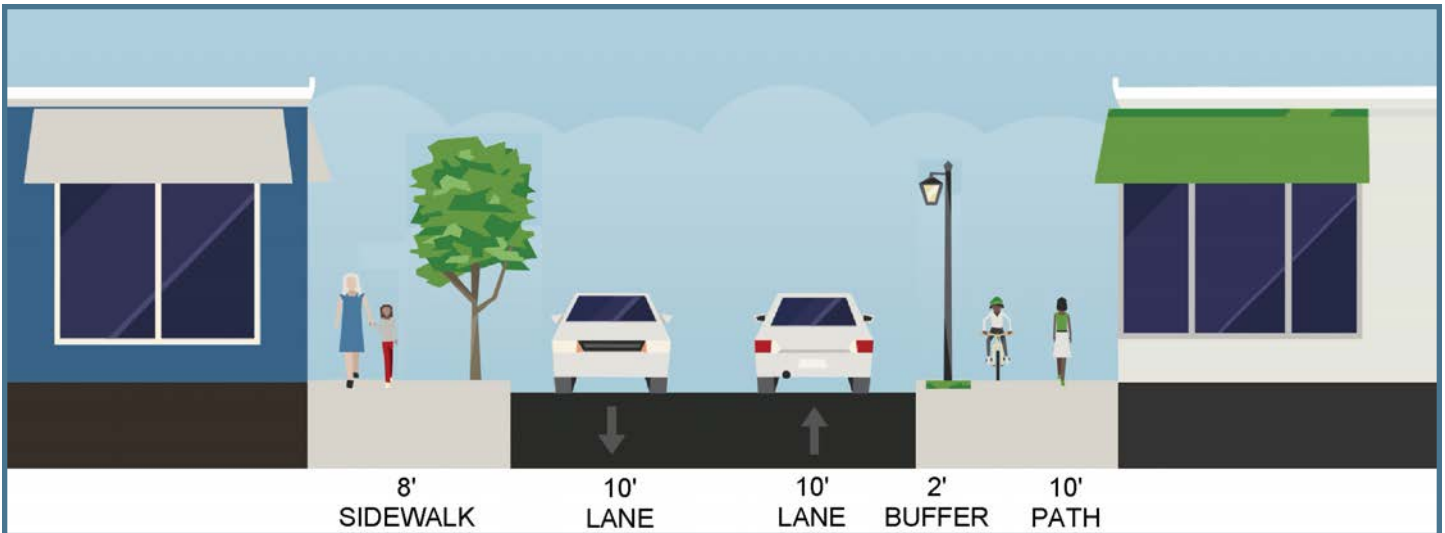


Figure 12. Proposed 14th Avenue Cross-section.

Roadways

The TenBlock District is generally made up of a grid of ~250-foot-long blocks. However, there are a few larger parcels that restrict the preferred roadway grid network. As development occurs in the Town Center Corridor subdistrict a minimum of one new north-south local street connection between Baseline and N Adair Street should be made to improve connectivity.

14th Avenue

Designated greenway treatments are recommended along 14th Avenue from S Dogwood Street to N Gray Street, as shown in Figure 12. These would provide a multimodal connection between the Town Center and the planned Council Creek Regional Trail to the north and the Tualatin River to the south. The greenway would have a unique cross-section to promote walking and biking trips. The available right-of-way is generally 40-foot wide and constrained with existing fronting development. The cross-section elements would include:

- Two travel lanes with narrow width (10 feet) to control vehicle speeds
- Parking bays on one side of the street provided intermittently as space allows
- 8-foot wide sidewalk on the west side of the street with trees in tree wells to buffer the vehicle travel lanes
- 10-foot-wide multiuse path on east side of the street to serve walking and biking trips, with 2-foot buffer between path and vehicle travel lane; trees in tree wells where appropriate
- Crosswalks at each intersection
- Curb extensions at crosswalks

- Pedestrian scale street lighting for safety and comfort
- Art and wayfinding features

The multiuse path on the east side of 14th Avenue would serve pedestrians and cyclists in both directions. Pavement markings or signage would help to clarify how users should share the path. A narrow buffer between the pathway and the travel lane would improve the comfort of using the pathway and provide a space for street lighting.



A wayfinding system with signing and/or pavement markings would guide pathway users to local and regional destinations. Signs and markings are typically placed at decision points along the route. Benefits of wayfinding include:

- Familiarizes users with the bicycle network
- Shows the best routes to destinations
- Visually indicates to motorists they are driving along a pathway route and should use caution
- Passively markets the bicycle network by providing unique and consistent imagery

Pavement markings can be simple, cost-effective paint icons along the pathway. Wayfinding can also provide a map of the bicycle system and public art along the pathway.



North Clark Street

North Clark Street needs improvements to bring it to urban standards and provide connectivity between 10th Avenue and 19th Avenue. Sidewalks on both sides of the street, curb extensions with curb ramps at the corners and street trees are recommended to improve the walkability of the area.

Council Creek Regional Trail

A coalition of jurisdictions, including Metro; the cities of Hillsboro, Cornelius, and Forest Grove; and Washington County is working toward the construction the Council Creek Regional Trail (CCRT) linking Hillsboro, Cornelius, Forest Grove, and Banks. The trail would run along the south side of Council Creek just north of the TenBlock District. There is opportunity for several city streets to connect to the trail including N 14th Avenue.

The corridor within which the CCRT lies is currently owned by ODOT Rail and is subject to a permanent exclusive rail service easement owned by Portland and Western Railroad. As such, conditions do not currently exist for the trail to be constructed. However, since the adoption of the Council Creek Trail Master Plan in 2015 the coalition of jurisdictions has been working through various avenues to prepare the corridor for conversion into a passive multi-modal trail system, with a potential transit service of some nature, at some point in the future. Realization of the CCRT in the future will be accomplished through partnerships with ODOT Rail, PNWR, and the coalition. Until such time as the rail line easement is abandoned by PNWR, if ever, all crossings are treated as active rail crossings and are subject to ODOT Rail jurisdictional and design review.

North Davis Street

N Davis Street is planned to be extended as a collector from the eastern edge of the TenBlock District at N 19th Avenue to N 26th Avenue concurrent with

development of the adjacent property, which is located in the East Gateway District subarea. The new collector facility would replace the existing private street that serves as a driveway to the Fred Meyer site. The new roadway would provide two travel lanes, sidewalks and pathways, and landscaping.

Parking

The majority of the on-street parking within the TenBlock District is marked for each individual space. This style of striping for parking spaces is preferred as it helps delineate the parking area for drivers in the adjacent travel lane. It also helps to manage the use of the space by discouraging drivers parking too closely to other cars and large vehicles that are not appropriate for on-street parking.

With current parking demand in the TenBlock District, it is common for a driver to find a parking space on the same block face as the place they are going. As the District develops, the availability of on-street and off-street parking will decrease, and drivers will need to walk farther to reach their destination. As a general rule, a two-minute walk (approximately 400-feet) between a parking space and destination should be acceptable within an active urban area. Recommended improvements include adding designated ADA parking spaces to the on-street supply in the Town Center Core following applicable standards.

Pedestrian

New trails are needed in several locations throughout the TenBlock and East Gateway Districts to promote safety and connectivity for pedestrians. The Cornelius Elementary School site creates a barrier for east-west and north-south walking trips. Potential future redevelopment of the site provides an opportunity to facilitate continuous walking paths across the edges of the site at N Clark Street and at N 16th Avenue.

Town center couplet alleyway improvements between N 10th Avenue and N 14th Avenue will transform these corridors with pedestrian amenities and decorative features into safe and quiet walkways separated from the traffic of Baseline and N Adair Streets. Improvements may include special paving, lighting, and minor furnishings and landscaping.

Transit

Transit stops along Baseline and Adair Streets need several improvements. All transit stops should provide basic amenities such as a bench, bike parking, and trash receptacles. Bus shelters should be considered as bus ridership increases. The typical threshold for a bus shelter is ridership of 50 or more daily boardings.

Bike Parking

Public bike parking should be provided throughout the District to encourage cycling trips and reduce the demand for vehicle parking. Bike parking in the public right-of-way should provide these features:

- Convenient to the cyclist's destination; placed within 25 feet of building entrances
- Located in a high-traffic area; within view of destination and adjacent bikeways and streets
- Located in the furniture zone of the sidewalk to eliminate impacts to pedestrians using the sidewalk
- Spaced so cyclist can access the side of the bikes, and there is no handle bar confliction
- A standard U-shape bike rack with two spaces requires a minimum of 7-foot by 16-foot area
- Weather-protected, located under existing structures or installing free-standing structures when possible

Bike parking could be either in a few spread out locations (on every block) or in a centralized location with a large supply of parking spaces. Future development applications located within the Town Center would be required to look for opportunities to add bike racks along the public street frontage, in addition to on-site, to meet minimum bicycle parking standards.

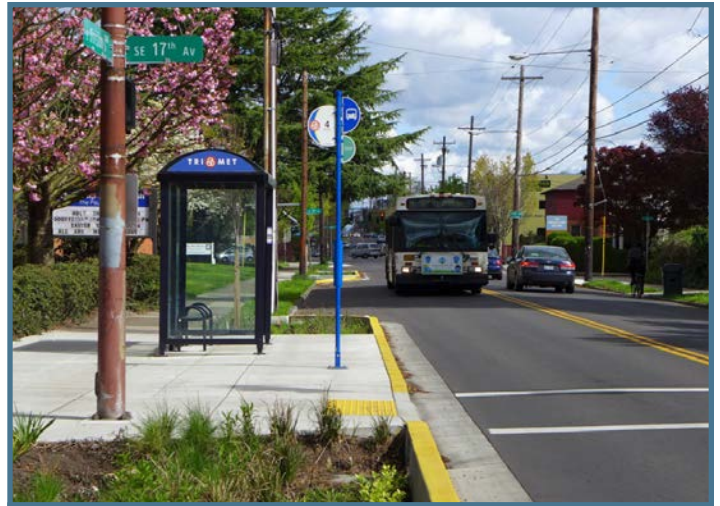


Table 1. Existing and Proposed Zoning

SUBDISTRICT	EXISTING ZONING	PROPOSED ZONING
TOWN CENTER CORE	MAIN STREET RETAIL COMMERCIAL (MSRC) MAIN STREET GENERAL EMPLOYMENT (MSG) MAIN STREET CIVIC (MSC) MAIN STREET DESIGN OVERLAY HIGHWAY COMMERCIAL (C-2) MULTI-FAMILY RESIDENTIAL (A-2) SINGLE-FAMILY RESIDENTIAL (R-7)	CENTRAL MIXED USE (CMU) RETAIN A-2 FOR PROPERTIES ON SOUTH SIDE OF ALPINE ST
CORE NEIGHBORHOOD	MULTI-FAMILY RESIDENTIAL (A-2) SINGLE-FAMILY RESIDENTIAL (R-7) MAIN STREET MIXED USE (MSM) ALONG 19 TH AND 10 TH STREETS	CORE RESIDENTIAL (CR) CORRIDOR COMMERCIAL (CC) FOR ELEMENTARY SCHOOL SITE
TOWN CENTER CORRIDOR	MAIN STREET GENERAL EMPLOYMENT (MSG)	CORRIDOR COMMERCIAL (CC)
EAST GATEWAY	MAIN STREET MIXED USE (MSM) MAIN STREET GENERAL EMPLOYMENT (MSG) CORE COMMERCIAL EMPLOYMENT (CE)	GATEWAY MIXED USE (GMU)

ZONING

Development in the TenBlock District will be implemented through rezoning of properties substantially along the lines of the district boundaries, with refinements for specific properties based on distinct development needs such as the Cornelius Elementary School campus. The proposed rezoning will greatly simplify the number of zones applied within the District to streamline future review and create greater certainty for development, as shown in Figure 13 and Table 1. In one case, a property split-zoned between four zones will be rezoned for a single zone. The proposed new zoning districts will be implemented through development and zoning code amendments, repealing and replacing the existing Main Street zones.

Some properties adjacent to the revised Town Center boundaries, but outside of the proposed districts, are also proposed for rezoning with this project because their existing zones will be deleted or modified with this project.

- Properties along the west side of N 10th Avenue are proposed to change from Main Street Mixed Use (MSM) and Main Street General Employment (MSG) to Multi-family Residential (A-2) and Highway Commercial (C-2), for continuity with the properties directly to the west
- Properties along the south side of OR Hwy 8 between S 20th and 22nd Avenues are proposed to change from Main Street General Employment (MSG) to Highway Commercial (C-2) for continuity with properties directly to the east

Central Mixed Use Zone

The Central Mixed Use zone will be based primarily on the existing Main Street Retail Commercial, Main Street Civic, and Main Street Design Overlay zones.

- Dimensions: Cap at 3-story (40-45 feet) height limit to encourage near-term development rather than land-banking until market conditions support more intense development. Minimum 16-foot height requirement for front facades to create a continuous street presence, to be met through various façade treatments if two-story construction is not desired. Zero-foot setbacks, with maximum 10-ft setbacks to encourage active street engagement and a continuous street presence
- Uses: Allow mix of retail, commercial, office, and civic uses based on existing zones. Allow ground-floor residential, in acknowledgment that vertical mixed-use is financially challenging and includes myriad building and fire code implications
- Design standards: Require a few, limited design elements for sites fronting N Adair and Baseline and cross-streets between N Adair and Baseline that contribute to a strong visual identity rather than extensive and expensive design standards:
 - Require arcade-style or other structural weather protection treatment for all development, to create strong, unifying visual identity
 - Require distinctive corner treatments to increase visual prominence of corner

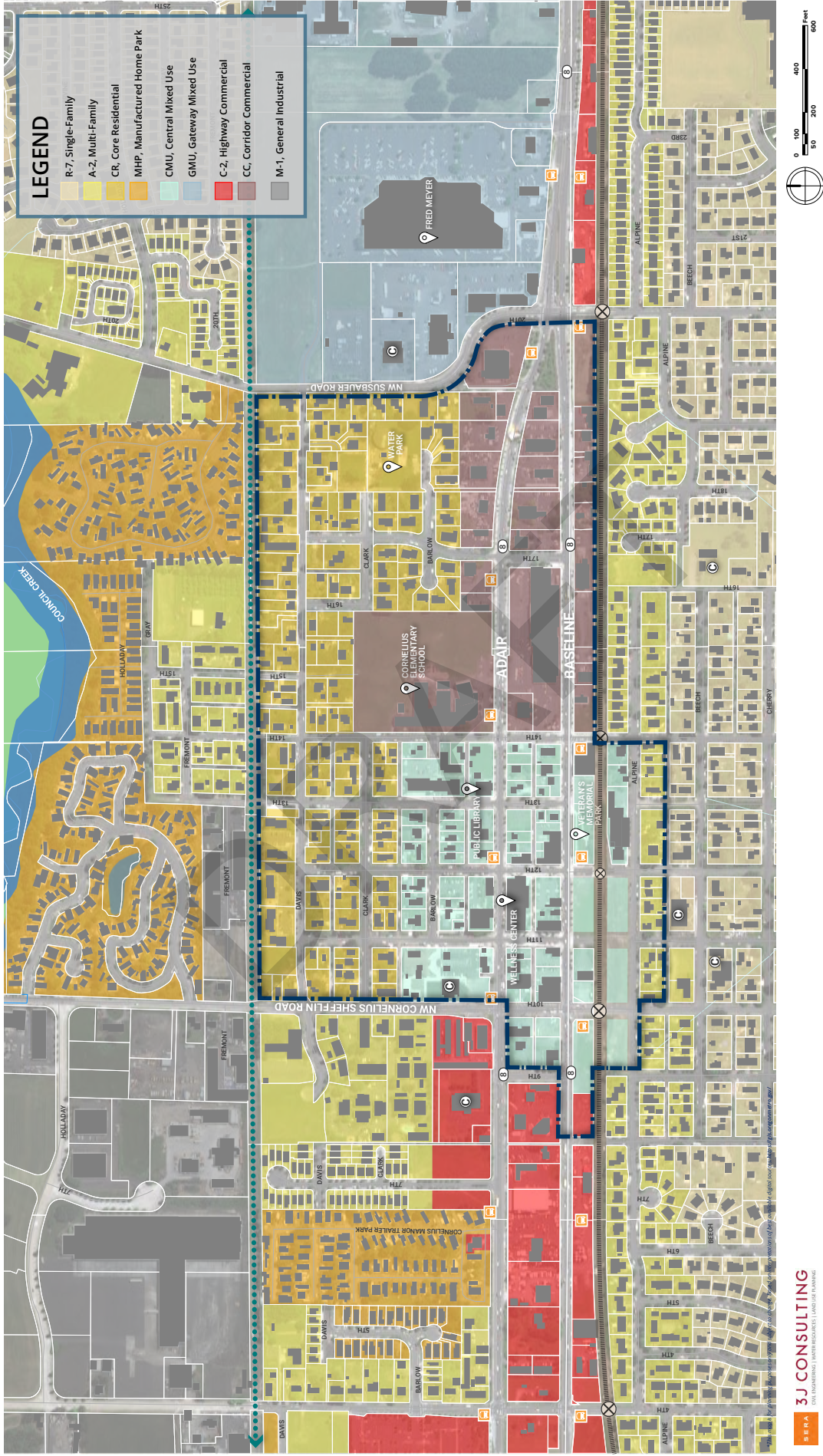


Figure 13. Proposed Town Center Zoning Map.

buildings. Design options to include chamfered corners, inset pedestrian plazas, main entrances, turrets, and materials wrapping around the corner such as structural awnings and windows

- In addition to a few mandatory elements for all buildings, require several elements from a menu of human-scale design choices to support quality design with opportunity for creating individual identity. Design choices may include: tripartite building design including base, middle and cornice features, ground-floor windows including window sills, mullions and transom windows, architectural bays and fenestration, and pronounced entryways incorporating recessed doors, planters, benches, lighting, and distinct materials
- Require a second alley-facing entrance and lighting for sites with alley frontage within the N Adair/Baseline couplet, but no alley façade design requirements
- Nonconforming development: Ensure that existing residential uses can continue, and allow for modest redevelopment of existing nonconforming sites without triggering strict compliance with dimensional and design standards for the district
- Add bike parking minimums that can be met through bike parking in the right-of-way or on site

Corridor Commercial Zone

The Corridor Commercial Zone will be based on the existing Main Street General Employment zone, and will be applied to important redevelopment sites including Grande Foods (Hank's) and Cornelius Elementary School.

- Dimensional standards will support a presence along the street through setbacks, including creating frontage for future redevelopment on the Grande Foods site for Adair and Baseline. Include design standards to address primary building entrances and connections to the street, and location of parking areas to the side or rear of sites
- Support active commercial uses such as retail and services, and limit uses with low employment generations, customer visits, and/or auto-orientation by prohibiting uses such as warehousing
- Limit auto-oriented development aspects, specifically prohibiting any new gas stations

and auto-related uses while permitting existing auto-related uses to continue as a permitted use outside of nonconforming use regulations. New drive-throughs will be prohibited to support a transition away from auto-oriented site design

- Schools to be a conditional use, allowing the redevelopment of Cornelius Elementary as an existing “grandfathered” use but requiring conditional use permit review for any other new schools
- Promote on-street parking and limit requirements for off-street parking by clarifying standard allowing on-street parking spaces to count towards parking minimums, and consider additional reductions to parking minimums. Add bike parking minimums that can be met through bike parking in the right-of-way or on site
- Improve connectivity with spacing standards that require a pedestrian and bicycle accessway or public street right-of-way, bisecting the Grande Foods “superblock” and Cornelius Elementary School site when major redevelopment occurs

Core Neighborhood Zone

Prioritize existing and expanded residential uses in these close-in neighborhoods with access to downtown, while allowing a limited expansion of service commercial and professional office uses through an expansion of home occupation provisions. Avoid creating redevelopment pressures on the existing housing stock, which is relatively affordable, by allowing a gentle increase of density and dimensional standards rather than dramatic increases. This new residential zone will replace a mix of single-family and multifamily zoning, which have created a patchwork of single and multi-family developments that do not necessarily follow those zoning district boundaries. The expanded residential uses within the zone will better match the mix of uses currently present, and allow for gentle infill and densification that supports the nearby town center commercial development.

- Expand missing middle housing options: Allow single-family detached residential, single-family attached residential (townhouses), accessory dwelling units (ADUs), duplexes, common wall single-family dwellings, and multifamily residential as permitted uses. Allow up to two ADUs per home, one internal and one detached, subject to site design standards
- Practical density increase: Allow up to one unit per 2,000 SF of site area for all attached dwelling types and up to one unit per 4,000 SF of site

area for detached dwelling types, subject to reasonable unit setback standards, to increase the number of units that can be built and support infill development. Retain A-2 zone minimum density standards of 8 units per net acre for single-family development and 11 units per net acre for multifamily and all other “missing middle” types

- Practical increases to dimensional standards: Retain the 35-foot height limit, modestly increase maximum lot coverage by 10%, and develop standard 5-10 ft setbacks for most uses. Reduce minimum lot widths to allow infill-scale development, based on existing lot patterns
- Flexible parking requirements: Require one parking space per unit for most dwelling types, similar to existing standards, with multi-family development subject to parking requirements based on bedrooms – one parking space for 1-2 bedroom units and 1.5 spaces for units with 3 or more bedrooms. Added flexibility to provide the space off-street or through adjacent on-street parking if available. Waive off-street parking requirements for ADUs to allow more flexibility to creatively use existing structures and lots
- Expand home occupation options: Permit expansion of commercial service and professional office uses (including legal, medical, financial, etc.) outside of the Town Center Core, but avoid competing with Town Center Core for strictly commercial, retail, and office developments. Model standards on existing Type B home occupation standards, with modifications to allow home occupations as a permitted use, not restricted to family members, and with no daily customer limits. Structural and site modifications subject to administrative review

Gateway Mixed Use Zone

Existing zoning will be replaced by new Gateway Mixed Use zone that will accommodate existing Fred Meyer and commercial uses, as well as a mix of employment, retail, and high-density residential uses on the undeveloped portion of the property. Code will allow options for horizontal and vertical mixed use, with provisions for site design, pedestrian circulation, and architectural design. Final configuration and zoning code changes will be developed outside of the Town Center Plan as part of the future site planning process, and adopted concurrently with the TenBlock District Development & Zoning Code changes in mid to late 2019.

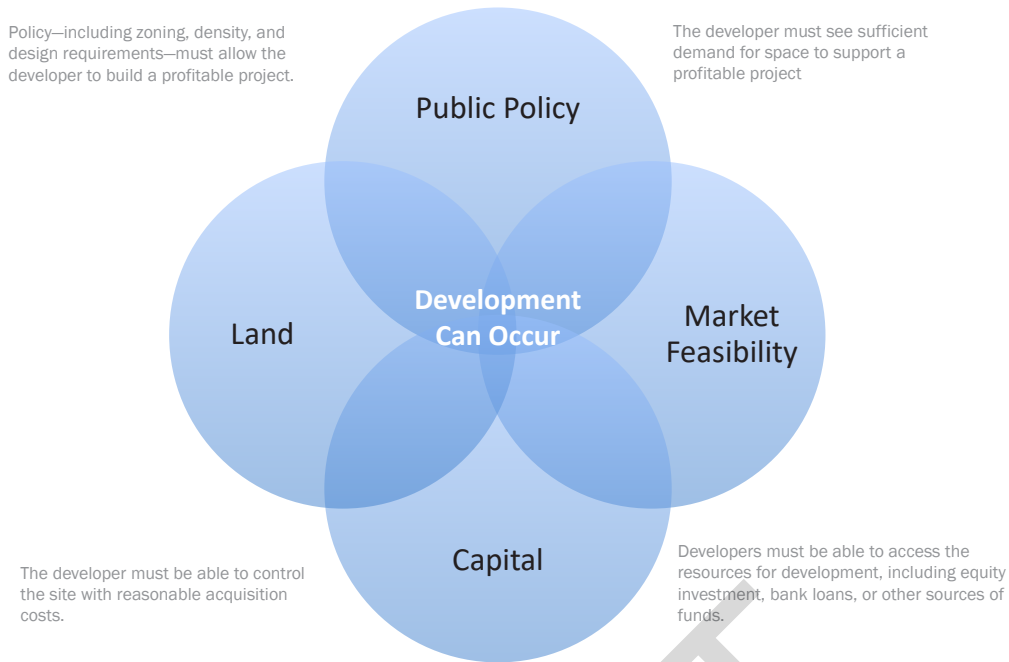


Figure 14. Four Factors that Drive Development Feasibility.

FUNDING AND PHASING

This section provides an overview of the economics of development, potential funding tools, and incentives the City can use to fund TenBlock District improvements. The section ends with strategic considerations for achieving development goals in the four TenBlock Subdistricts. Additional detail on potential funding tools for the TenBlock District and a criteria framework to evaluate funding options can be found in Appendix C.

The Economics of Development

Given the challenging environment for new development in Cornelius, and the various needs of each type of development, different strategies will be needed to successfully incentivize new commercial and residential development in the town center. As with other goods and services, real estate products (homes, commercial buildings, retail stores, etc.) react to changes in supply and demand, for example, when demand (net new households) increases faster than supply (units available). Over time, the only way to stabilize housing price is to balance the supply of housing with demand for it.

Figure 14 illustrates the principal factors that intersect to determine development feasibility: public policy (development standards, allowable density, required use mix), market feasibility (achievable pricing relative to production cost), capital (financing cost and availability), and land (cost and availability).



Figure 15. Development Policy Levels.

The public sector influences each of these four factors, but its natural role—and where it can have the most influence—is the public policy realm. Policies and regulations that have clear rationale, are not overly prescriptive, and leverage other resources (public and private) are necessary to foster an environment where new development can occur.

The public sector’s tools for influencing development can be organized into three categories of actions, as shown in Figure 15: funding and incentives, regulations, and planning.

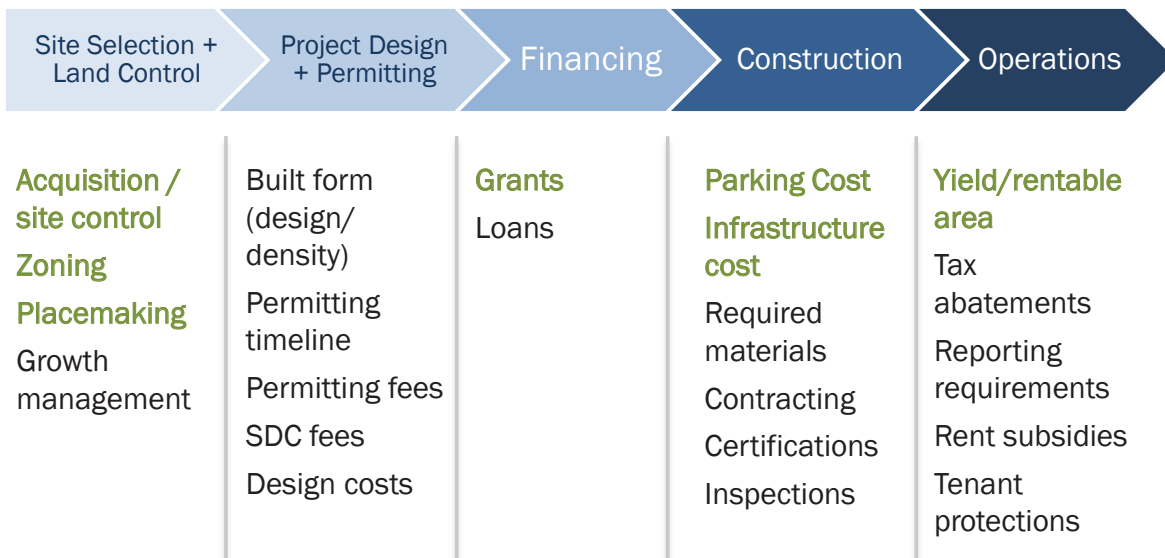


Figure 16. Potential Policy Levers by Property Development Phase.

One useful way of organizing these actions is to see how they can influence development feasibility at various parts of the development process. Cities can provide incentives to developers at the beginning of the process, such as providing lower cost land or flexible zoning. During construction, cities can provide direct assistance in providing funding for parking or infrastructure, or indirect assistance by relaxing regulations related to provision of these facilities. Figure 16 shows a high-level outline of the typical process that developers go through in developing a project, from looking at potential development sites all the way through building operations. The actions shown in green have the greatest impact on the development pro forma, and are thus likely to serve as the most useful incentives for developers.

Given the market economics present today in Cornelius, the City will need to identify a range of policies, actions, and incentives to foster new development in the TenBlock District. Each individual action or fund may not be sufficient in itself to tip the scales for a new development project. But multiple funds, programs and policies, together with organized actions and a collaborative regulatory approach can create an economic environment that is necessary to attract new development.

Target Project Categories and Development Toolkit

The revitalization of the Cornelius TenBlock District will require coordination of investments between the public sector and the private sector. The public sector’s role is to set the vision for the area, develop policies and regulations that support new development, and invest in infrastructure. To attract the first wave of new private sector development projects, the City will likely need to offer financial support.

Public sector support—financial, programmatic, or otherwise—can come from multiple levels of government (federal, state, and local governments). Federal and state funding sources such as infrastructure grants are desirable because they have a limited effect on local government budgets. However, funding allocations from the state and federal government are difficult to predict. While local stakeholders can lobby their representatives in the federal and state government for increased funding, local governments have no direct authority over allocations, which mean state and federal sources that are not specifically authorized are always somewhat speculative. Federal programs that exist today may not exist in a few years, and allocation formulas may change.

Table 2. Potential Public Sector Toolkit.

LOCAL FUNDING TOOLS	STATE, NATIONAL, OR PRIVATE FUNDING TOOLS	TAX ABATEMENTS AND CREDITS	LOCALLY CONTROLLED PROGRAMS AND INCENTIVES
URBAN RENEWAL ECONOMIC IMPROVEMENT DISTRICT GENERAL OBLIGATION BONDS CONSTRUCTION EXCISE TAX FEES OR OTHER DEDICATED REVENUE	STATE OF OREGON TRANSPORTATION LOANS AND GRANTS METRO TOD PROGRAM METRO MTIP COMMUNITY DEVELOPMENT BLOCK GRANTS SECTION 108 EPA BROWNFIELD GRANTS EB-5	ENTERPRISE ZONE VERTICAL HOUSING PROGRAM HISTORIC PRESERVATION TAX CREDIT MULTIPLE UNIT LIMITED TAX EXEMPTION AFFORDABLE HOUSING PROPERTY TAX ABATEMENT OREGON AFFORDABLE HOUSING TAX CREDIT LOW INCOME HOUSING TAX CREDIT	LAND ASSEMBLY AND PROPERTY PRICE BUY DOWN EXPEDITED OR FAST-TRACKED BUILDING PERMIT PROGRAMS SYSTEM DEVELOPMENT CHARGE FINANCING OR CREDITS REDUCED OR WAIVED PERMIT FEES PREDEVELOPMENT ASSISTANCE TENANT IMPROVEMENT GRANTS/LOANS REDUCED PARKING REQUIREMENTS INCENTIVES FOR SPACE-EFFICIENT HOUSING

Target Project Categories

Through the Town Center and Urban Renewal planning process, the City has identified a diverse set of infrastructure and public-private partnership projects that will help to spur development in downtown Cornelius. Based on the current development mix and identified barriers to development in the TenBlock District, the following set of project categories will be employed:

- 1. Public-Private Partnerships.** Public-private partnerships that improve private development feasibility and target investments that spur economic development. Preliminary projects include property acquisition, a façade improvement program, demolition of blighted buildings, and brownfield remediation.
- 2. Housing Development Tools.** Funding tools and incentives that encourage the development of a range of housing types in the TenBlock District, including both market rate and affordable housing. Preliminary projects include construction incentives and SDC waivers.
- 3. Transportation and Infrastructure Enhancements.** Transportation enhancements can include a variety of investments including streetscape enhancements and intersection improvements. This category also includes utility upgrades to support site redevelopment. Preliminary

projects ideas include sidewalk improvements, connectivity projects, road improvements, and lighting improvements.

- 4. Open Space Projects and Downtown Amenities.** Improving the appearance of a downtown area can attract new visitors and those interested in development. Potential projects include a public art program, decorative informational signs, a new splash pad and plaza, gateway projects, and street furniture (bike racks, benches, etc.).

Cornelius Town Center Development Toolkit

The project categories outlined in the previous section were used to narrow the range of potential incentive and funding tools to the list summarized in Table 2. The tools that represent the best opportunities to support development are highlighted. These tools serve as public sector investments to improve the environment for development in the District, and those which incentivize the private sector to engage in development.

SUBDISTRICTS: STRATEGIC DEVELOPMENT RECOMMENDATIONS

The following is a general summary of various programs and tools the City of Cornelius is considering to achieve the vision for the District. These strategic recommendations are tailored to the specific needs of each Subdistrict.

Town Center Core

Leverage existing momentum. There have been several recent private developments in this subdistrict, including the Virginia Garcia Memorial Health Center, Cornelius Place, and renovation of the St. Alexander Catholic Church. Public investments should focus on supporting these activity centers and upcoming projects. The City should look for “low-hanging fruit” and other small, near-term investments to keep the development momentum moving forward.

Strengthen relationships with community partners. The Town Center Core is home to some of the City’s largest and most active community partners. Virginia Garcia and Centro Cultural, among others, are based in this subdistrict. These organizations are leaders within the community. Their input and partnership will be crucial for achieving the future vision of this subdistrict. The City should formalize partnerships with these organizations through ongoing engagement and support for the recently formed Downtown Advisory Group.

Focus economic development efforts on small businesses and start-ups. Like many cities of similar size, Cornelius has many small businesses. Economic growth is more likely to emerge from these existing businesses in the near-term than from new businesses moving into the community. Economic development efforts should focus on supporting these emerging businesses and entrepreneurs through grants, supportive programs, and assistance with finding spaces for them to locate and grow.

Core Neighborhood

Create a package of tools to encourage a range of housing types. The Core Neighborhood is the location for Cornelius to capture more “missing middle” housing—that is, attached, multifamily, or small-lot single family homes that allow for more units than a typical single-family residential area. Development tools and incentives focused on these housing types (see Appendix C for more detail) should be packaged in a clear guide for developers and property owners. Because some of these housing types may not be feasible in the near-term, the City should consider financial incentives, fee waivers, or land-banking to jump start development.

Town Center Corridor

Deploy a phasing strategy with the end in mind but focus on achievable success in the near term. The Town Center Corridor, along with the Town Center Core, features many key redevelopment sites. These include the Western States Fire Apparatus Building and the Grande Foods Site. Redeveloping some of these sites—especially the Grande Foods site—would be capital intensive and, in the near-term, would require a substantial portion of an Urban Renewal Area’s resources. Instead of focusing on large scale redevelopment in the near-term, the City should focus efforts on small and medium sized investments to incrementally transform this subdistrict. The Grande Foods building presents an opportunity to support seven-day-a-week businesses and as a potential incubator for emerging businesses. Smaller successes will create more activity (and tax increment) that can be leveraged by larger investments further down the road.

Focus near-term investments on walkability. This recommendation also applies to the Town Center Core subdistrict. Because Highway 8 is so heavily trafficked, the City should look to identify accessible, safe, and frequently used pedestrian crossings and other walkability focused investments. Safe and accessible pedestrian routes are key elements of a thriving downtown area.

East Gateway District

Engage with the Fred Meyer Site property owner to create a long-term strategy for the site’s redevelopment. This large L-shaped site is controlled by a single property owner/developer who has already completed some planning work on the property. In its Urban Renewal Feasibility Study, the City provided some cost estimates for infrastructure to support its redevelopment. The infrastructure estimates total more than \$1.1M. The City should be prepared to negotiate with the property owner to co-invest in these projects when the site owner is ready to advance with development on the site. But given other Urban Renewal priorities and uncertainty around the developer’s site development schedule, the City should resist proactive investment in the near-term. Instead, the City should work with the property owner to develop a shared vision and long-term development strategy for the site.

NEXT STEPS

The draft Cornelius Town Center Plan will be presented for adoption at a Planning Commission hearing on May 28 and City Council hearing on June 17. The Urban Renewal Plan will go through a subsequent adoption process. Following the adoption of both documents, the City will prepare development and zoning code amendments to implement the Town Center Plan.

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APPENDIX A. METRO EXISTING POLICY AND DIRECTION ON CENTERS AND CORRIDORS

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APPENDIX B. LAND USE AND TRANSPORTATION IMPROVEMENTS

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