

## Memorandum

Date: May 1, 2025

To: West Linn Waterfront Working Group

From: Darren Wyss, Planning Manager

Subject: Meeting #5

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Thanks again on volunteering your time to set on the West Linn Waterfront Working Group. The last meeting of the group was on September 5, 2024, where revisions to the Community Engagement Summary were reviewed as well as a presentation of a refined Community Vision Plan based on the results of public engagement and continued analysis of the site.

This memo is intended to provide background information on the Meeting #5 Agenda topics and help to focus attention on the primary topics for discussion. The agenda topics have been addressed individually below and we encourage you to become familiar with the subject matter in advance of the meeting. We also encourage you to ask clarifying questions in advance. Both will help the meetings be more efficient and effective. Feel free to email me [dwyss@westlinnoregon.gov](mailto:dwyss@westlinnoregon.gov) or call 503-742-6064 at any time with questions or to get clarification on the materials.

### Call to Order and Roll Call (Agenda Item 1)

The following items are included in the packet:

1. Working Group Purpose, Goals, and Membership
2. Updated Meeting Guidelines

### Approval of Meeting #4 Summary Notes (Agenda Item 2)

The following items are included in the packet:

1. [Meeting #4 Summary Notes](#)
2. [Meeting #4 Materials](#) (link only)
3. [Meeting #4 Video](#) (link only)

The working group meetings are being recorded and posted to the [City's meetings page](#). Staff will also produce a general summary of each meeting, with the goal to capture major points of discussion and consensus. Please review the attached Meeting #4 Summary Notes and bring recommended additions/deletions to the meeting for discussion and consensus.

Presentation: Final Waterfront Vision Plan (Agenda Item 3)

The following items are included in the packet:

1. Memo – Final Changes Made to Vision Plan
2. [Waterfront Vision Plan](#) (April 2025)
3. [Waterfront Vision Plan Appendix A](#) (link only)
4. [Waterfront Vision Plan Appendix B](#) (link only)

The project consultant will present changes made to the Final Vision Plan based on feedback from the Working Group, property owners, stakeholders, and the community. The City does not anticipate any further changes to the document and will be moving forward towards adoption of the Vision Plan in Autumn 2025.

Presentation: Waterfront Vision Plan January 2025 Survey Results (Agenda Item 4)

The following items are included in the packet:

1. [January 2025 Survey Results](#)

The City conducted a survey from December 18, 2024 to January 31, 2025 that was intended to gauge community support for the written and visual depictions of the vision for the three districts of the Waterfront Planning Area (Historic City Hall, Cultural Heritage, and Pond). The survey asked for level of agreement for the overall plan and the three individual districts.

Discussion: Policy and Regulatory Recommendations Memo (Agenda Item 5)

The following items are included in the packet:

1. [Policy and Regulatory Recommendations Memo](#)

The project consultant team has reviewed the City's Comprehensive Plan and Development Code for compatibility with the Waterfront Vision Plan. The results are found in the memo, along with recommendations. The memo also includes information from other cities that have pursued riverfront redevelopment plans. The intent of this work is to set the stage for the next phase of the Waterfront Project, which will include pursuing potential zoning changes and development code amendments to help promote achievement of the vision. Please come prepared to provide feedback on the document.

If you have questions about Meeting #5 or materials, please feel free to email or call me at [dwyss@westlinnoregon.gov](mailto:dwyss@westlinnoregon.gov) or 503-742-6064. As always, please submit questions before the meeting to increase the efficiency and effectiveness of the discussion as it allows staff to prepare materials and distribute them for your consideration. Thank you and hope to see everyone on May 8<sup>th</sup> at 1:00pm.



## **Agenda Item #1 Materials**

## West Linn Waterfront Plan

### Working Group

**(Revised August 29, 2024)**

The West Linn Waterfront Plan will complete pre-pandemic work to establish a preferred community vision for the area adjacent to the Willamette River from I-205 to the Willamette Neighborhood. The planning area is split into three districts (Historic City Hall District, Cultural Heritage District, and Pond Redevelopment District) as each area contains distinct access, topography, infrastructure, and zoning issues to consider. The goal of the project is to complete a draft vision plan, perform public engagement to verify the plan has broad community and stakeholder support, conduct a final transportation analysis, and develop a framework of changes to the Comprehensive Plan, Transportation System Plan, Zoning Map, and Community Development Code necessary to implement the vision in the Historic City Hall District and Pond Redevelopment District.

#### **Working Group Purpose**

Provide input by reviewing, discussing, and revising the draft documents brought forward by staff and the consultant team and make a final recommendation to the Planning Commission.

#### **Working Group Goals**

Evaluate and recommend a final plan that includes:

1. Proposed Draft and Final Preferred Community Vision for the Waterfront Area.
2. Proposed changes to the Comprehensive Plan and Zoning Map for the Historic City Hall District and Pond Redevelopment Districts.
3. Proposed changes to the Community Development Code, inclusive of design standards, for the Historic City Hall District and Pond Redevelopment Districts.
4. Proposed final alignment options, TSP amendments, and financing options necessary to support all modes of travel within the project area.

#### **Working Group Membership**

City Council	Mary Baumgardner Lou Groner (Alternate)
Planning Commission	Tom Watton
Historic Review Board	James Manning
Willamette Neighborhood Association	Kathi Halicki
Bolton Neighborhood Association	Patrick Hogan
Sunset Neighborhood Association	Bayley Bogess
PGE (Property Owner)	Raihana Ansary, Local Government Affairs Manager
Belgravia (Property Owner)	Kyle Anderson, GBD Architects

Willamette Falls Trust	Governor Kate Brown, Willamette Falls Trust
Confederated Tribes of the Grand Ronde	Jon George
Willamette Falls and Landings Heritage Area Coalition	Britta Mansfield, Executive Director
Waterfront Development Professional	Jim Edwards
Planning Area Property Owner (Willamette)	Robert Schultz
Planning Area Property Owner (Historic City Hall)	Chris Boston
Youth Advisory Council	Caroline Nielson
River Access & Recreation	Jeff Kohne
Sustainability Advisory Board	Josh Carter
Economic Development Committee	Greg Smith
Willamette Riverkeeper	Bob Sallinger

## **West Linn Waterfront Working Group Meeting Guidelines**

1. Meetings will generally be held on the 1<sup>st</sup> Thursday. They will begin at 1:00 PM and end by 2:30 PM. **Meetings will start and end on time.** Changes to the meeting day or time must be approved by a majority of the committee.
2. Staff will provide agendas and all supplemental meeting materials to the members by the Friday immediately preceding the next meeting.
3. Staff will record the meetings.
4. Members accept the responsibility to come to the meetings prepared for the discussions.
5. To promote efficient and effective meetings, members should make a reasonable attempt to provide questions to staff in advance of meetings to allow time for research and distribution of answers/materials to the group before the meeting.
6. The Chair will manage meetings by keeping discussions focused, ensuring all points of view are heard, maintaining civility, and adhering to the agenda.
7. Members will fully explore the issues and search for creative solutions before forming conclusions. When members have divergent perspectives on topics under discussion, members should identify where they disagree as well as where they agree and identify the rationale for their position.
8. Each member is an equal participant in the process and will have an equal opportunity to voice opinions and contribute ideas.
9. Members shall make a concerted effort to focus on the topics under discussion.
10. The Working Group will strive to achieve consensus on recommendations. If consensus cannot be achieved, a vote of members present will be taken. The majority recommendation and dissenting opinions will be forwarded as appropriate.
11. Requests for information from staff will be limited to items that can reasonably be provided.
12. Members may not present themselves as speaking for the Working Group unless authorized to do so by a majority vote of the Working Group. Members are welcome to participate in any public meetings and discussions as private citizens.
13. Time shall be allotted at the end of each meeting to allow members of the public to comment.
14. Any written comments received from the public by staff will be provided to all members.

## **Agenda Item #2 Materials**



**WEST LINN WATERFRONT WORKING GROUP MEETING  
Draft Meeting Notes of September 5, 2024**

<u>Members:</u>	James Manning, Tom Watton, Kathie Halicki, Kyle Andersen, Britta Mansfield, Bob Schultz, Jim Kohne, Patrick Hogan, Greg Smith, and Ansary. Kate Brown arrived late.
<u>Members absent:</u>	Jon George, Mary Baumgardner, Bailey Boggess, Jim Edwards, Chris Boston, Josh Carter, and Bob Salander
<u>Staff present:</u>	John Floyd, Senior Planner
<u>Consultant present:</u>	Adrian Witte – Project Manager, Toole Design
<u>Public:</u>	Rus Axelrod

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The meeting video is available on the [here](#).

**1. Call to Order and Roll Call**

Chair Manning called the meeting to order at 1:06pm and took roll.

**2. Approval of Meeting 3 Summary Notes 06.26.24**

Member Watton moved to approve the meeting notes for June 26, 2024. Member Halicki seconded.

**Ayes: Manning, Watton, Halicki, Andersen, Mansfield, Schultz, Kohne, Hogan, and Smith. Nays: None. Abstain: Ansary. The motion passed 9-1-0.**

**3. Presentation and Discussion of Revised Community Engagement Summary**

Adrian Witte, consultant, presented the revised Community Engagement Summary, including normalized scores for public survey responses. The following steps involve incorporating public engagement feedback into the intensity of use, zoning, building sizes, and fares.

Witte will define low-density, medium-density, and high-density housing and provide more specificity about what the different zoning options mean.

Member Schultz suggested that the summary incorporate references to smart growth development and its benefits.

Witte noted that the next steps involve incorporating the insights from the public engagement process and visioning exercise into concrete actions, including identifying the appropriate intensity of land uses, the types of uses that align with community visions, and how these fit within the applicable zoning categories. Additionally, considerations around building sizes, design elements, and related factors will be addressed. These findings will be presented to the group at the next meeting for further discussion and input.

Floyd added that the Vision Plan is essentially a broad concept plan. It does not address specific densities or housing types at this stage. Those details will be part of the next phase of the process, which will be revisited in December.

#### 4. **Presentation and Discussion of Revised Community Vision Plan**

Witte presented the revised Community Vision Plan. The revised Plan is an update to the preliminary draft shared for public engagement earlier in the year. The document has been revised to incorporate feedback received during that process and has been streamlined for clarity. Some of the more technical analyses have been moved to the appendices, allowing the document's main body to be more concise. A new Design Principles section was added to pull out some of the key elements of the technical analyses.

The Plan is a high-level visioning document that captures feedback on what residents want for the area. Once common community themes are identified, the next step is determining how those ideas can be implemented and made a reality.

Kyle Anderson asked how closely the Community Vision Plan lines up with the proposed realignment of Willamette Falls Drive. Given the significant pressure to establish the Historic District as a Main Street, he asked how to slow traffic down to match up with the imagery in the Plan. Witte responded that the next step is to take a deeper dive into the transportation networks that would be needed to support the community vision for the area.

Gregory Smith raised concerns about parking and the lack of space in the area. Smith felt the lack of parking was a fundamental disconnect with the main street vision for the area. Witte acknowledged the parking constraint and discussed a district-wide approach to parking.

Tom Watton highlighted the proposed removal of a primary pedestrian bridge over I-205 (Broadway Street) and the area's ongoing development. He noted that Willamette Falls Drive will continue to be used as a bypass for I-205. Witte pointed out that the Technical Advisory Committee is discussing the proposed transportation projects for the area.

Access to the cultural heritage district was a major concern. The middle subdistrict is not currently within the scope of the plan, and future non-mill use of the island is uncertain. The city does not own property in the area, so some responsibility for figuring out access and development lies with the property owner. Additional planning for the area with the property owners is needed.

Raihana Ansary, PGE, noted that after an initial review of the revised Vision Plan, it appears to align with PGE's vision for its Willamette Falls holdings at a high level. However, she noted several areas of concern. First, some concepts should recognize the FERC boundary and security and operational issues around the Sullivan Plant. Second, specific ideas limit development potential within the various sub-districts. Third, some areas need to adequately consider the access and infrastructure necessary to realize the site's development potential fully. As raised today, PGE is particularly interested in discussing access, transportation infrastructure, and alignment.

The community vision for the Pond District includes lower intensity uses and restoration of ecological environments. Greg Smith noted that an additional challenge or constraint regarding this site that ought to be acknowledged is the potential for liquefaction in case of a major earthquake. Witte requested any further comments about the revised Community Vision Plan to John Floyd by September 12.

The next steps are refining the vision based on the feedback received and beginning the zoning analysis and transportation network plan. The intention is to present these updates to the group at a meeting in early December.

**5. Meeting 5 Agenda/Tasks**

The next steps are refining the vision based on the feedback received and beginning the zoning analysis and transportation network plan. The intention is to present these updates to the Working Group at the next meeting tentatively scheduled for December 5, 2024.

**6. Items of General Interest – City Staff**

None.

**7. Items of General Interest – Working Group Members**

None.

**8. Public Comment**

Russ Axelrod emphasized the importance of including input from all West Linn residents and neighborhood associations, not just those from the Bolton, Sunset, and Willamette neighborhoods adjacent to the planning area. He expressed a desire for this to be a stated goal of the process. Additionally, he requested that the planning effort explore the possibility of a cap over I-205, which could be repurposed for local needs such as parking, housing, and access to key waterfront areas.

**9. Adjourn**

Chair Manning adjourned the meeting at 2:14 pm.



## **Agenda Item #3 Materials**

## MEMORANDUM

April 30, 2025

To: Darren Wyss, City of West Linn

From: Adrian Witte and Anjulie Palta, Toole Design

Project: West Linn Waterfront Plan

Re: **Changes between December 2024 Final Draft Vision Plan and April 2025 Final Vision Plan**

This memorandum summarizes the changes made between the Final Draft Vision Plan provided to the Project Working Group in December 2024 and the Final Vision Plan dated April 2025. The changes were based on feedback gathered from the PWG, meetings and correspondence with the major property owners in the area, and from feedback provided by the public. It does not log minor text edits.

## UPDATES

The following updates were made to the document and are logged by section and page number referring to the Final Vision Plan document dated April 2025.

Acknowledgements (see p. ii)

- Removed the Chair and Vice Chair titles and added Kris Kachirisky as a Planning Commission member.

Introduction (see p.1):

- Updated Arch Bridge photo to look towards West Linn (not Oregon City).

Engagement (see p.10)

- Updated the 2024-2025 Vision Plan Engagement graphic to add the December 2024 – January 2025 online survey and the February 2025 property owner meetings to timeline.

Guiding Principles (see p.11)

- Reinvestment Opportunities section:
  - Original: "Accommodate access, parking, and security for the paper mill and electric utility sites."
  - Updated: "Accommodate access, parking, and security for *Moore's Island* and electric utility sites."
  - Original: "Adaptive reuse of existing buildings."
  - Updated: "*Site adaptation opportunities and reuse of Historic City Hall*"

## Guiding Principles (see p.12)

- Transportation Improvements section:
  - Original: "Balanced land use and transportation design."
  - Updated: "Coordinate land use, development, and transportation infrastructure needs."
  - Original: "Preserve truck access as needed to support commercial and industrial activity."
  - Updated: "Preserve access as needed to support commercial and *power generation activities*"
  - Original: "Creative solutions for multi-modal improvements."
  - Updated: "Creative solutions for multi-modal improvements *including future consideration of regional transit corridors and river transportation.*"
- River Access section:
  - Added: Opportunities created by the reopening of the locks to river transportation.
- Historic Character section:
  - Original: "Honor Native American Treaty and restore and respect Indigenous traditions along the Willamette River and Falls."
  - Updated: "Honor Native American Treaties and restore and respect Indigenous traditions along the Willamette River and Falls."
  - Original: "Collaboration with other regional efforts"
  - Updated: "Collaboration with other regional, *state, and local efforts to recognize the history and heritage of the site.*"
  - Original: "Collaboration with efforts to repair and reopen the ~~Willamette Falls~~ Locks."
  - Updated: "Collaboration with *Willamette Falls Locks Authority* to repair and reopen the Locks."

## Key Planning Issues (see p.18)

- Historic City Hall District section:
  - Added: "This area experiences traffic congestion. Changes will need to consider impacts to I-205 and Arch Bridge traffic to/from Oregon City."
  - Original: "Location of ~~proposed~~ ODOT bike/pedestrian bridge."
  - Updated: "Location of bike/pedestrian bridge *alignments studied by ODOT.*"
- Cultural Heritage District section:
  - Added: "Federal Energy Regulatory Commission (FERC) boundary protects power generating resources and public safety. Public access changes require FERC and stakeholder approval."
  - Original: "Potential to ~~connect physically and programmatically to Tumwata Village across the river in Oregon City.~~"
  - Updated: "Potential to *align with development and programming on the eastside of the river.*"
  - Original: "Potential connections to ~~proposed~~ ODOT bike/pedestrian bridge."
  - Updated: "Potential connections to bike/pedestrian bridge *alignment studied by ODOT.*"
- Pond District:
  - Original: "Lowest elevation and ~~most of site is~~ in the floodplain."
  - Updated: "Lowest elevation and *significant portions of the site* in the floodplain."

- Original: "Includes two settling ponds that would need remediation to convert to other uses."
- Updated: "Includes two settling ponds that would need remediation *or other protective measures* to convert to other uses."
- Original: "District has limited access and entry points ~~with no connections across I-205.~~"
- Updated: District has limited access and entry points *and the existing street network is narrow and lacking sidewalks in many places.*"

#### Design Principles (see p. 20)

- Mobility and Access section:
  - Original: "~~Create clear and direct access to the proposed Waterfront Trail from Willamette Falls Drive.~~"
  - Updated: "*Ensure the future street network allows access to critical functions and addresses regional and local traffic concerns.*"
  - Removed: "~~Avoid unnecessary dead ends and minimize excessive confluences.~~"
  - Added: "Provide transportation infrastructure that supports land use changes and development."
  - Added: "Utilize the opportunities created by the locks being reopened to allow travel up- and downstream of the falls."
- Environmental Stewardship section:
  - Original: "Safeguard natural and sensitive areas through wetland, habitat, and shoreline restoration and the reuse of ~~industrial infrastructure.~~"
  - Updated: "Safeguard natural and sensitive areas through wetland, habitat, and shoreline restoration and the reuse of *materials where possible.*"
  - Original: "~~Do not over program districts and adversely impact~~ natural areas and wildlife habitat."
  - Updated: "*Balance development with opportunities to restore* natural areas and wildlife habitat."

#### Market Analysis (see p. 23)

- Added under Housing: "*As the region's population continues to age, and older homeowners increasingly choose to downsize, there is an expectation of increased demand for senior housing. The waterfront could be an ideal location for senior condos, apartments or care facilities, or multigenerational housing opportunities.*"

#### Market Analysis (see p. 24)

- Added under Retail: "*The waterfront is a destination location with the potential to bring a wide variety of visitors. Despite the lack of connectivity with other retail centers in the area, the waterfront has potential to become a unique retail destination through experiential, multi-tenant offerings.*"

#### Market Analysis (see p. 25)

- Added under Hospitality: "*With the potential for the waterfront to develop into a premier destination, the feasibility will increase for boutique hospitality offerings with the possibility of a small-scale event venue that takes advantage of the unique waterfront location.*"
- Original: "Travelers seek authentic, locally immersive experiences. Alternative lodging options that are combined with other experiential uses such as a concert venue or similar amenities may be feasible."

- Updated: “Travelers seek authentic, locally immersive experiences. Alternative lodging options that are combined with other experiential uses such as *the Falls, natural areas, cultural attractions, a main street*, or a concert venue or similar amenities may be feasible.”

#### Historic City Hall District (see p. 31/32):

- Summary page (see p.31):
  - Original: “~~Reuse of Historic City Hall as a theater, museum, or community center.~~”
  - Updated: “*Project to restore Historic City Hall as a cultural/heritage center and anchor for visitor experience opportunities.*”
- Framework Plan (see p. 32)
  - Original: “Future connection to Broadway ~~to be determined~~ with ODOT”
  - Updated: “A future connection to Broadway *would require feasibility review and coordination* with ODOT”
  - Updated: Instances of “tumwata village” (throughout) updated to be spelled with lowercase “t” and “v”
  - Original: “Further study needed for WFD and creation of Main Street”
  - Updated: “Further study needed for WFD *realignment, access to PGE facilities*, and creation of Main Street”
  - Original: “Continuous lowlands connection across districts”
  - Updated: “*PGE Access and* continuous lowlands connection across districts”

#### Cultural Heritage District (see p. 33/34)

- Summary page (see p.33):
  - Original: “~~Reuse of materials and~~ site adaptation for a public market, light industrial, and/or event spaces”
  - Updated: “Site adaptation for a public market, light industrial, and/or event spaces”
  - Original: “~~Locks to provide access to the water~~ and unprecedented access to the Falls”
  - Updated: “*Restored locks will allow boat movement upstream and downstream and* unprecedented access to the Falls”
  - Original: “~~ODOT Bridge from Historic City Hall District to Moore’s Island to Tumwata Village~~”
  - Updated: “*Potential bike/ped bridge* from Historic City Hall District to Moore’s Island to *tumwata village*”
- Framework Plan (see p. 34):
  - Added callout: “*Future planning studies to be conducted by property owners to determine access and development feasibility*”
  - Added callout and FERC boundary: “*Public Access is Limited Within the FERC Boundary and Would Require FERC Approval*”
  - Added callout: “*Waterfront Trail Alignment Subject to Further Study and FERC Approval*”
  - Original: “~~Potential Connection~~ to Moore’s Island”
  - Updated: “*Further study needed to determine access* to Moore’s Island”

- Original: “Site Clean-up, Reuse of Materials, and ~~Adaptation on Moores Island to Celebrate Industrial Heritage~~”
- Updated: “Site Clean-up, Reuse of Materials to Celebrate Industrial Heritage, *and Potential Rezoning to Accommodate Future Land Uses*”

#### Pond District (see p. 35/36)

- Summary page (see p. 35):
  - Original: “Remediation and rezoning of ponds for non-industrial uses.”
  - Updated: “Remediation or other protective measures and rezoning of ponds for non-industrial uses”
- Framework Plan (see p. 36):
  - Added callout: "Any new development to address traffic circulation and access issues - potential new access to WFD"
  - Updated pond labels to: “West Linn Mill Site Settling Pond” and “Blue Heron Mill Settling Pond”
  - Changed legend label from: "Priority Development Area" to "Potential Development Area"

## APPENDIX A UPDATES

#### Project Overview (see p. 4)

- Updated public engagement graphic.

#### Engagement Approach (see p. 5)

- Added text to reflect additional public outreach conducting in late 2024 and early 2025.

#### Follow-Up Public Engagement (see p. 18/19)

- Added entire section to report on results of the City’s online survey about the Revised Draft Vision Plan that was conducted between December 2024 and January 2025.
- Summarized survey outcomes
- Summarized public comments

## APPENDIX B UPDATES

#### Flood Plain (see p. 6)

- Changed settling ponds from light blue to white to better visualize/indicate that southern pond is within the 100-year flood plain and northern pond is not.

#### FERC Boundary (see p. 9)

- Added FERC boundary map and narrative description.



# Community Vision Plan

April 2025





# ACKNOWLEDGMENTS

## City Council Members

Mayor Rory Bialostosky

Council President Mary Baumgardner

Councilor Leo (Lou) Groner

Councilor Carol Bryck

Councilor Kevin Bonnington

## Planning Commission Members

John Carr

Joel Metlen

Jason Evans

Kathryn Schulte-Hillen

David D. Jones

Kris Kachirisky

Gary Walvatne

Tom Watton

## Project Management Team

Darren Wyss – City of West Linn, Planning

Toole Design

Leland Consulting Group

Mayer Reed



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01

# Introduction





# WHAT IS THIS VISION PLAN?

The goal of this Vision Plan is to present an inspired and achievable framework for the transformation of West Linn's Waterfront into a vibrant place that provides new opportunities for residents and visitors to access and experience the natural beauty and cultural richness of the area.

The complexity of the site provides challenges, but recent public investments, private property owner initiatives, and a groundswell of community support have marked a turning point in the City's renewal efforts.

To capitalize on this moment, the City of West Linn restarted a 2-year planning process that continues a transparent and collaborative community-driven effort that started prior to the pandemic. The Vision Plan puts the community's interests at the center of the process and incorporates their thoughts along with property owner interests and an analysis of the area's physical, economic, and regulatory issues to develop a plan for realizing the potential of the Waterfront.







# GOALS

The Waterfront is a key piece in the economic development of West Linn. Building on decades of past planning efforts and public input, the desired outcome of the Waterfront Vision Plan is the creation of a revitalized area that provides a diverse mix of land uses, increases access to the river and recreational opportunities, and celebrates the Indigenous and industrial heritage of the site.

**The goals of the Vision Plan are to:**



# PROCESS

This Vision Plan signifies the restart of the City's effort to reimagine the waterfront, a process that began in 2016 but was delayed by the COVID-19 pandemic.

The Vision Plan was guided by a Project Working Group (PWG) that represents a diverse group of stakeholders whose input, advice, and feedback has helped shape the planning process. This Vision Plan document has undergone review and approval by the PWG.

Previous planning and community engagement were used to develop a Draft Vision Plan that was shared with the community in Spring 2024. Refinements were made based on community input and discussions with major property owners and key stakeholders to develop this Final Vision Plan. It includes a comprehensive vision for the site and each of its districts.

Subsequent phases, including Legislative Adoption, will identify the steps needed to materialize the plan, and update City policies to formally adopt the plan into regulation.

## Fall/Winter 2023/24

- » Preliminary Vision Plan
- » Guiding Principles
- » Planning Framework
- » District Planning
- » Public Consultation
- » Option Testing

### Plan Development

## Summer/Fall 2024

- » Vision Plan Refinement
- » Option Refinement
- » Public Review
- » Final Vision Plan

### Preferred Plan

## Winter/Spring 2024/25

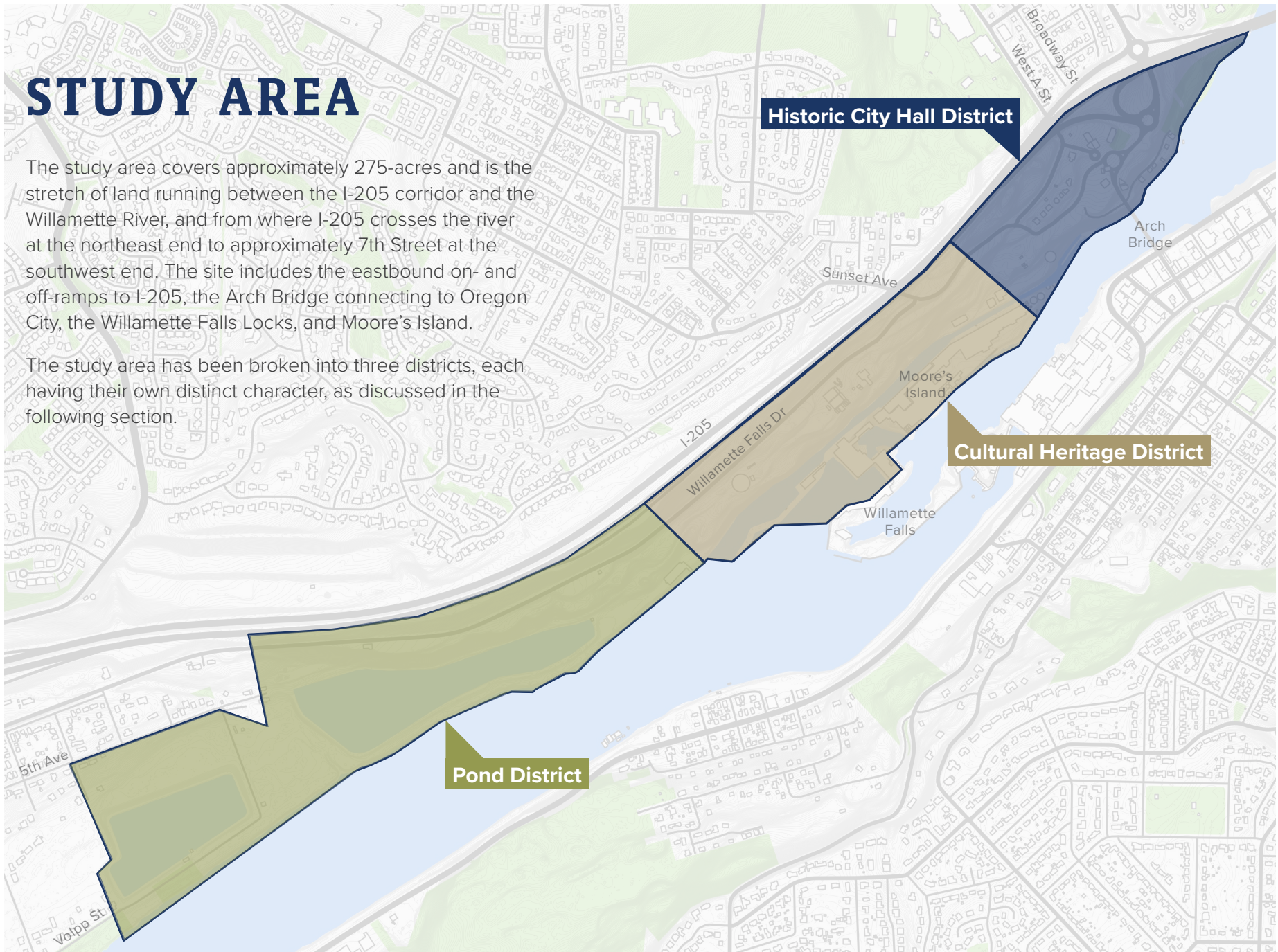
- » Zoning/Code Updates
- » Implementation Strategies
- » Financing Plan
- » Public Review
- » Final Documentation
- » Legislative Adoption

### Legislative Adoption

# STUDY AREA

The study area covers approximately 275-acres and is the stretch of land running between the I-205 corridor and the Willamette River, and from where I-205 crosses the river at the northeast end to approximately 7th Street at the southwest end. The site includes the eastbound on- and off-ramps to I-205, the Arch Bridge connecting to Oregon City, the Willamette Falls Locks, and Moore's Island.

The study area has been broken into three districts, each having their own distinct character, as discussed in the following section.





## ALIGNED PROJECTS AND PLANNING EFFORTS

Planning for the study area has been ongoing for almost 40-years. Most recently, there have been numerous planning efforts and projects that will help inform the larger vision for the site.

- 
- 1 Willamette Falls Inter-Tribal Public Access Project (Ongoing)
  - 2 Willamette Falls Locks Seismic Upgrade (2023)
  - 3 Oregon City-West Linn Pedestrian-Bicycle Bridge Concept Plan (2023)
  - 4 Willamette Falls Drive Concept Plan (2021)
  - 5 Willamette Falls Portage Trail Concept Study (2019)
  - 6 West Linn Mill Site & Willamette Falls Tour Feasibility Study (2019)
  - 7 PGE West Linn Waterfront Redevelopment Study (2019)
  - 8 West Linn Upland Site Development Work Session (2019)
  - 9 West Linn Master Plan for Parks, Recreation, and Open Space (2019)
  - 10 West Linn Comprehensive Plan (2017)
  - 11 West Linn Transportation System Plan (2016)
  - 12 West Linn Waterfront Project Assessment and Roadmap (2016)
  - 13 Blue Heron Aerated Stabilization Sludge Management Project (2015)
  - 14 Arch Bridge Concept Plan (2014)
  - 15 A Vision for the Willamette Falls Legacy Project (2014)
  - 16 Comprehensive Trails Master Plan (2013)

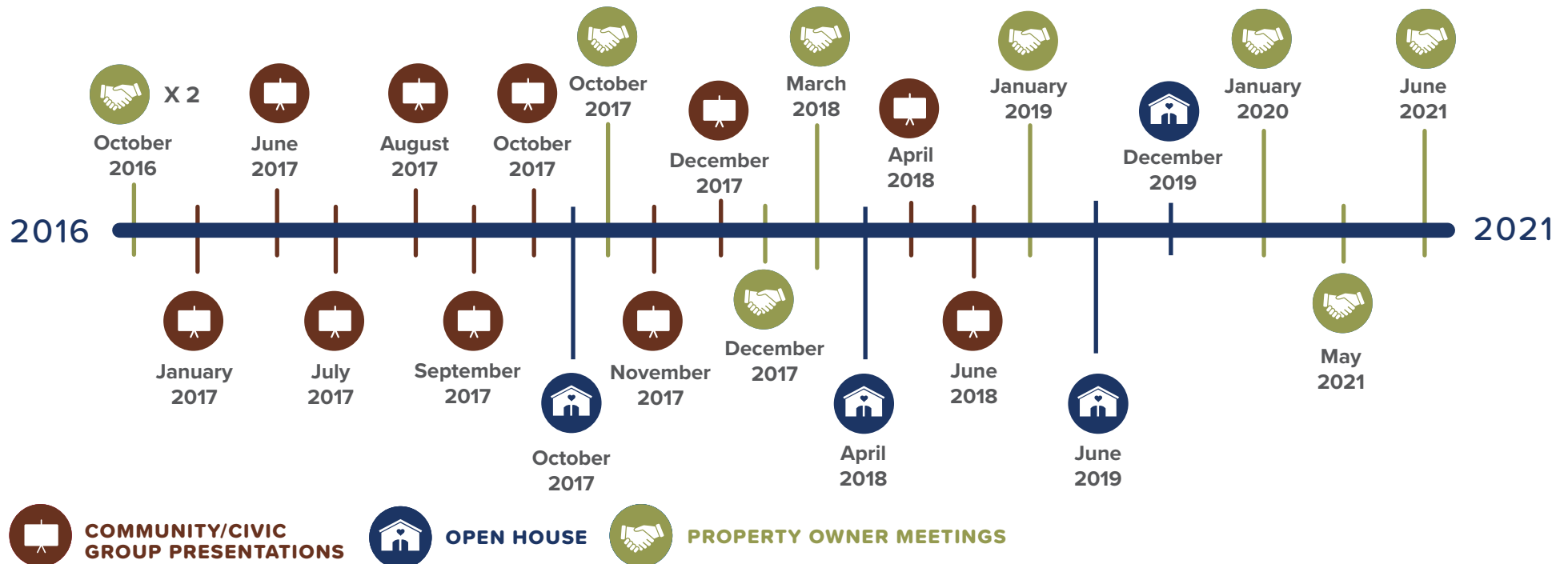
# ENGAGEMENT

This Vision Plan builds on decades of thoughtful work conducted by City staff and the community to reimagine the Waterfront.

Planning conducted between 1986 and 2016 included several neighborhood and redevelopment plans within and nearby the project area. These were used by City staff to develop a set of preliminary guiding principles that were taken out to the public as part of the City's 2016 and 2021 engagement with the community.

Considerable community engagement – including open houses, community group presentations, and property owner meetings – resulted in refinements to the guiding principles and the preliminary identification of land uses and amenities that the community would like to see on the Waterfront. Out of the process, the City also developed a concept plan for Willamette Falls Drive that was adopted into the City's Transportation System Plan. Some of the key stakeholders and property owners have also conducted and are continuing to conduct their own planning to understand how they can best realize the potential for the Waterfront.

## 2016–2021 PRELIMINARY ENGAGEMENT



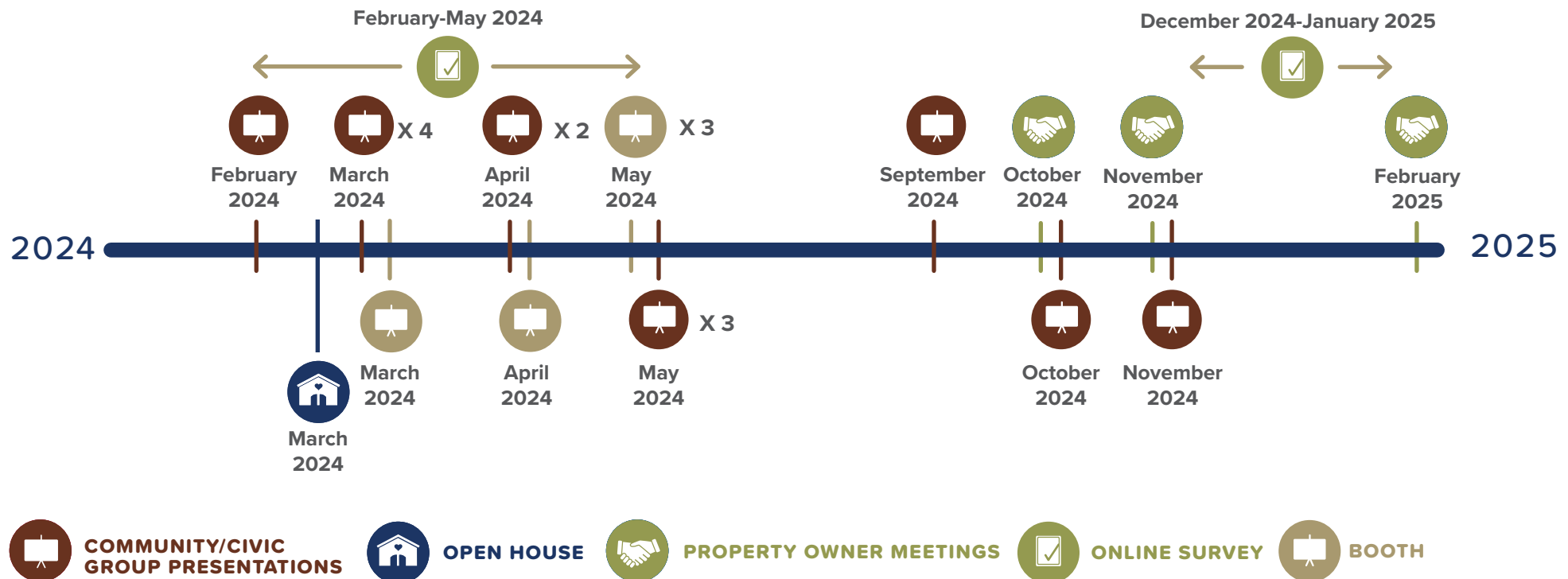
The launch of this Vision Plan led to the City's most recent 2024/2025 engagement efforts which obtained input on the Draft Vision Plan and confirmed the planning framework for each district. The input received was used to revise the final Vision Plan and will inform future phases of implementation including zoning, land use, transportation, and code development.

Public engagement included both virtual and in-person activities. Virtual engagement was facilitated through a project website, online surveys,

an interested parties sign-up link, social media, city newsletters, and a comment form. In-person engagement included a public open house, presentations to community organizations, and tabling events. Future community engagement will continue to provide opportunities for partners and the public to comment on the next stages of implementation.

**For more information on the key outcomes and findings from recent engagement efforts, see Appendix A.**

## 2024-2025 VISION PLAN ENGAGEMENT

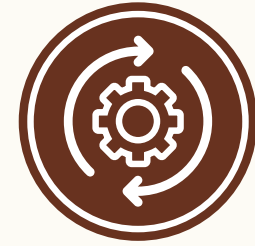






## GUIDING PRINCIPLES

Four guiding principles were developed from extensive public consultation. These represent the community's priorities for the West Linn Waterfront and were used to shape the design concepts presented in this Vision Plan.



## REINVESTMENT OPPORTUNITIES

The area will maintain its long history as a working waterfront, while creating opportunities for reinvestment in the historic heart of the community.

### KEY ELEMENTS

- Provide opportunities for reinvestment in the three planning districts.
- Accommodate access, parking, and security for Moore's Island and electric utility sites.
- Land use decisions support community vision and market principles.
- Set expectations and parameters through zoning and design guidelines.
- Encourage and enable private sector investment to build high quality places.
- Site adaptation opportunities and reuse of Historic City Hall.
- Public and private owners work together on timing of land use transitions.



## TRANSPORTATION IMPROVEMENTS

Through public and private investment, the Waterfront will safely accommodate pedestrians, bicyclists, motorists, and truck traffic through improved facilities and turning movements, while reducing conflicts and supporting land uses.

### KEY ELEMENTS

- Coordinate land use, development, and transportation infrastructure needs.
- Livability and accessibility of nearby neighborhoods.
- Preserve access as needed to support commercial and power generation activities.
- Leverage public funds with private investment for safety and capacity improvements.
- Improved local access through the area.
- Creative solutions for multi-modal improvements including future consideration of regional transit corridors and river transportation.



## RIVER ACCESS

The community and visitors will have enhanced visual and physical opportunities to enjoy the river and falls through trails, open spaces both natural and within the built environment, and aquatic recreation.

### KEY ELEMENTS

- Public and private spaces woven together in a singular experience.
- Views of the Willamette River and Falls.
- Water quality and fish habitat protections.
- Continuous trail network.
- Physical access to the river's edge.
- Opportunities created by the reopening of the locks to river transportation.



## HISTORIC CHARACTER

The community and visitors will experience a revitalized and vibrant Waterfront, while experiencing and celebrating the working and historic industrial uses and important natural, historic, and cultural resources of the area.

### KEY ELEMENTS

- Natural, historic, and cultural values are protected and embraced.
- Honor Native American Treaties and restore and respect Indigenous traditions along the Willamette River and Falls.
- Collaboration with other regional, state, and local efforts to recognize the history and heritage of the site.
- Collaboration with Willamette Falls Locks Authority to repair and reopen the Locks.
- Support business viability and vitality.
- Maximize economic connections to the Willamette Historic District.









02

# **Planning Framework**



# TOWARDS A PLANNING FRAMEWORK

The Planning Framework serves as a blueprint to safeguard natural and cultural resources while identifying ongoing work and potential new development areas along the Waterfront. It is grounded in a comprehensive physical analysis, covering floodplain areas, shoreline access and conditions, and steep slopes, among other overlays.

**Appendix B includes a more detailed physical analysis that shaped the development of the Planning Framework.**

**THIS FRAMEWORK  
PLACES THE NATURAL  
AND CULTURAL ASSETS  
OF THE SITE AT ITS  
CORE.**



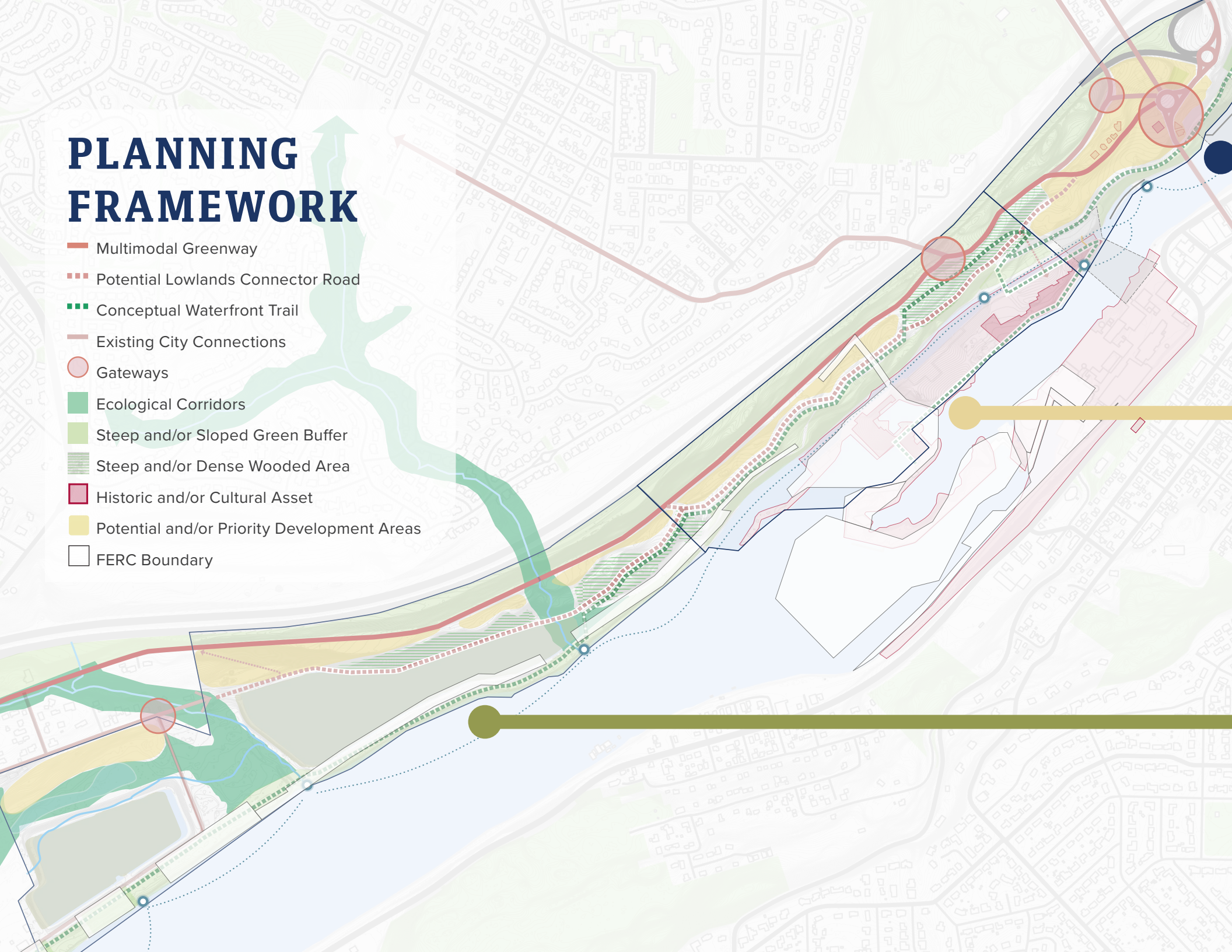






# PLANNING FRAMEWORK

- Multimodal Greenway
- Potential Lowlands Connector Road
- Conceptual Waterfront Trail
- Existing City Connections
- Gateways
- Ecological Corridors
- Steep and/or Sloped Green Buffer
- Steep and/or Dense Wooded Area
- Historic and/or Cultural Asset
- Potential and/or Priority Development Areas
- FERC Boundary



## KEY PLANNING ISSUES

### Historic City Hall District:

- Highest elevation with terraced views of the river, falls, and larger region.
- Location of Historic City Hall and other historically designated buildings.
- Most connected area with key entrances to the riverfront and connections to the Arch Bridge, I-205, and the Bolton and Sunset Neighborhoods.
- Location of bike/pedestrian bridge alignments studied by ODOT.
- Existing structures are a mix of commercial and single-family residential.
- Existing waterfront access with public fishing docks and a private boat dock.
- River access is available via steep slopes south of the bridge.
- West Bridge Park is on the north edge of the district and includes paths which lead to an accessible river edge.
- This area experiences traffic congestion. Changes will need to consider impacts to I-205 and Arch Bridge traffic to/from Oregon City.

### Cultural Heritage District:

- Steep slopes up from the river leveling out in several places on the upper bench closer to Willamette Falls Drive.
- Significant potential for site adaptation to commemorate the industrial heritage of Moore's Island.
- PGE will continue operating its hydroelectric plant through its current license and will seek relicensing in 2035.
- Provides the closest access and best views of Willamette Falls.
- Culturally significant site for a number of Indigenous Tribes.
- Potential to align with development and programming on the east side of the river.
- Shoreline adjacent to the locks has limited accessibility to the water.
- Potential connections to bike/pedestrian bridge alignments studied by ODOT.
- Federal Energy Regulatory Commission (FERC) boundary protects power generating resources and public safety. Public access changes require FERC and stakeholder approval.

### Pond District:

- Lowest elevation and significant portions of the site are in the floodplain.
- Relatively flat compared to other districts.
- Shoreline is easily reachable, with soft edges, generally gradual slopes.
- Location of two ecological corridors and creeks.
- Includes two settling ponds that would need remediation or other protective measures to convert to other uses.
- Provides closest views of the river at the lowest elevation.
- District has limited access and entry points and the existing street network is narrow and lacking sidewalks in many places.
- Current industrial zoning is inconsistent with the local neighborhood and environmental resources.
- Significant funding would be required for property purchase and ecological restoration of settling ponds.

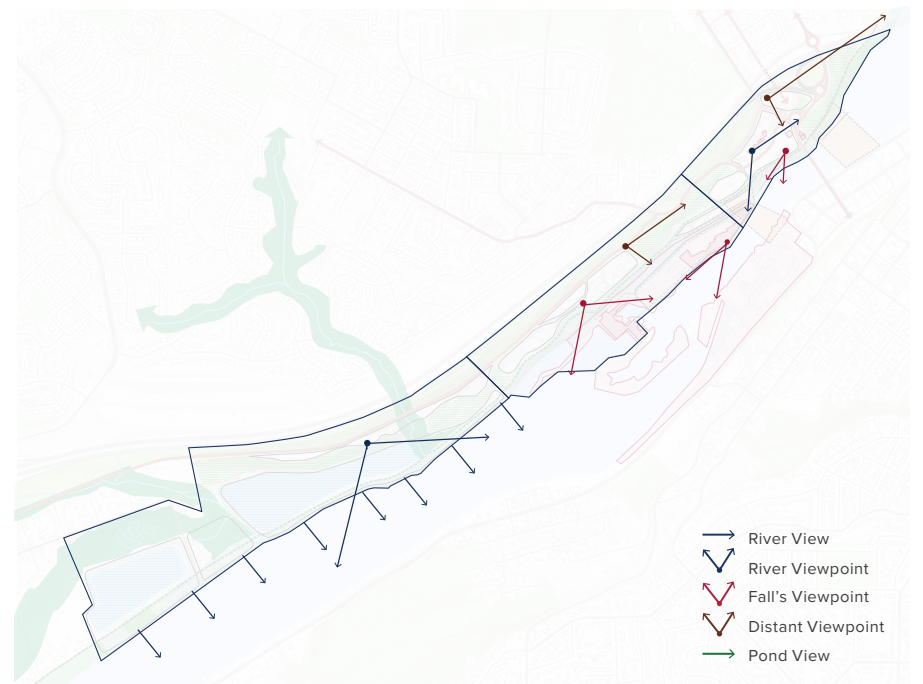
# DESIGN PRINCIPLES

Aligned with the Planning Framework, the Design Principles aim to ensure design integrity and consistency throughout the development of the Waterfront. The Design Principles should inform design and planning decisions for the Waterfront and be used to evaluate the degree to which any future development proposal is consistent with Vision Plan.

These Design Principles build on the Vision Plan's Guiding Principles of Reinvestment Opportunities, Transportation Improvements, River Access, and Historic Character.

## Placemaking and Form

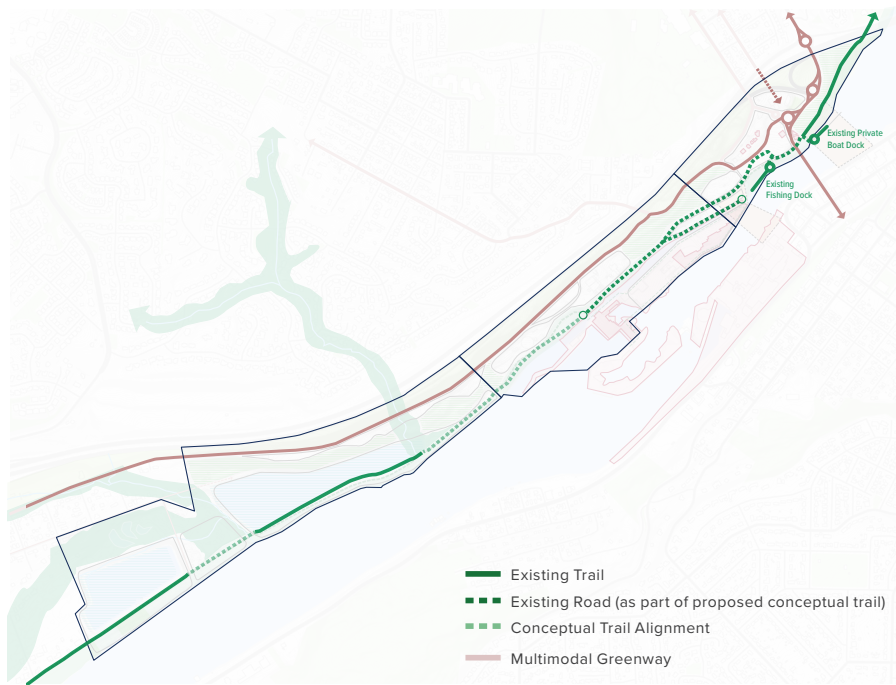
- Ensure that public space appears public (this applies to streets, trails, and public spaces throughout).
- Preserve important sightlines to the river and falls and position new development and open spaces to maximize views. Establish clear gateways to create a sense of arrival and identity of a district or special place.
- Plan for a series of connected pathways and public open spaces that celebrate each district while connecting the waterfront as a whole.
- Plan for new development on either side of waterfront streets to be similar or complementary in design, function, and scale.





## Mobility and Access

- Leverage the Willamette Falls Multimodal Greenway and the Waterfront Trail as the two primary circulation spines of the site upon which to build a larger circulation plan.
- Ensure the future street network allows access to critical functions and addresses regional and local traffic concerns.
- Establish shoreline access as integral to the overall circulation network.
- Utilize the opportunities created by the locks being reopened to allow travel up- and downstream of the falls.
- Provide transportation infrastructure that supports land use changes and development.



## Environmental Stewardship

- Ensure resiliency with land uses that can withstand flooding and are appropriate within the 100-year flood plain.
- Design with topography to guide a strategy toward built form and avoid building in extremely steep areas.
- Safeguard natural and sensitive areas through wetland, habitat, and shoreline restoration and the reuse of materials where possible.
- Leverage the area between the trail and shoreline as a natural buffer zone to serve as a protective barrier and preserve ecological diversity.
- Balance development with opportunities to restore natural areas and wildlife habitat.











03

# **Market Analysis**



# MARKET ANALYSIS (DISTRICT WIDE)

This analysis includes an assessment of the feasibility of various land uses given the current and near-term market conditions of West Linn, the surrounding area, and other waterfront sites. Site considerations also inform the feasibility of land uses and are factored into the broader analysis.

**AN ASSESSMENT  
OF THE FEASIBILITY  
OF PROGRAMMING  
ELEMENTS GIVEN  
THE CURRENT AND  
NEAR-TERM MARKET  
CONDITIONS.**

## HOUSING

### Opportunities:

Multifamily housing is in high demand throughout the Portland Metro Area, including Clackamas County.

While Lake Oswego and Oregon City have built housing recently, West Linn has not seen new multifamily housing construction over the past decade, indicating unmet demand.

As the region's population continues to age, and older homeowners increasingly choose to downsize, there is an expectation of increased demand for senior housing. The waterfront could be an ideal location for senior condos or apartments, care facilities, or multigenerational housing opportunities.

Rental vacancies are relatively low.

While floodplain challenges may not make parts of the Waterfront ideal for housing, housing combined with ground floor retail or parking in floodplain areas is likely feasible.

Though current high interest rates have suppressed construction in the entire housing market, multi-family housing is likely to remain a desirable development type as interest rates ease.

Unique location and views are a potential draw for tenants.

### Challenges:

Construction of housing would have to be balanced with maintaining public access to the river as well as preserving valuable riparian and wetland habitats.

Access and lack of connectivity is a challenge/deterrent for potential tenants.

Financing affordable housing on land with substantial development expenses may be challenging.



## RETAIL

### Opportunities:

Small-format retail, such as restaurants or recreation-based businesses, that accentuate the site's natural and place-based features, such as riverfront and waterfall views, are likely feasible.

Public-facing light industrial that incorporates retail, such as a brew pub and restaurant that contains its brewery operations on-site, are likely feasible.

Annual rent per square foot in the Lake Oswego-West Linn submarket is significantly higher than the Portland Metro Area overall, and is expected to continue rising.

Other destination retail that could be feasible on-site are outdoor amphitheaters or other event venues.

The waterfront is a destination location with the potential to bring a wide variety of visitors. Despite the lack of connectivity with other retail centers in the area, the waterfront has potential to become a unique retail destination through experiential, multi-tenant offerings.

### Challenges:

Retail is likely to be most feasible in conjunction with another use rather than as a standalone.

Retail is out of favor with the popularity of e-commerce and there is a lack of connectivity with other retail centers in West Linn.



Lake Oswego, OR - Windward, Multifamily + Ground Floor Retail



Hood River, OR - Pfriem Family Brewers

## OFFICE

### Opportunities:

Rent in the Lake Oswego-West Linn submarket is above the Portland Metro Area average and appears to have recovered since 2020.

### Challenges:

Due to the COVID-19 evolution of work-from-home, new office construction is not likely within the next 5-10 years.

Rent is expected to flatten over the next few years.

## INDUSTRIAL

### Opportunities:

Light industrial (like breweries, wineries, distilleries, and coffee roasters) and/or maker space could add jobs while being compatible with other waterfront uses.

The vacancy rate is extremely low and is expected to stay low in the near term.

Rents have been growing substantially both in the market and submarket.

Improvements to connectivity with I-205.

### Challenges:

Industrial may not be compatible with plans to bring people back to the river as a natural area.

Increased truck traffic could be a challenge given the constrained and steep street network.

Conventional industrial uses are not advisable due to the need for access through residential areas and the presence of steep streets.

## CIVIC/INSTITUTIONAL

### Opportunities:

Civic amenities like green space, parks, waterfront access, and event space can help strengthen community and catalyze commercial development.

Civic spaces that host events, festivals, and recreational activities can increase foot traffic and benefit new local businesses.

Developer requirements, incorporating offsite enhancements, have the potential to finance the creation of new civic spaces and public facilities.

Anchor tenants such as large trusts may be interested in financing the construction of larger civic spaces.

### Challenges:

ADA access and integration into the larger site will be challenging given steep slopes and limited existing access. A collection of smaller civic and green spaces may be appropriate given steep topography and access issues.

## HOSPITALITY

### Opportunities:

Destination or experience-based hotel could be a major draw to the waterfront.

With the potential for the waterfront to develop into a premier destination, the feasibility will increase for boutique hospitality offerings with the possibility of a small-scale event venue that takes advantage of the unique waterfront location.



Travelers seek authentic, locally immersive experiences. Alternative lodging options that are combined with other experiential uses such as the Falls, natural areas, cultural attractions, a main street, concert venue or similar amenities may be feasible.

Easy access to I-205 helps to serve the area as a destination.

**Challenges:**

Many consumers seek unique and personalized experiences that may not be offered by traditional hotels.

Hospitality occupancy and average daily rates (ADR) are low in West Linn's surrounding areas.

The lack of a sizable business travel sector in the submarket makes traditional hotel difficult.



Vancouver, WA - Waterfront Park











04

# District Planning



# DISTRICT PLANNING APPROACH

Planning for each waterfront district adopted a three-fold approach: the overlay of the Planning Framework and Design Principles, a market analysis that aligns development goals with economic viability, and integration of community identified interests and property owner considerations. This strategy is instrumental in identifying each district's overarching identity and character, laying the groundwork for land-use and program decisions.

## Planning Framework + Design Principles

A comprehensive roadmap that defines site-wide opportunities while providing an understanding of the planning issues specific to each district.



## Market Analysis

An assessment of the feasibility of programming elements and land uses given the current and near-term market conditions of West Linn.



## Community Feedback

Identification of desired land uses and amenities for the waterfront, based on public engagement from 2016-19 and feedback on the Draft Vision Plan in Spring 2024. Outreach was also conducted to major property owners to seek feedback on development and program opportunities and challenges on their sites.



## DISTRICT APPROACH

A thorough understanding of the district's identity and character form the basis for context-sensitive planning and land-uses.

## IDENTITY + CHARACTER

The unique qualities, attributes, and cultural significance of a District distinguishes it from other locations. These elements are essential in shaping how residents, visitors, and stakeholders perceive and connect with the place.

## LAND USE FOCUS

Aligning the types of activities, developments, and amenities with the unique characteristics, needs, and aspirations of the District.

## POTENTIAL PROGRAMS

Proposed programs align with the District's identity and land use focus while meeting community needs and contributing positively to the overall vision for the Waterfront.





# HISTORIC CITY HALL DISTRICT

A walkable, dynamic waterfront hub with a strategic emphasis on new development opportunities and transportation improvements.

## IDENTITY + CHARACTER:

Dense, active, and diverse

## LAND USE FOCUS:

Higher density and diversity of uses.

A mix of residential, commercial developments, and a reimagined Historic City Hall incorporated into signature public spaces.

## POTENTIAL PROGRAMS:

- Central public square or other signature public space
- “Main Street” with street facing cafes/restaurants
- Multi-family residential with ground floor commercial
- Enhanced fishing and boat docks – with watercraft access
- Project to restore Historic City Hall as a cultural/heritage center and anchor for visitor experience opportunities.
- Public parking structure





# Framework Plan



Public Square / Plaza for Civic Gathering



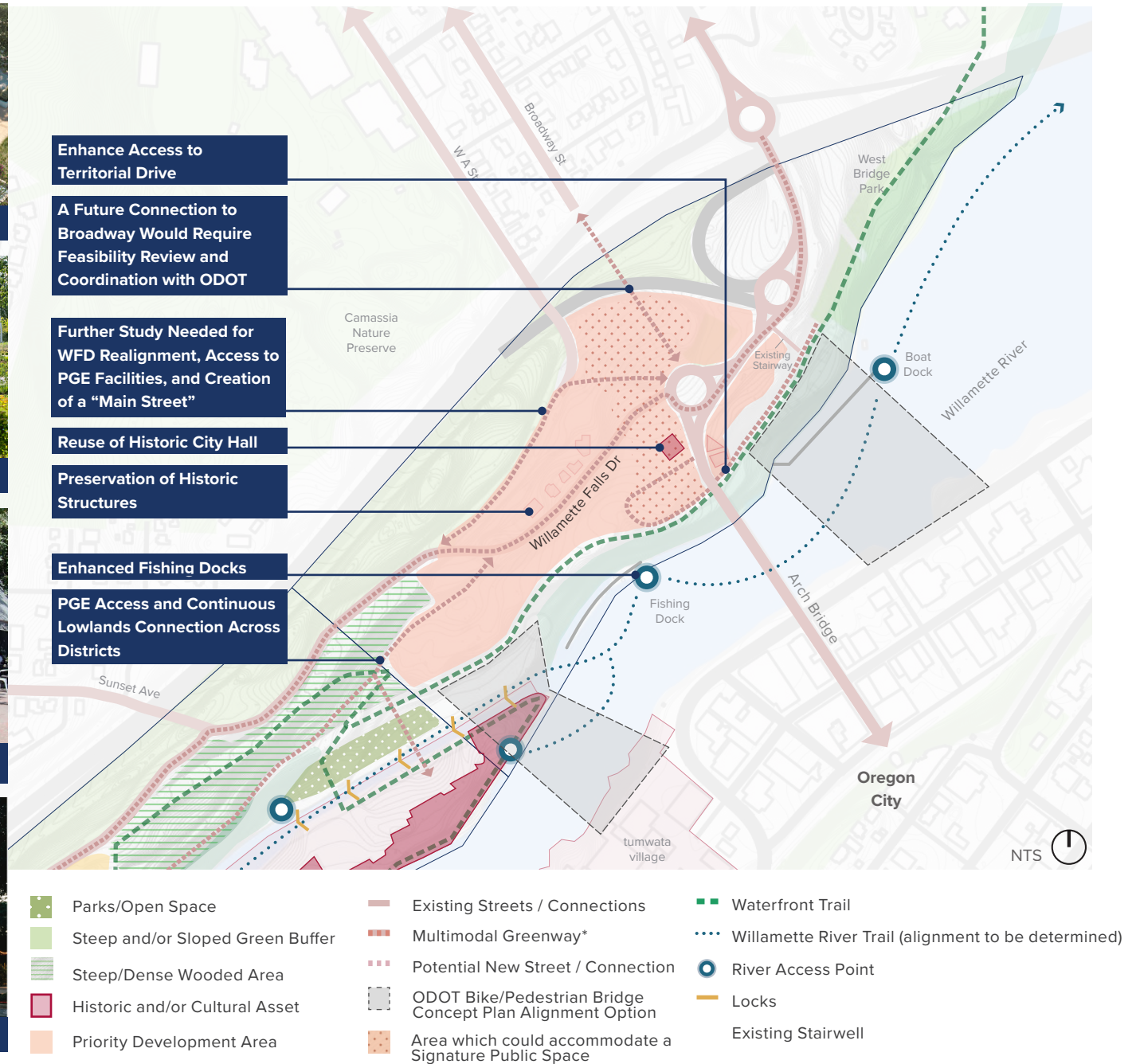
Active Trail Edges



"Main Street" with Street Facing Retail



Public Parking Structure



\*Willamette Falls Drive alignment reflects alignment currently adopted in West Linn Transportation System Plan (TSP).

Proposed programs and circulation ideas are conceptual and will require further study and coordination with property owners. Zoning changes may be required to allow for proposed programs / compatible uses.

# CULTURAL HERITAGE DISTRICT

Centered on the Falls, this District focuses on elevating Indigenous culture and celebration of the area's industrial heritage.

## IDENTITY + CHARACTER:

Iconic and history-focused

## LAND USE FOCUS:

Medium to high density and diversity of uses. The Willamette Falls Inter-Tribal Public Access Project could provide an attraction for this District. Increased access and creative development techniques could unlock mixed use and light industrial uses on the island, terraced along the lowlands slopes, and on the uplands.

## POTENTIAL PROGRAMS:

- Inter-Tribal Public Access Project and associated Tribal specific spaces
- Site adaptation for a public market, light industrial, and/or event spaces
- Restored locks will allow boat movement upstream and downstream and unprecedented access to the Falls
- Potential bike/ped bridge from Historic City Hall District to Moore's Island to tumwata village
- Trails with viewing platforms to the river and falls
- Multi-family residential terracing the lowlands slope and in the uplands area
- Mix of field and structured parking





# Framework Plan



Tribal Specific Spaces



Trails with Viewing Platforms



Market / Maker Spaces



Terraced, Multi-Family Residential

Future Planning Studies to be Conducted by Property Owners to Determine Access and Development Feasibility

Continuous Lowlands Connection Across Districts

Further Study Needed to Determine Access to Moore's Island

River Trail Access through Locks

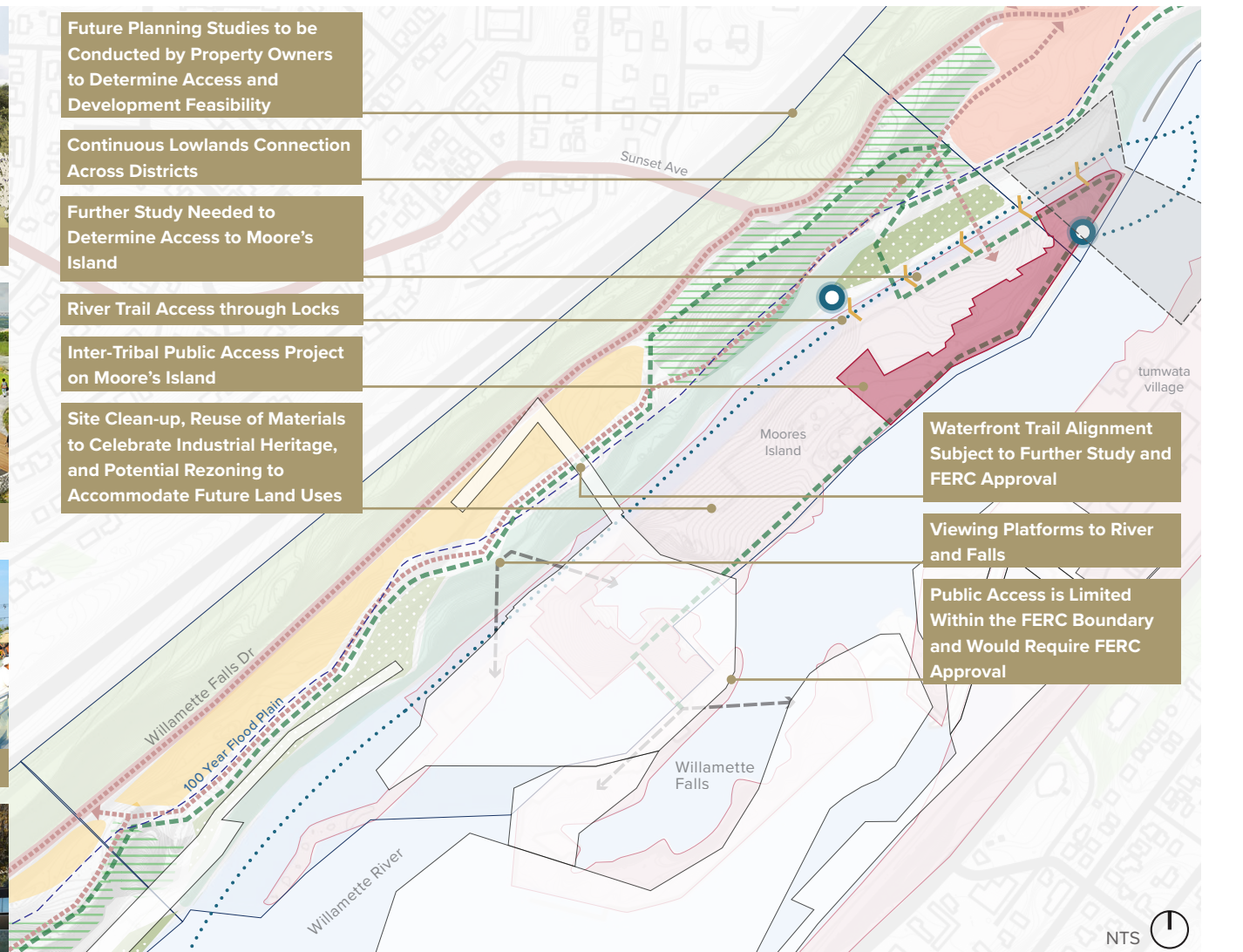
Inter-Tribal Public Access Project on Moore's Island

Site Clean-up, Reuse of Materials to Celebrate Industrial Heritage, and Potential Rezoning to Accommodate Future Land Uses

Waterfront Trail Alignment Subject to Further Study and FERC Approval

Viewing Platforms to River and Falls

Public Access is Limited Within the FERC Boundary and Would Require FERC Approval



- Parks/Open Space
- Steep and/or Sloped Green Buffer
- Steep/Dense Wooded Area
- Historic and/or Cultural Asset
- FERC Boundary\*

- Potential Development Area
- Existing Streets / Connections

- Multimodal Greenway\*\*
- Potential New Street / Connection

- ODOT Bike/Pedestrian Bridge Concept Plan Alignment Option

- Waterfront Trail
- Willamette River Trail (alignment to be determined)
- River Access Point
- Locks

\*The Federal Energy Regulatory Commission (FERC) sets a boundary to secure the power production functions of the T.W. Sullivan hydroelectric plant. There are restrictions on the access and uses allowed within the FERC boundary. Low-impact projects, such as trails, streets, and public access to the shoreline, may be acceptable; however, a more detailed assessment in consultation with FERC and PGE will be required.

\*\*Willamette Falls Drive alignment reflects alignment currently adopted in West Linn Transportation System Plan (TSP).

Proposed programs and circulation ideas are conceptual and will require further study and coordination with property owners. Zoning changes may be required to allow for proposed programs / compatible uses.



## POND DISTRICT

The Pond District, with its lower elevation, easily reachable shoreline, and natural aquatic environments, will emphasize river access and the preservation of natural areas.

### IDENTITY + CHARACTER:

Eco and community-focused

### LAND USE FOCUS:

Lower intensity of uses. Preservation and rehabilitation of natural areas with development that is appropriately scaled to the adjacent neighborhood and natural resources. Collaborate with property owners to identify opportunities for ecological restoration alongside new development.

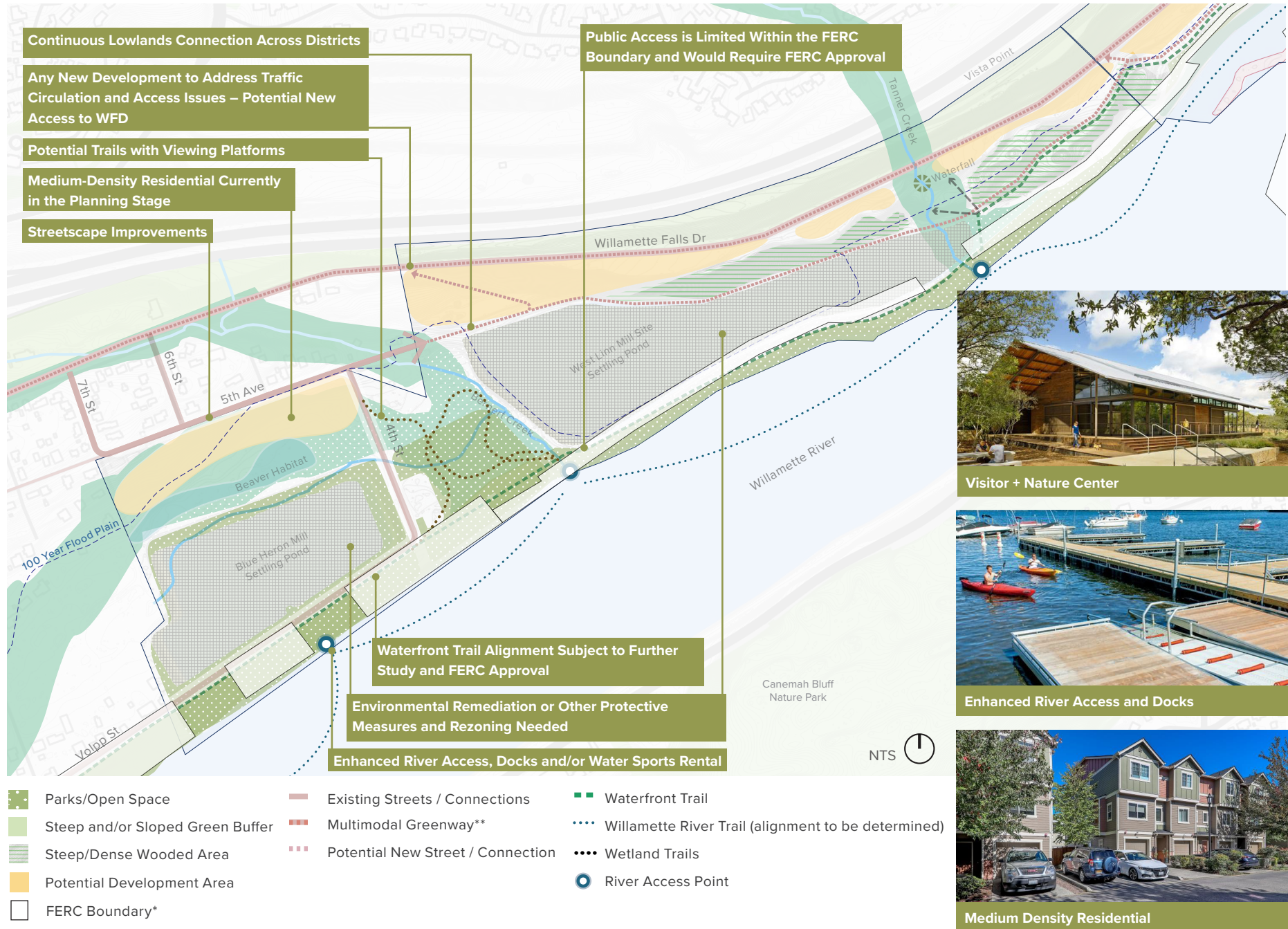
### POTENTIAL PROGRAMS:

- Wetlands restoration
- Wetland trails
- Visitor or Nature Center
- Enhanced access to the river for paddling, swimming, fishing (low intensity)
- Single family or townhomes on far northwest end of District
- Permeable surface/field parking
- Collaborate with property owners to identify opportunities for ecological restoration alongside new development
- Remediation or other protective measures and rezoning of ponds for non-industrial uses





# Framework Plan



\*The Federal Energy Regulatory Commission (FERC) sets a boundary to secure the power production functions of the T.W. Sullivan hydroelectric plant. There are restrictions on the access and uses allowed within the FERC boundary. Low-impact projects, such as trails, streets, and public access to the shoreline, may be acceptable; however, a more detailed assessment in consultation with FERC and PGE will be required.

\*\*Willamette Falls Drive alignment reflects alignment currently adopted in West Linn Transportation System Plan (TSP).

Proposed programs and circulation ideas are conceptual and will require further study and coordination with property owners. Zoning changes may be required to allow for proposed programs / compatible uses.

# HOUSING DENSITY + PARKING

To better understand the potential for new residential development along the Waterfront, the following pages outline a range of options categorized by dwelling units per acre, a key metric for assessing residential density and corresponding housing typology options or configurations. This spectrum spans from lower-density, single-family options to higher-density, mixed-use or multi-family structures. The examples presented offer visual representations to illustrate how new residential development can align with the character, land use priorities, and potential programming within each Waterfront district.

The City of West Linn undertook a process to update it's parking policies to conform with the State's Climate Friendly and Equitable Communities (CFEC) requirements. The code amendments removed minimum parking mandates, maintained maximum parking numbers, and updated parking lot design standards. This will allow more flexible and efficient parking strategies in the Waterfront including allowing the market to drive parking demand.

.....

## <10 UNITS PER NET ACRE

Typologies with densities below 10 units per acre result in an inefficient use of land, given the cost of development and are **likely not appropriate for the Waterfront**. These developments often require large areas of surface parking.



**2124 Eleanor Road**  
*Detached Single Family*  
City: West Linn                      State: OR  
Units: 1                                Year Built: U/C (2025)  
Acres: 0.17                         Du/acre: 6  
Construction: Wood Frame      Stories: 2



**19th and Graf Apartment Homes**  
*Low-Rise Garden Apartments*  
City: Bozeman                      State: MT  
Units: 195                            Year Built: 2023  
Acres: 26.30                       Du/acre: 7  
Construction: Wood Frame      Stories: 3



**Greenwood Avenue Cottages**  
*Cottage Cluster*  
City: Shoreline                      State: WA  
Units: 8                                Year Built: 2001  
Acres: 0.78                         Du/acre: 10  
Construction: Wood Frame      Stories: 2



## 10-30 UNITS PER ACRE

Housing densities and typologies that can accommodate between 10-30 units per acre are well-suited for the **Pond District** and balance an efficient layout with the preservation of a strong residential character. Garage, tuck-under, and clustered surface parking are common for these development types.



**Minnehaha Meadows**  
*Low-Rise Townhomes*

City: Vancouver	State: WA
Units: 49	Year Built: 2020
Acres: 4.24	Du/acre: 12
Construction: Wood Frame	Stories: 2



**Meritage at Mill Creek**  
*Garage-Parked Townhomes*

City: Mill Creek	State: WA
Units: 24	Year Built: 2009
Acres: 0.86	Du/acre: 28
Construction: Wood Frame	Stories: 3
Parking: Garage (front)	Parking Ratio: 1/unit



**Canemah Cottages**  
*Cottage Cluster*

City: Oregon City	State: OR
Units: 7	Year Built: 2023
Acres: 0.46	Du/acre: 15
Construction: Wood Frame	Stories: 2

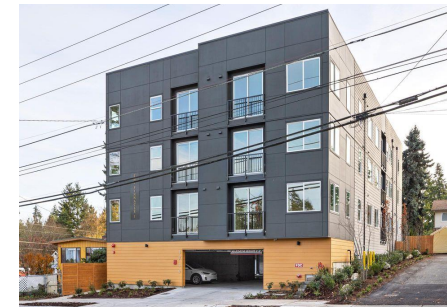
## >30 UNITS PER ACRE

Housing densities and typologies that can accommodate over 30 units per acre are well-suited for the **Historic City Hall and Cultural Heritage District**, efficiently utilizing space while incorporating paired programming to support a mix of uses and residential development. Structured, tuck-under, and concealed parking courtyards may be appropriate for these development types.



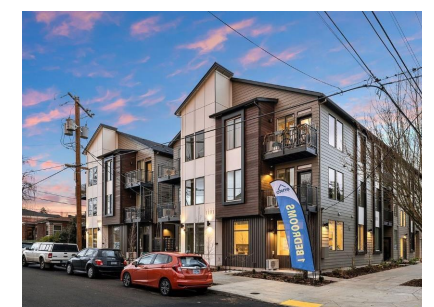
**Abernethy Flats**  
*Mixed Use: Housing over Retail*

City: Portland	State: OR
Units: 35	Year Built: 2019
Acres: 0.23	Du/acre: 152
Construction: Wood Frame	Stories: 4



**1719 N 185th Street**  
*Housing over Parking*

City: Shoreline	State: WA
Units: 12	Year Built: 2021
Acres: 0.16	Du/acre: 75
Construction: Wood Frame	Stories: 3



**SE 11th & Tenino Apartments**  
*Low-Rise Apartments*

City: Portland	State: OR
Units: 38	Year Built: 2023
Acres: 0.23	Du/acre: 165
Construction: Wood Frame	Stories: 3





WEST LINN  
**WATERFRONT**  
PROJECT

## **Agenda Item #4 Materials**



# West Linn Waterfront Vision Plan - Final Review Survey

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## **SURVEY RESPONSE REPORT**

13 February 2024 - 30 January 2025

### **PROJECT NAME:**

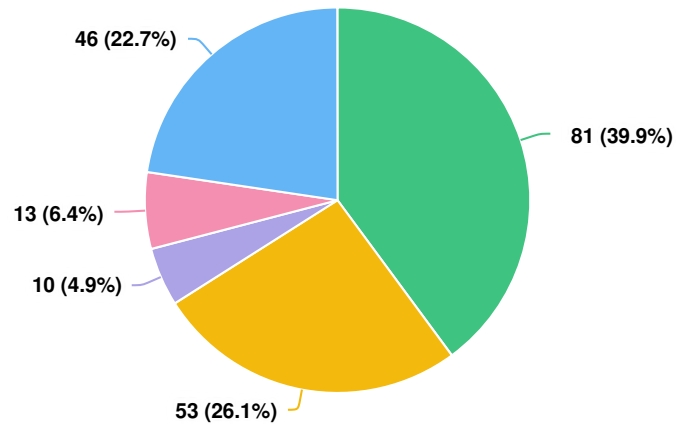
West Linn Waterfront Project



# SURVEY QUESTIONS



**Q1** | The overall Vision Plan accurately captures the community's goals and priorities for the future of the Waterfront area, inc...



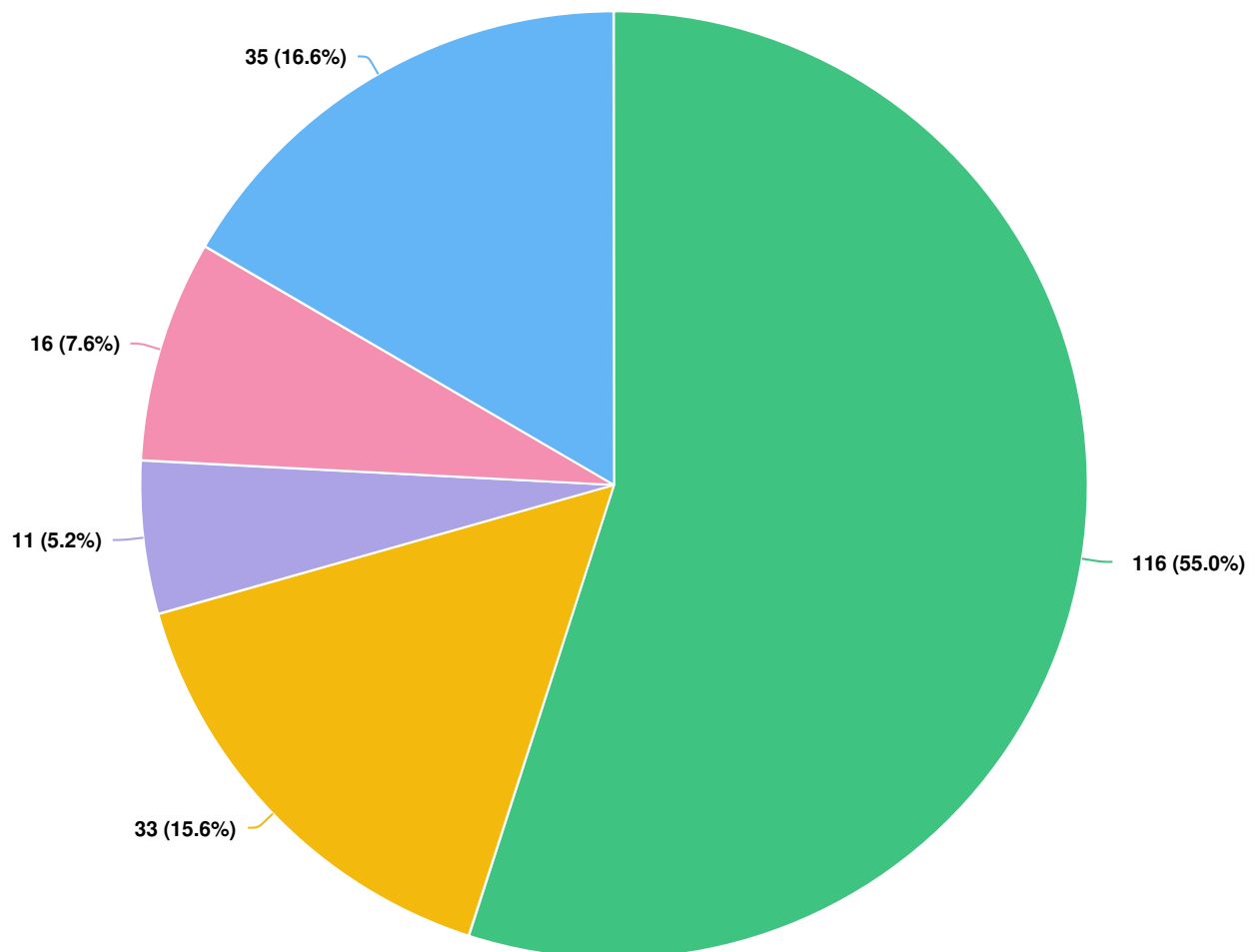
**Question options**

Strongly agree   Somewhat agree   Neutral   Somewhat disagree   Strongly disagree

*Optional question (203 response(s), 18 skipped)*

*Question type: Dropdown Question*

**Q2** Community feedback for the Historic City Hall District vision is for higher density, active, and diverse land uses centered around a “main street” and signature public spaces. A place for the community to gather or live and enjoy the Willamette Riv...



**Question options**

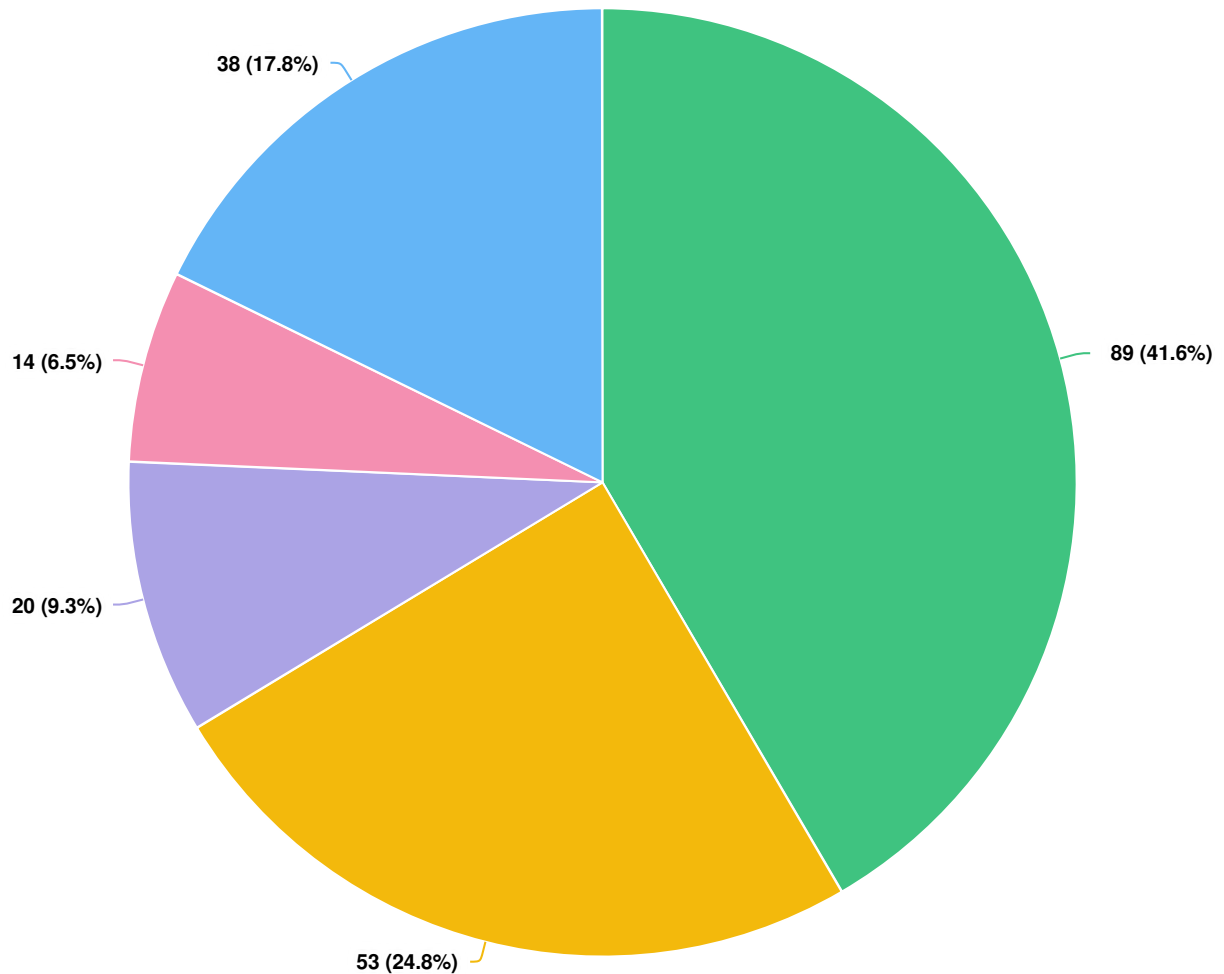
Strongly agree   Somewhat agree   Neutral   Somewhat disagree   Strongly disagree

Optional question (211 response(s), 10 skipped)

Question type: Dropdown Question



**Q3** The visual depiction of the Historic City Hall District vision is understandable and captures the potential future of the district.



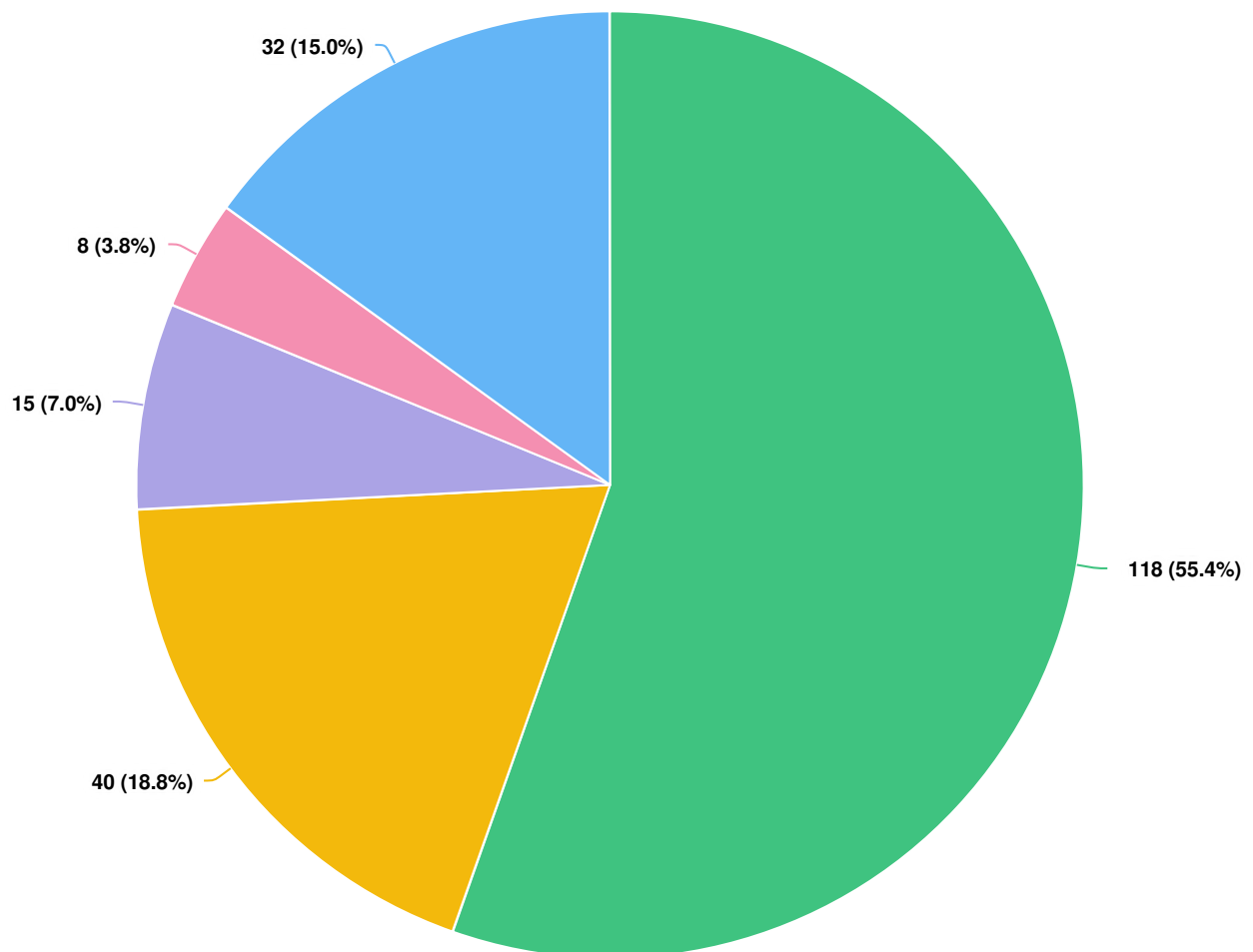
**Question options**

Strongly agree Somewhat agree Neutral Somewhat disagree Strongly disagree

Optional question (214 response(s), 7 skipped)

Question type: Dropdown Question

**Q4** Community feedback for the Cultural Heritage District vision is centered on Willamette Falls, elevating indigenous culture, and celebrating the area's industrial heritage. Visual and physical access to the falls, tourism, and redevelopment opportun...



**Question options**

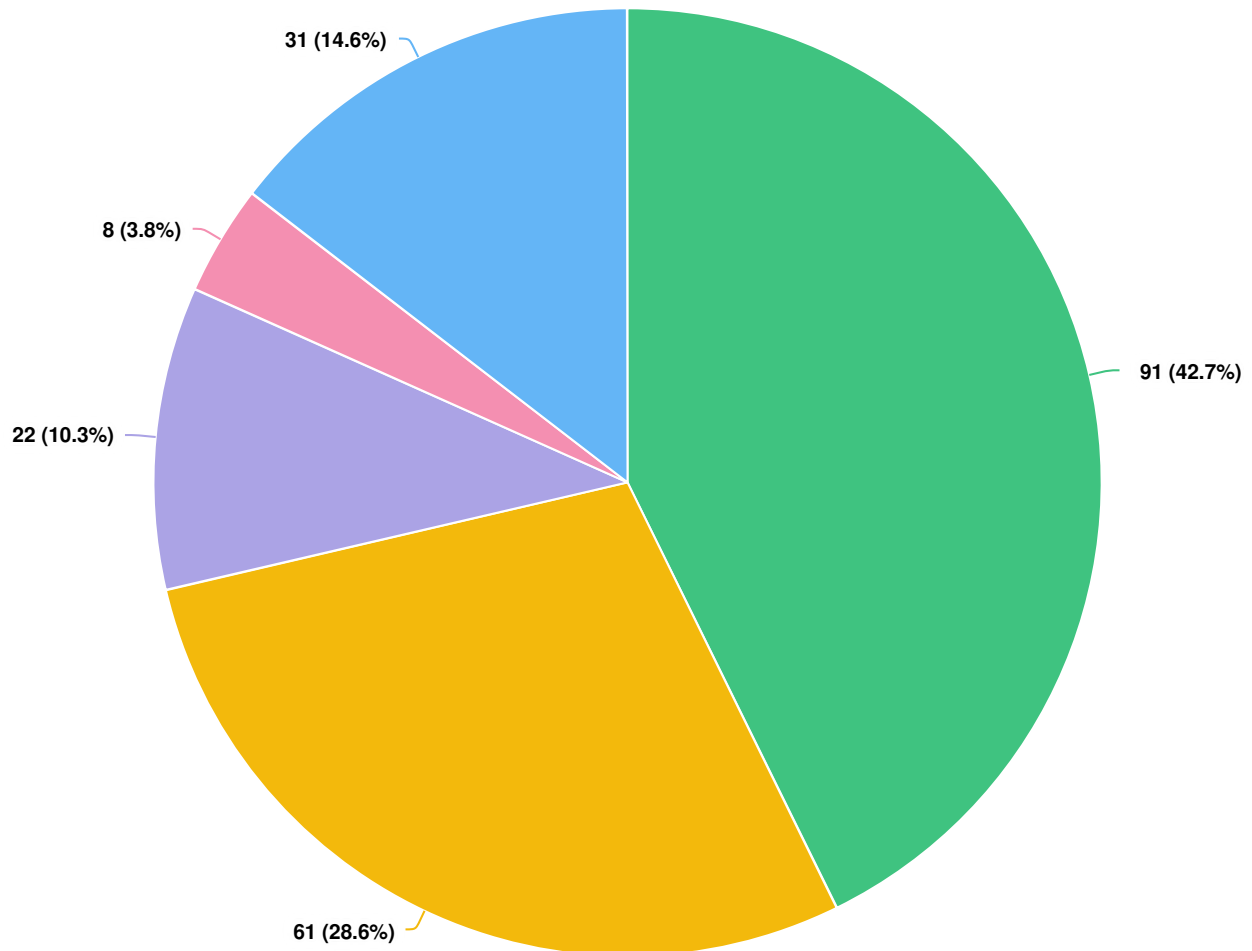
Strongly agree Somewhat agree Neutral Somewhat disagree Strongly disagree

Optional question (213 response(s), 8 skipped)

Question type: Dropdown Question



**Q5** | The visual depiction of the Cultural Heritage District vision is understandable and captures the potential future of the district.



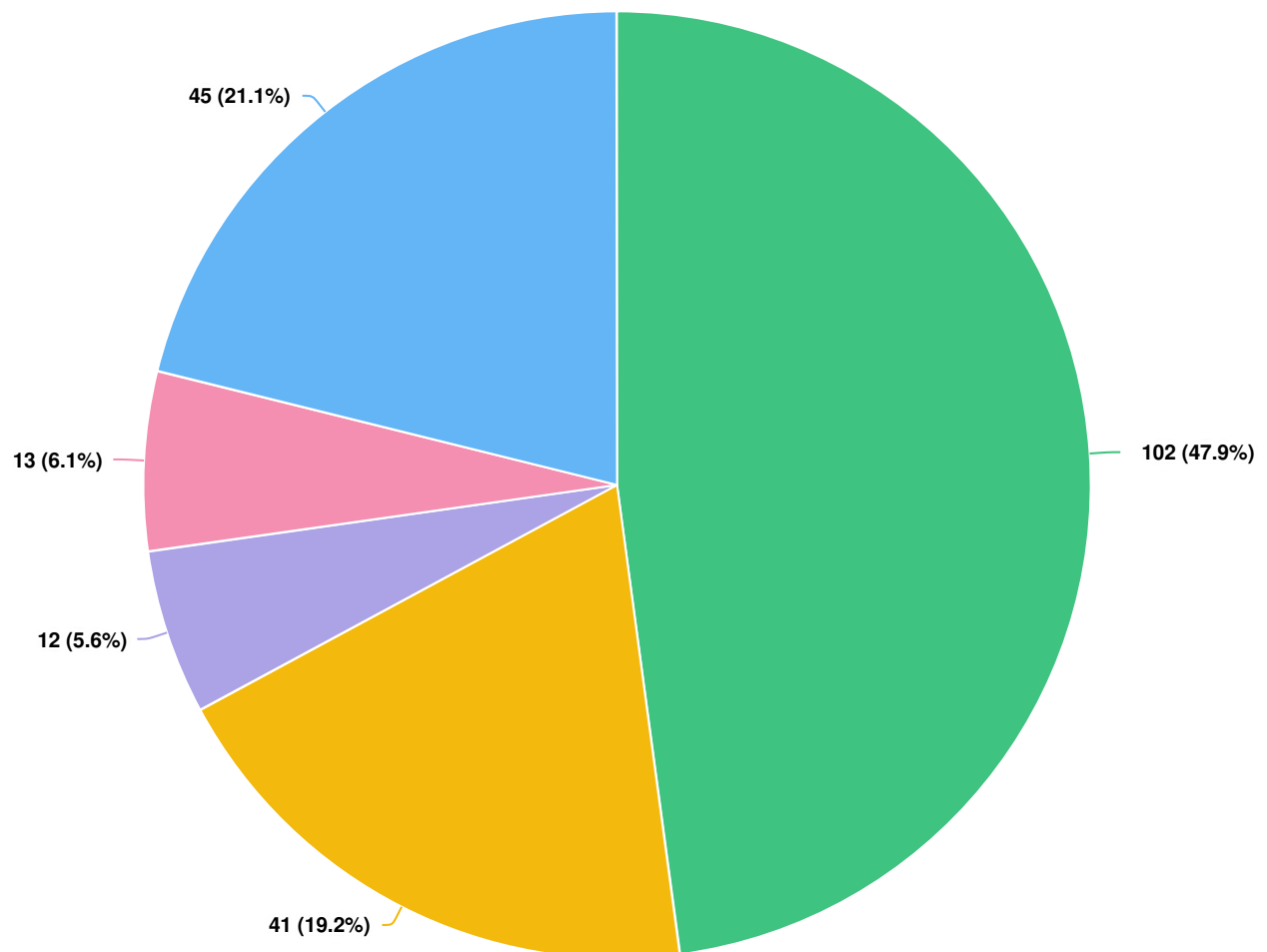
**Question options**

Strongly agree   Somewhat agree   Neutral   Somewhat disagree   Strongly disagree

Optional question (213 response(s), 8 skipped)

Question type: Dropdown Question

**Q6** Community feedback for the Pond District vision is preservation and rehabilitation of natural areas, access to the river and trails, and appropriately scaled, lower intensity development. The district is seen as a key recreational area that contrib...



**Question options**

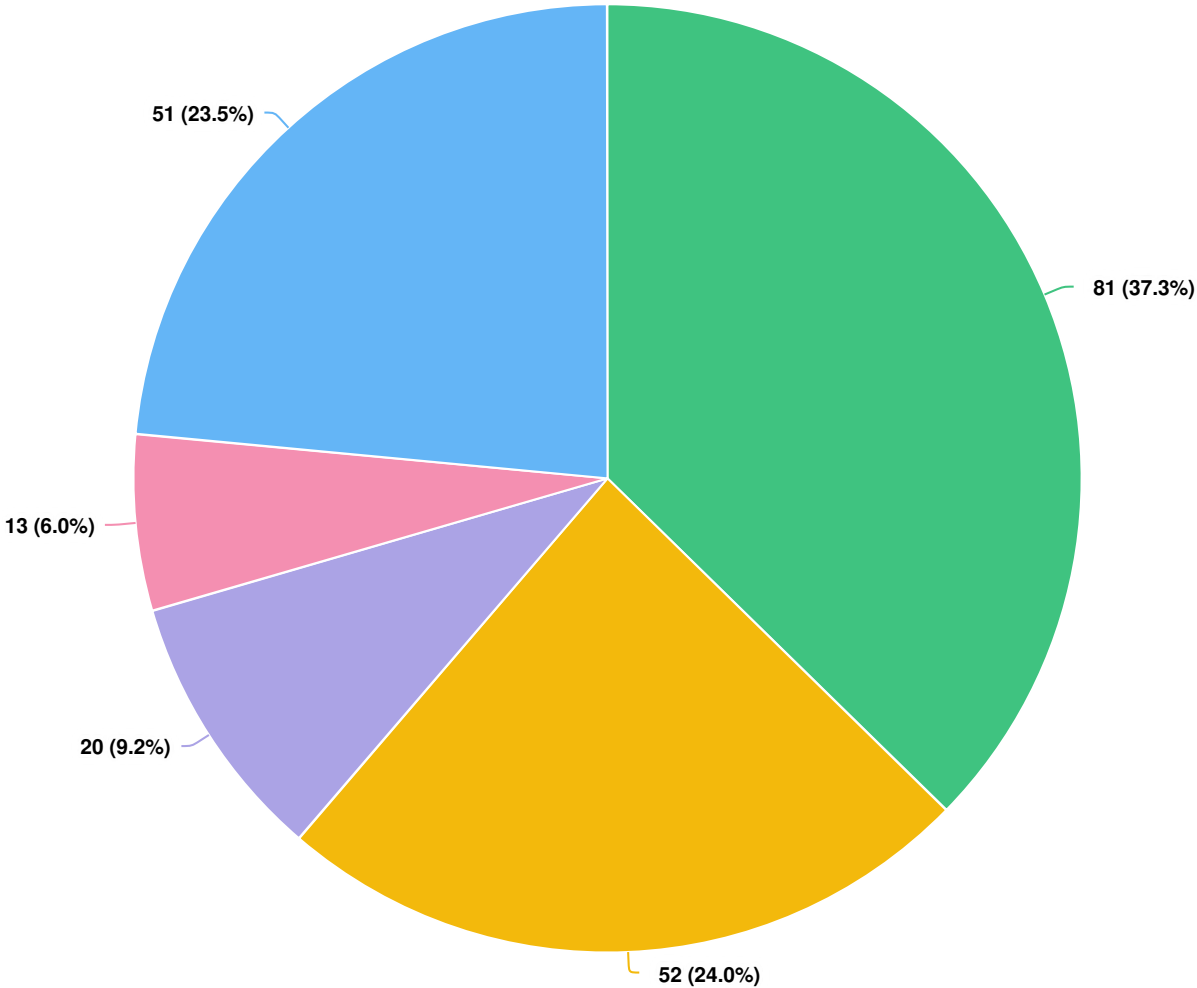
Strongly Agree Somewhat Agree Neutral Somewhat disagree Strongly disagree

Optional question (213 response(s), 8 skipped)

Question type: Dropdown Question



**Q7** | The visual depiction of the Pond District vision is understandable and captures the potential future of the district.



**Question options**

Strongly agree   Somewhat agree   Neutral   Somewhat disagree   Strongly disagree

Optional question (217 response(s), 4 skipped)  
Question type: Dropdown Question

## **Agenda Item #5 Materials**

West Linn Waterfront Vision Plan

**POLICY &  
REGULATORY  
RECOMMENDATIONS  
MEMO (DRAFT)**

Prepared by Toole Design, Mayer Reed, Leland

April 25, 2025



# INTRODUCTION

This Policy and Regulatory Considerations memo includes high-level considerations for amending and updating both the **Comprehensive Plan** (see Figure 1) and **Development Code** (see Figure 2) to better align with the goals, strategies, and programming outlined in the West Linn Waterfront Vision Plan. While the immediate focus is on the Historic City Hall District, recommendations are intended to establish a precedent for future planning efforts in the Cultural Heritage and Ponds Districts (see Figure 3 for map of Vision Plan study area and District boundaries).

Recognizing the importance of consistency, updates to the Comprehensive Plan and Development Code should be pursued in a coordinated and sequential manner to avoid misalignment between adopted policies and regulatory frameworks. The recommendations below have been developed to minimize redundancy, reduce interpretive ambiguity, and avoid introducing unnecessary complexity across both documents, with the overarching goal of reducing administrative inefficiencies, and improving clarity and usability for practitioners, decision-makers, and the public.

This memo builds on the policy and regulatory analysis provided as an appendix to this document.

## COMPREHENSIVE PLAN FINDINGS AND RECOMMENDATIONS

The Comprehensive Plan serves as the City's official policy document for guiding long-range growth and development. The Historic City Hall District, and study area more broadly, include three Comprehensive Plan land-use designations: *Medium-Density Residential*, *Commercial*, and *Industrial*. The goals and policies for each designation are outlined in Goal 2, Sections 1 through 4 of the Comprehensive Plan.

### Key Findings

Existing designations do not adequately support the Vision Plan goals to create districts with vibrant and activated mixed uses that are supported by nearby residential and visitors. Specifically:

- The *Medium-Density Residential* policy emphasis on shielding residential areas from the impacts of mixed-use development conflicts with the Vision Plan's goal of encouraging such development.
- *Industrial* land-use designation excludes housing and is therefore not in alignment with the type of development envisioned in the Vision Plan.
- While the *Mixed-Use/Commercial* designation generally supports the Vision Plan's goals—and aligns more closely than any other existing land use designation—certain policies within it may still conflict with the Plan's envisioned land-use outcomes. For example, the policy to 'protect surrounding residential areas from adverse effects of commercial

development in terms of loss of privacy, noise, lights, and glare' may not be fully compatible with the proposed high-density, mixed-use development (including ground-floor commercial and upper-story residential) in the Historic City Hall District.

### Recommendations

Redesignate areas currently identified as *Medium-Density Residential* and *Industrial* within the Historic City Hall District as *Mixed-Use/Commercial* to allow for greater flexibility, increased development intensity, and alignment with the Vision Plan's goals.

Drawing on the policies developed for West Linn's Robinwood and Bolton neighborhoods—outlined in Section 3: Mixed-Use/Commercial Development, Policies 1–3—it is recommended that the City establish a Waterfront District designation for the Vision Plan Study Area. To support this, Section 3 should also include a new policy stating that future changes to the Historic City Hall District will be guided by the goals, policies, and vision outlined for the Waterfront District in the adopted Vision Plan. This approach not only supports near to mid-term development in the Historic City Hall District but also sets a replicable framework for guiding future designation updates and policy language for the Cultural Heritage and Pond Districts.

## DEVELOPMENT CODE FINDINGS AND RECOMMENDATIONS

The Historic City Hall District includes three base zones, each supported by the Comprehensive Plan's Land-use designations and detailed in the city's Development Code. These zones define allowable uses, conditional uses, and basic development standards. The current zones in the Historic District include *Medium Density Residential (R-5)*, *General Commercial (GC)*, and *Industrial (GI)*. The Cultural Heritage District is zoned *Industrial, (GI)* and the Ponds District is zoned for *Industrial (GI)*, *Campus Industrial (CI)*, and *Residential - R7*.

### Key Findings

Neither the existing *Willamette Neighborhood Mixed-Use Transition (MU)* zone nor the *General Commercial (GC)* zone fully supports the vision outlined in the Historic City Hall District Vision Plan. The MU zone falls short of a true mixed-use designation, as it limits commercial uses and imposes more restrictive height and floor area ratio (FAR) standards than even the R-5, GC, or GI zones. While the GC zone is one of the least restrictive in the city—allowing a broad range of commercial activities—it also presents several challenges for achieving the desired density and land-use mix envisioned in the Plan. Key constraints include:

- **Density and Bulk Standards:** A maximum lot coverage of 50% and building height limits between 35 to 45 feet restrict vertical and horizontal development potential.
- **Residential Limitations:** While certain residential uses are permitted, they are generally limited to upper floors and must be part of mixed-use developments. Ground-floor residential is not allowed, limiting flexibility and hindering the creation of truly integrated mixed-use environments as envisioned in the Vision Plan.
- **The *General Commercial (GC)* zoning designation restricts the Vision Plan vision to achieve higher-intensity, mixed-use development and reduces the adaptability of zoning to meet future needs.**

## Recommendations

It is recommended that the *General Commercial (GC)* zone serve as the foundational framework for establishing a new, comprehensive *Mixed-Use* zone that provides greater flexibility and stronger alignment with the land use vision outlined in the Vision Plan.

While a Mixed-Use designation currently exists in the form of the Willamette Neighborhood *Mixed-Use Transition (MU)* zone, it is very area-specific and falls short of a true mixed-use zone. The current MU zone limits commercial uses and imposes more restrictive height and floor area ratio (FAR) standards than even the R-5, GC, or GI zones, making it incompatible with the Vision Plan's goals.

It should be noted that a new overlay on an existing zone designation is not recommended, as overlays are intended to complement and articulate foundational zoning regulations. Implementing an overlay in this case may complicate the development process, creating unnecessary confusion about what is and is not permitted under the zoning. This approach would likely hinder the articulation of development intentions and could lead to inconsistencies in enforcement and interpretation.

To support future rezoning efforts in the Cultural Heritage and Pond Districts, the new Mixed-Use zone could also incorporate select conditional uses—such as marinas, hotels/resorts, and clearly defined light industrial uses—helping to establish a cohesive regulatory structure across the broader waterfront area.

This new mixed-use zone should:

- Allow for ground-floor residential in certain building types or locations to foster vibrant, multi-functional development;
- Support increased building heights and floor area ratios (FAR) consistent with the district's density goals;
- Encourage active street-level uses and flexible design standards to accommodate a range of commercial and residential typologies;
- Be compatible with natural resource protections through integration with the Willamette and Tualatin River Protection Overlay.

Furthermore, the newly established Mixed-Use zone should be implemented in coordination with the Willamette and Tualatin River Protection Overlay, which can provide additional environmental safeguards. The overlay imposes development regulations that protect sensitive natural resources along the riverfront—ensuring that new growth in the district supports both environmental preservation and long-term resilience.



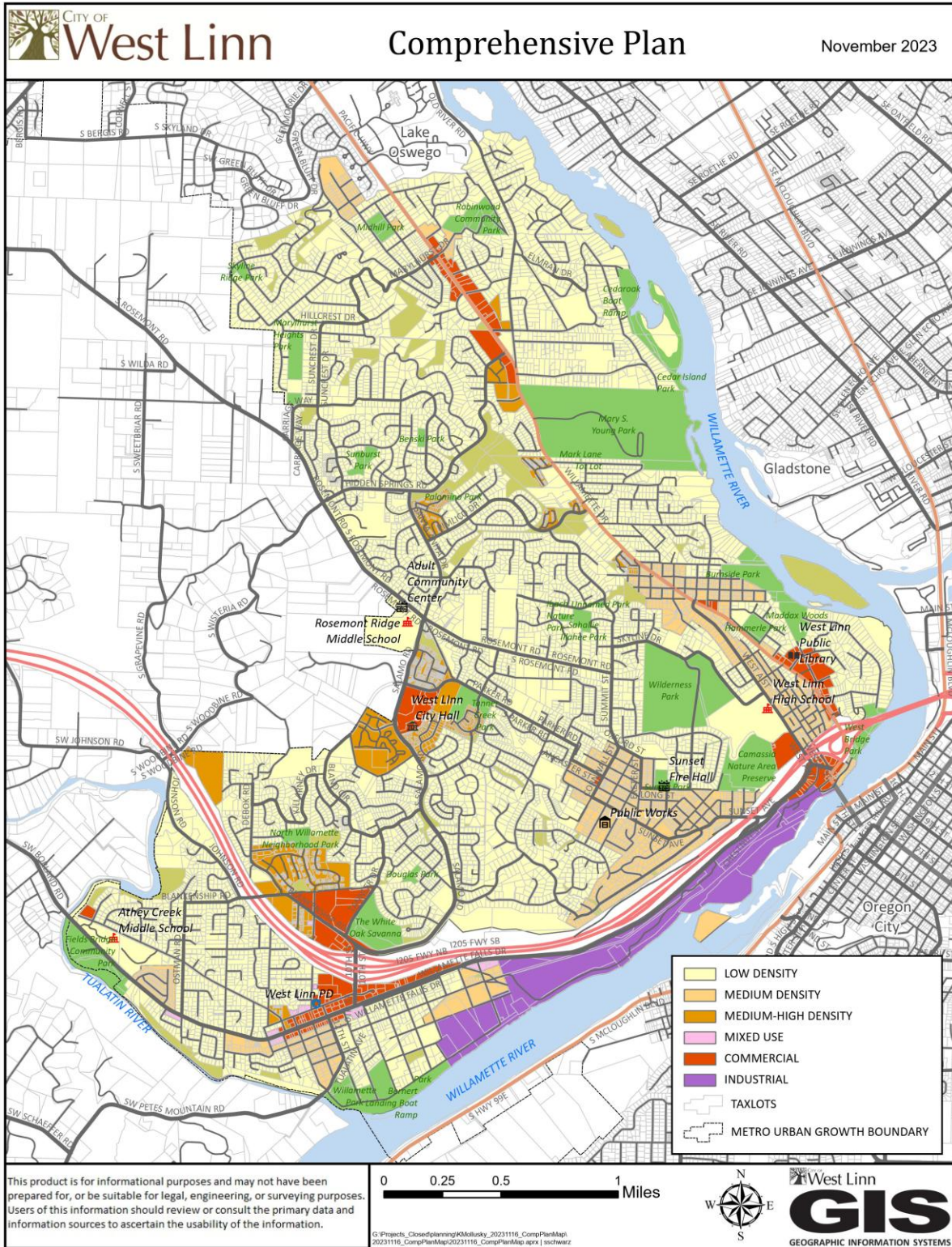


Figure 1: West Linn Comprehensive Plan Map, November 2023



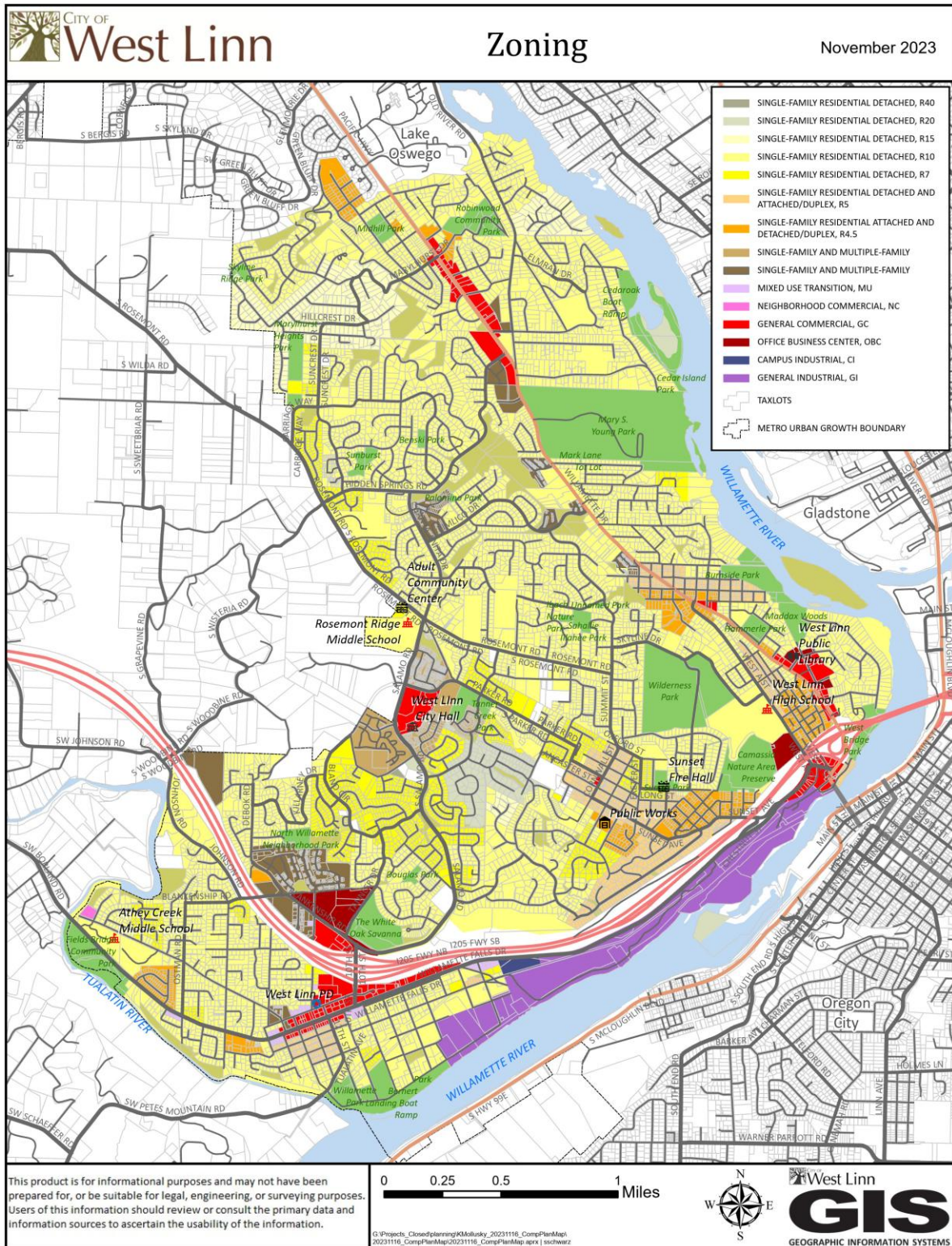


Figure 2: West Linn Zoning Map, November 2023

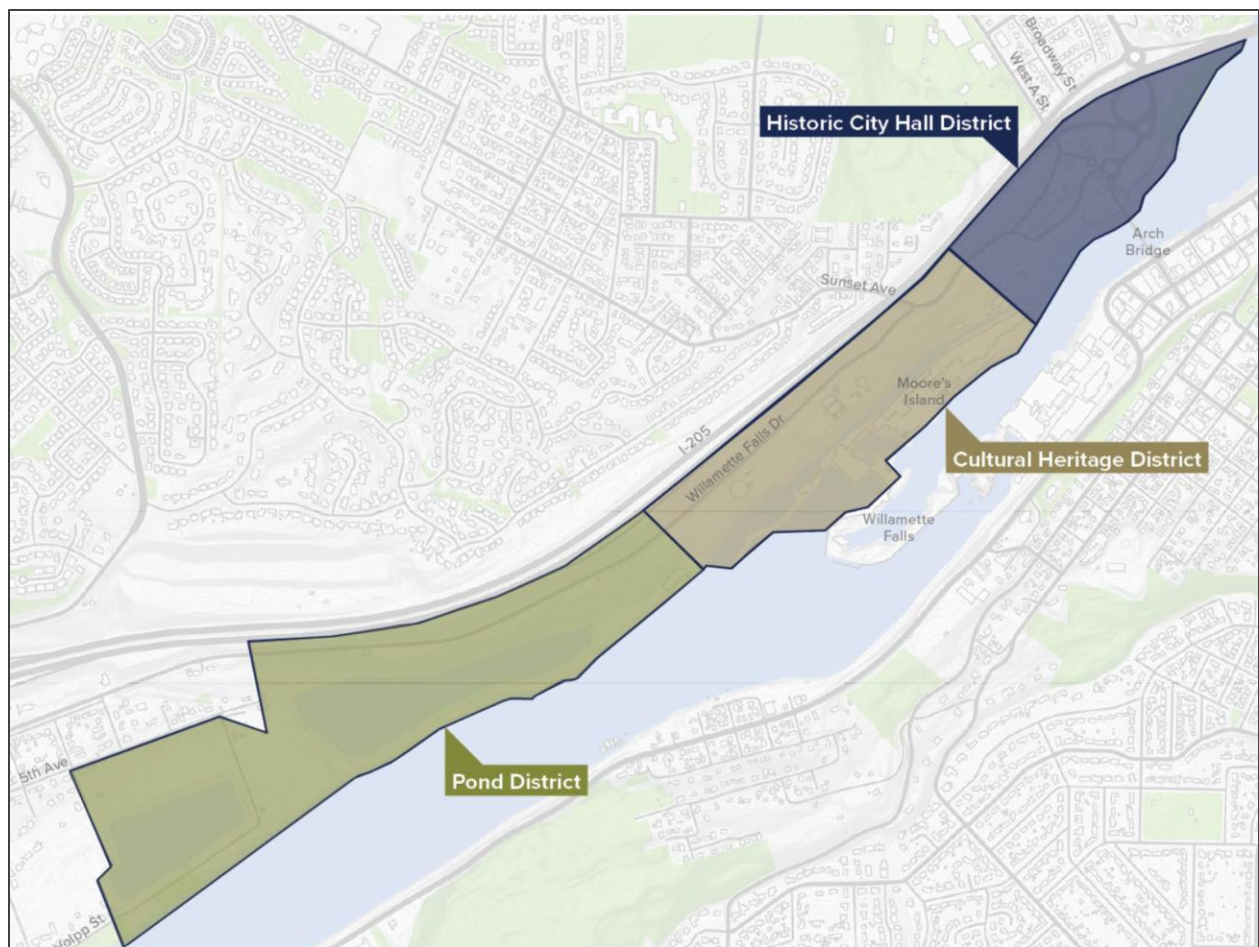


Figure 3: West Linn Waterfront Vision Plan, Districts



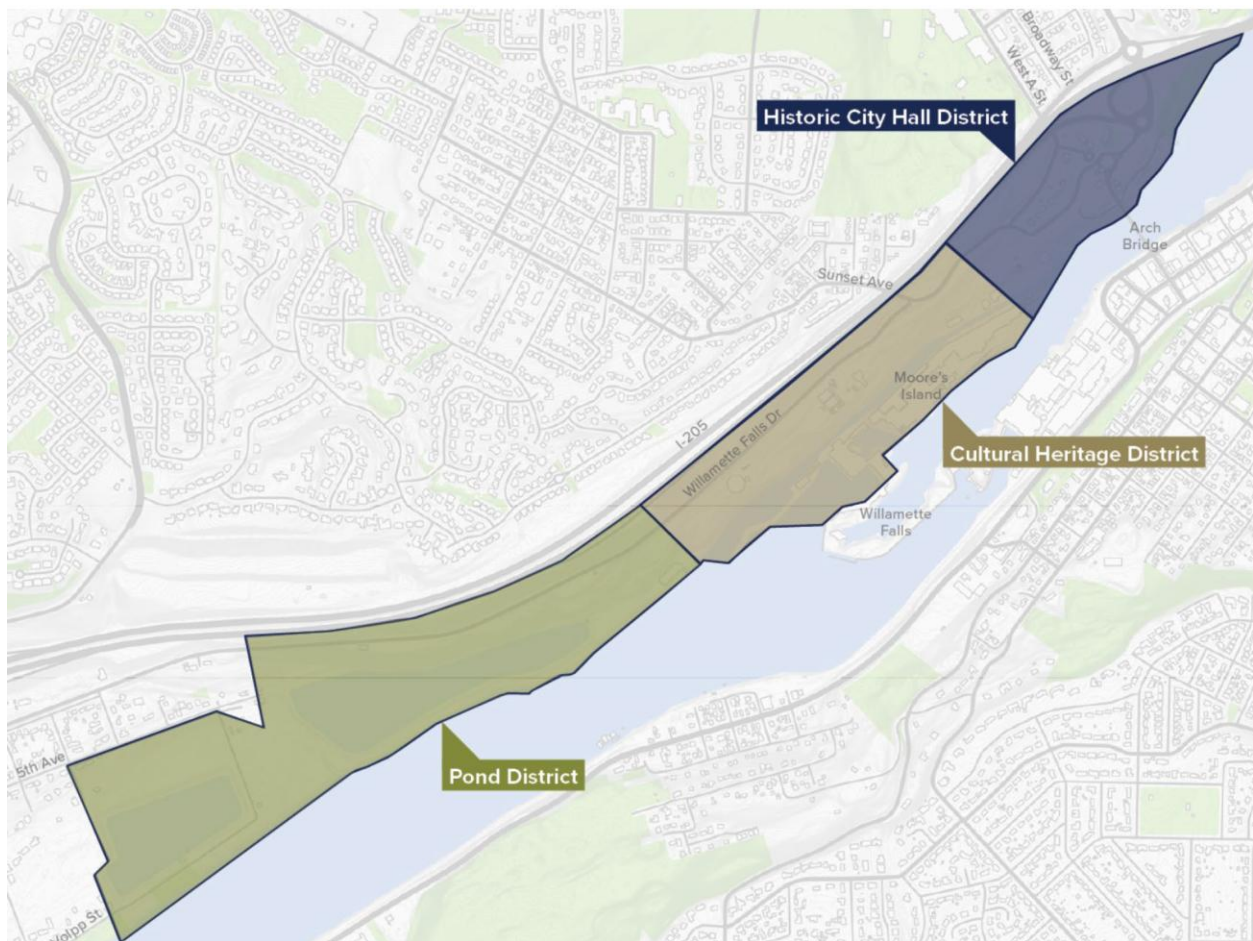
# **APPENDIX**

## **POLICY + REGULATORY ANALYSIS**

# INTRODUCTION

The West Linn Waterfront Vision Plan presents an inspired and achievable framework for the transformation of West Linn's Waterfront into a vibrant place that provides new opportunities for residents and visitors to access and experience the natural beauty and cultural richness of the area. The Vision Plan combines the community's interests with needs and values of property owners and key local partners with an analysis of the area's physical, economic, and regulatory issues to develop a physical plan for realizing the potential of the Waterfront.

The study area is shown on **Appendix Figure 1** and covers approximately 275-acres between the I-205 corridor and the Willamette River, and from the Abernathy Bridge to approximately 7th Street. The Waterfront has been broken into three districts, each having their own distinct history, character, challenges, and opportunities.



**Appendix Figure 1: West Linn Waterfront Planning Districts.**

This memorandum reviews the City's Comprehensive Plan, Community Development Code, and Transportation System Plan to identify where these policies may need to be amended to support the land use and programming recommended in the Vision Plan. It draws on waterfront examples from other Oregon and Washington communities to determine the types of code amendments that may be most appropriate.

# OUTLINE

This code review includes:

- **Comprehensive Plan Review** (Mayer Reed / Toole Design): Review of the City's existing Comprehensive Plan chapters that are applicable to the study area to identify potential inconsistencies with the type of development and programming described in the Vision Plan and to identify any policies and goals updates and/or Comprehensive Plan Map amendments that may be needed to achieve the community vision.
- **Development Code Review** (Mayer Reed / Toole Design): Review of the City's existing Development Code applicable to the Historic City Hall District to identify where existing zoning designations should be updated or new zoning designations created to support land uses and development identified in the Vision Plan for the Historic City Hall District.
- **Peer Communities Review** (Leland / Toole Design): Review of how other Oregon and Southwest Washington cities with similar waterfronts have updated their development codes and zoning types to accommodate similar changes.
- **Design Standards** (Toole Design / Leland): Identification of design and development standards and form-based code examples from peer communities to address the types of development desired for the West Linn Waterfront while maintaining opportunities for flexibility and innovation.

The purpose of the above tasks is to identify:

- Are there adjustments that can be made to existing policy to allow for certain uses, e.g., allowing public access trails through industrial zoning?
- What zoning and policy mechanisms have been used by other cities on their waterfronts, e.g., new zones, overlay zones, etc.? What are the advantages and disadvantages of these? Which seems most appropriate for West Linn?
- What uses should be included in new zoning for the Waterfront based on peer communities and the Vision Plan?
- What are the high-level recommendations for updates to the City of West Linn's Comprehensive Plan or Development Code?



# **REVIEW OF COMPREHENSIVE PLAN**

## **KEY FINDINGS**

- The existing Medium-Density Residential, Commercial, and Industrial land-use designations limit the study area's potential to achieve the Vision Plan's goals. Consequently, certain district areas will require new land-use designations to support the Vision Plan's objectives.
- While the Mixed-Use/Commercial Development designation generally supports the goals and objectives of the Vision Plan, certain language in the Comprehensive Plan may create conflicts.
- To support a broader mix of uses and development options, the Historic City Hall and Cultural Heritage Districts will require a new land-use designation, such as Mixed-Use.
- In the Pond District, some areas will need to be re-designated to support the proposed uses, while other areas can retain their current land-use designation.

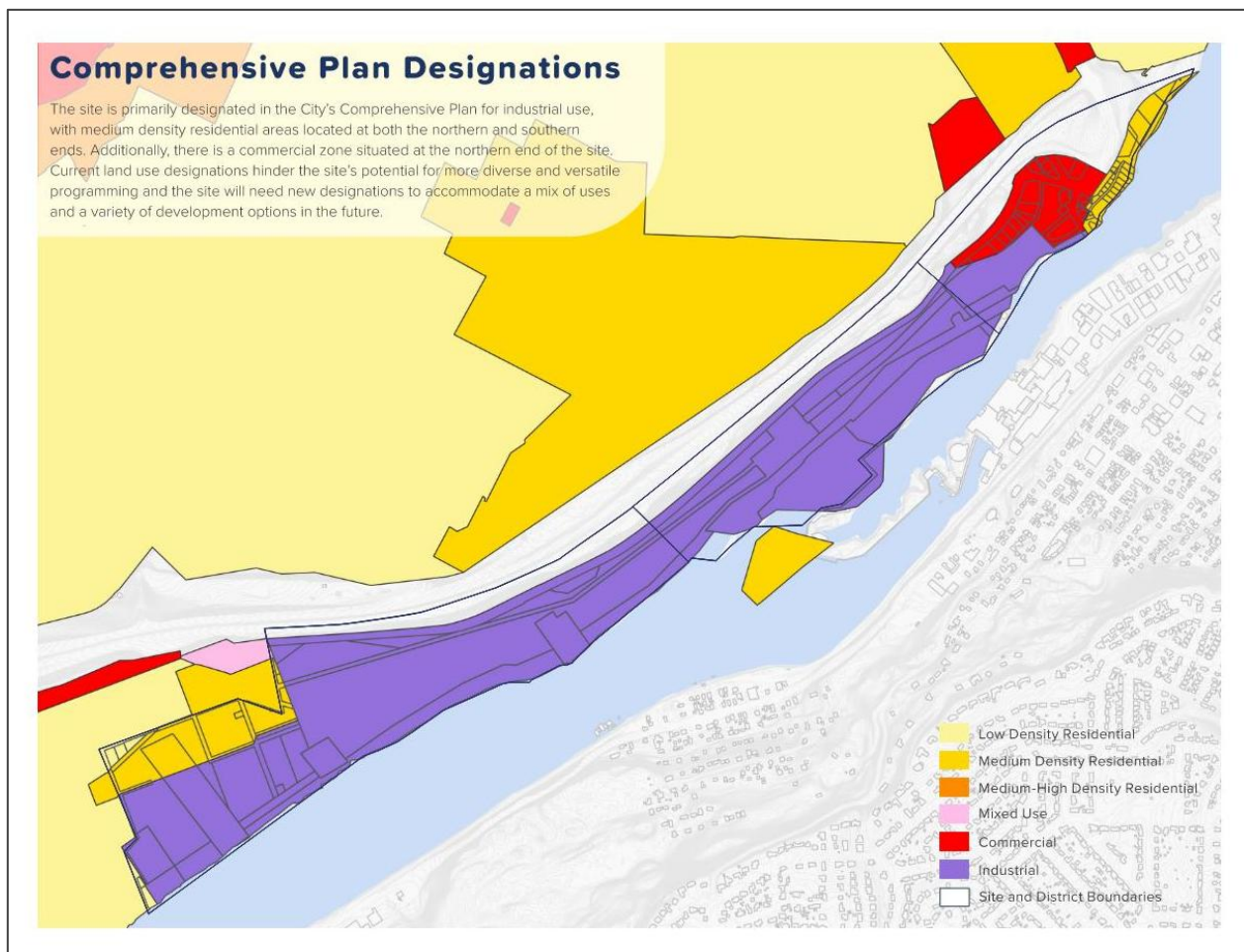


Figure 2: Comprehensive Plan Designations.

The Comprehensive Plan is an official document that establishes goals and policies to guide community development. The study area encompasses three land-use designations outlined in the Comprehensive Plan: Medium-Density Residential, Commercial, and Industrial (see Figure 2). Within this area, the Vision Plan proposes three distinct districts, each with unique land-use goals. The Comprehensive Plan reflects the community's land use vision and is formalized through the Community Development Code. It is "a document adopted by the City of West Linn designed to establish the standards and procedures governing land development and use in West Linn and to implement the West Linn Comprehensive Plan". To understand how the sections of the Land-use Planning chapter translates into zoning regulations for the Historic City Hall District, refer to the Development Code Review section of this document.

## COMPREHENSIVE PLAN GOAL 2, SECTIONS 1-4

This outline below examines how the land-use designations in the City's Comprehensive Plan align with the goals and development concepts outlined in the Vision Plan. It identifies where current policies support or limit the proposed transformation of the Historic City Hall, Cultural Heritage, and Pond Districts. For each land-use designation and associated section in the Comprehensive Plan—Residential, Neighborhood Commercial, Mixed-Use/Commercial, and Industrial—the analysis highlights key policies from the Comprehensive Plan and assesses their compatibility with the Vision Plan's development patterns, land uses, and community priorities.

### Residential (Goal 2: Land Use Planning – Section 1)

- Protect residential areas from incompatible land uses, including commercial, civic, and mixed-use development.
- Medium-high density residential lands to meet all the following criteria — land that is not subject to development limitations such as topography, flooding, or poor drainage.

*While the Residential land-use in the Comprehensive Plan supports a variety of living environments, its emphasis on protecting residential areas from the negative impacts of mixed-use development conflict with the Vision Plan's goal of fostering just that in the Historic City Hall and Cultural Heritage districts. Simultaneously, all three districts in the study area have varying degrees of geological challenges and are prone to flooding.*

### Neighborhood Commercial (Goal 2: Land Use Planning – Section 2)

- Neighborhood commercial centers are typically compact and strategically located to minimize traffic congestion and maintain the residential character of neighborhoods.
- They are also intended to preserve the city's residential ambiance by protecting them from the possibility of loss of privacy, noise, lights, and glare.
- The Neighborhood Commercial Center designation aims to provide local amenities that serve the immediate community, accommodating a range of uses from major retailers to small corner stores.

*While this designation supports reducing car use and promoting alternative transportation, it is primarily intended for commercial areas located next to residential neighborhoods, rather than fully integrated with them. Because of this, it doesn't fully support the Vision Plan's goal of revitalizing the Waterfront, and particularly the Historic*

*City Hall District, with walkable, mixed-use development that blends housing and commercial spaces within the same area.*

#### **Mixed-Use/Commercial** (Goal 2: Land Use Planning – Section 3)

- Encouraging the coexistence of housing and businesses in commercial areas.
- Support walkability, transit use, and the creation of community gathering spaces.
- Encourage multi-modal connections (walking, biking, transit, and vehicles).
- Neighborhood-Based Planning Approach — provide opportunities for involved community input to shape future development.
- Require design & development standards to promote pedestrian forward development and district character.
- Commercial areas must be aesthetically pleasing, landscaped, and pedestrian friendly.
- Businesses must protect natural spaces and integrate well with surrounding residential areas.
- Requires that any redevelopment of existing land or buildings to be completed in a manner which conforms to the adopted neighborhood plan.
- Any significant rezoning from residential to commercial should only occur following a completed neighborhood planning process.
- *The goal to “protect surrounding residential areas from adverse effects of commercial development in terms of loss of privacy, noise, lights, and glare” could conflict with the Vision Plan’s vision for high-density multi-family residential with ground-floor commercial in the Historic City Hall District.*

The Mixed-Use/Commercial land-use designation generally aligns with the Vision Plan’s goal of promoting mixed-use development in certain districts. However, some existing language may present potential conflicts. For example, the goal to “protect surrounding residential areas from adverse effects of commercial development in terms of loss of privacy, noise, lights, and glare” could conflict with the Vision Plan’s vision for high-density multi-family residential with ground-floor commercial in the Historic City Hall District, as well as medium- to high-density mixed-use development in the Cultural Heritage District. While this type of integrated development does not inherently create these adverse effects, its success would depend on thoughtful design and execution. This may require clarification to distinguish between incompatible development impacts versus intentional integration of mixed-use spaces.

#### **Industrial** (Goal 2: Land Use Planning – Section 4)

- Protect existing industrial lands from encroachment by non-industrial or incompatible uses, except for appropriately sized and sited supportive retail development.
- Maintain a general industrial zone for manufacturing, processing, and assembling activities.



- Maintain a campus industrial zone for clean industries, offices, and supportive retail commercial uses.

*Industrial land-use designation encourages compatible commercial and industrial development near the river, leveraging views of the falls and river. However, it excludes housing and therefore not in alignment with the type of development envisioned in the Vision Plan.*

## **DISTRICT REVIEW**

The following review outlines the Vision Plan’s land-use goals for each district and evaluates how they align with current land-use designations. It aims to identify where changes to land-use designations may be needed to support the Vision Plan’s objectives.

### **The Historic City Hall District**

In this district, the land-use focus is on fostering higher-density mixed-use development that accommodates a diverse range of uses, including residential, commercial, adaptive reuse, and the creation of key public open spaces. Within the Historic District, the three land-use designations outlined in the Comprehensive Plan are Medium-Density Residential, Commercial, and Industrial.

There are many goals outlined in the Comprehensive Plan for Residential (Medium-Density Residential) that do not directly conflict with the Vision Plan for this district, as the section promotes maintaining diverse living environments and housing densities within city limits. While a goal is to allow for a mix of residential and commercial uses in Commercial Districts, ensuring compatibility with neighboring areas, the policy also emphasizes the need to “protect residentially zoned areas from the negative impacts of commercial, civic, and mixed-use development, and other potentially incompatible land uses” (page 31).

The policy aim of protecting residential areas from incompatible land uses conflicts with the Vision Plan’s proposed high-density mixed-use development. However, the goal of the policy should remain unchanged, as it is beneficial and applicable in many other areas of West Linn. That said, reassigning the Medium-High Density Residential designation to a land-use that better aligns with the Vision Plan’s goals would be necessary to support the desired development patterns.

Similarly, the goals for Mixed-Use/Commercial outlined in the Comprehensive Plan do not directly hinder the objectives of the Vision Plan for the Historic City Hall District, but some language may create potential conflicts with the Vision Plan. For instance, the goal to “protect surrounding residential areas from adverse effects of commercial development in terms of loss of privacy, noise, lights, and glare” may be at odds with the Vision Plan’s vision for high-density multifamily housing with ground-floor commercial in the Historic City Hall District.

The goal of the Industrial land-use designation is to “protect existing lands currently zoned for industrial development from encroachment by non-industrial or incompatible uses,” such as housing (page 37). This change in development focus would require assigning a different land-use that would better align with the Vision Plan’s focus.

### **The Cultural Heritage District**

In this district, the land-use focus is to foster medium- to high-density mixed-use multi-family development in combination with a diverse range of uses, including public open spaces and light industrial opportunities. The district also presents unique opportunities for cultural and commercial spaces, such as the Inter-Tribal Public Access Project on Moore’s Island.

The area highlighted for potential development in the vision plan is the upland area of the district. Currently, the Comprehensive Plan designates this area as Industrial, which is incompatible with the Vision Plan's future development goals even though it encourages compatible commercial and industrial development near the river, leveraging views of the falls and river. Yet, the exclusion of housing takes away any opportunity to complete the vision for this district.

### **The Pond District**

In this district, the land-use focuses on a lower intensity of uses in comparison to what is proposed in the others. The focus in this district is to develop at a scale that is appropriate to the adjacent neighborhood while finding opportunities for ecological restoration. Within the Pond District, the two land-use designations outlined in the Comprehensive Plan are Medium-Density Residential and Industrial.

The current Medium-Density Residential designation in the Comprehensive Plan states that new construction and remodeling must align with neighborhood design and scale. For the Pond District the Vision Plan proposes single-family homes or townhomes on the far northwest end of the district, which remains consistent with the intent to propose development that complements the neighborhood’s design and scale.

In the upland areas of the Pond District, the Vision Plan proposes another opportunity for development, continuing the pattern of development seen in the upland areas of the Cultural Heritage District. Achieving this vision would similarly require a change from the current Industrial land-use designation. In the lowlands, the Vision Plan emphasizes open space that offers physical access to the river’s edge while protecting and restoring environmental features such as wetlands, riparian lands, and their contributory watersheds. Given these environmental sensitivities and floodplain constraints, this area may be better suited for a different land-use designation rather than Industrial.

## **SUPPLEMENTAL COMPREHENSIVE PLAN POLICIES AND OBJECTIVES**

The analysis above focuses on the Comprehensive Plan’s land-use designations, as outlined under Goal 2, since these directly influence zoning and development within the study area. While Goals 5, 6, 7, 8, 9, 10, 11, 12, 13, and 15 are relevant to the Willamette River and broader Vision

Plan context, they are not linked to specific land-use designations. As such, the primary focus is on identifying where updates to land-use designations may be needed to support the Vision Plan’s objectives for the Historic City Hall, Cultural Heritage, and Pond Districts.

A high-level review of all relevant Comprehensive Plan chapters found no direct contradictions with the Vision Plan; however, some language could benefit from refinement to better support its goals. Updates to certain land-use designations, clearer guidance around mixed-use integration, and stronger emphasis on environmental protections through thoughtful design would help bring the two plans into closer alignment. For example, the Comprehensive Plan notes that much of the land currently zoned for Industrial use near the Willamette River is constrained by steep slopes and flooding. Since the Vision Plan envisions projects like the Inter-Tribal Public Access Project in this area, we recommend revising the language to better support such development—potentially by incorporating references to ecological restoration and community-based programming.

## **DEVELOPMENT CODE REVIEW** **(HISTORIC CITY HALL DISTRICT)**

### **KEY FINDINGS**

- Current zoning designations lack the flexibility to support the intended land uses, target densities, and future growth envisioned in the Vision Plan. This suggests a broader need for zoning updates—either through revisions to existing designations or the creation of a new zoning category / categories.
- Opportunities exist within the Willamette and Tualatin River Protection Overlay, which encourages the dedication or establishment of access easements to facilitate public access along the river.

The review of the City’s existing Development Code chapters in reference to the Historic City Hall District aims to determine where zoning designations should be updated or new ones established to support the land uses and development envisioned in the Vision Plan. The Historic City Hall District includes three base zones, each supported by the Comprehensive Plan’s Land-use designations and detailed in the city’s Development Code. These zones define allowable uses, conditional uses, and basic development standards. The current zones in the Historic District are Medium Density Residential (R-5), General Commercial (GC), and Industrial (I). The following provides a brief overview of key features of the three existing Historic City Hall District zones as they relate to the land uses and programming outlined in the Vision Plan for this District (see Table 1).

### **R-5 Medium Density Residential**

Allowances and uses outlined for Medium Density Residential (R-5) are intended to maintain the residential character of a neighborhood. While middle-housing development is permitted, this zone does not allow for food and beverage services, retail, office, or other commercial uses. It does support community recreation and conditionally allows water-dependent uses. However,



the code does not currently include specific language regarding marinas and/or commercial boat facilities, and additional clarity is needed to determine whether such a use would be permitted. Furthermore, the R-5 designation would not support the density proposed in the Vision Plan for the Historic City Hall District.

### General Commercial (GC)

Mixed-use developments that combine residential and commercial spaces are permitted in this zone under specific conditions, with standalone residential developments being prohibited to prioritize commercial function and growth. It also allows for community-oriented spaces, such as community centers and cultural exhibits, in addition to parking structures, which are a key component of the Historic City Hall District’s desired programming. However, density limitations present a challenge. With a maximum lot coverage of 50% and height restrictions ranging from 35 to 45 feet, the density envisioned for the Historic City Hall District Vision Plan cannot be fully realized under the current zoning regulations.

### General Industrial (GI)

This zone is not compatible with mixed-use development. Its primary purpose is to accommodate manufacturing, processing, and assembly uses that, due to their size, scale, and program, are generally incompatible with adjoining non-industrial uses.

**Table 1. Proposed Potential Uses in the Historic City Hall District**

	R-5 / Medium Density Residential	General Commercial (GC)	General Industrial (GI)
Multi-family	Not allowed	Prescribed Condition	Not allowed
Food & drink	Not allowed	Allowed	Not allowed
Retail	Not allowed	Allowed	Not allowed
Office	Not allowed	Allowed	Not allowed
Commercial	Not allowed	Allowed	Not allowed
Community recreation	Allowed	Allowed	Not allowed
Parking facilities	Not allowed	Allowed	Allowed?
Water-dependent uses	Conditional	Not allowed	Prescribed Condition
Senior center	Allowed	Allowed	Not allowed
Hotel	Not allowed	Allowed	Not allowed
Light industrial	Not allowed	Conditional	Industrial Allowed

## ZONING UPDATES FOR THE HISTORIC CITY HALL DISTRICT

A review of the three existing base zones reveals that they do not align with the density and development goals outlined in the Vision Plan for the Historic City Hall District. The current zoning framework lacks the flexibility to support the intended land uses, target densities, and future growth envisioned in the plan. This suggests a broader need for zoning updates—either through revisions to existing designations or the creation of new zoning categories—to ensure alignment with the Vision Plan’s objectives.

In reviewing other zoning districts, opportunities exist within the Willamette and Tualatin River Protection Overlay, which encourages the dedication or establishment of access easements to facilitate public access along the river. Meant as an incentive for developers to encourage access in industrial, multi-family, mixed use, commercial, office, public and non-single-family residential

zoned areas. This overlay permits to build up to 60 feet in height, provided they meet the conditions of providing public riverfront path and access connections (see Table 2).

**Table 2. Zoning District Comparison**

	<b>R-5 / Medium Density Residential</b>	<b>General Commercial (GC)</b>	<b>General Industrial (GI)</b>	<b>Willamette and Tualatin River Protection Overlay</b>
Max. lot coverage	40%	50%	50%	--
FAR	.45	--	--	--
Max. Height (ft)	35 ft	up to 3.5 stories or 45 ft*	up to 3.5 stories or 45 ft**	60 ft
Max. Density (du/ac)	8.7	Not Available	--	--
Setbacks (ft):			Not specified***	--
Front	20 ft	20 ft Max.	--	--
Interior side	5 ft	--	--	--
Street side	15 ft	--	--	--
Rear	20 ft	--	--	--
<p>* For any structure located 50 feet or more from a low or medium density residential zone.  ** For structures located 100 feet or more from a residential zone.  *** Where the use abuts a residential district, the setback distance of the residential zone shall apply.</p>				

# PEER COMMUNITY REVIEW

## KEY FINDINGS

- The City should consider creating a new zone for its waterfront, potentially utilizing subdistricts to emphasize the mixed-use character desired in various areas.
- In areas like the Historic City Hall District which call for vertical mixed-use development, the City should consider allowing heights of 60 to 65 feet (five stories). The City could consider utilizing minimum heights to encourage the desired development typologies.
- The City should consider regulating the building envelope rather than interior density of uses to allow for more flexibility while maintaining controls on form and scale of development.
- As West Linn considers adding design standards to its waterfront zones, it should ensure that any standards it develops do not add significantly to the complexity of developing vision-aligned buildings at the waterfront.
- In alignment with the Vision Plan, the City should allow a mix of uses including commercial, residential, and light industrial in the Cultural Heritage District. This could complement the proposed mixed-use development in the Historic City Hall District

This section analyzes zoning in four mixed-use waterfront districts across Oregon and Southwest Washington to identify regulatory best practices. The selected communities—Eugene, Hood River, Independence, and Vancouver—each implemented distinct zoning and design regulations tailored to their unique goals. These varied approaches offer valuable insights for shaping effective policies. The four primary goals of the West Linn Waterfront Vision Plan are:

- **Reinvestment opportunities:** The area will maintain its long history as a working waterfront, while creating opportunities for reinvestment in the historic heart of the community.
- **Transportation Improvements:** the Waterfront will safely accommodate pedestrians, bicyclists, motorists, and truck traffic while reducing conflicts and supporting land uses.
- **River Access:** The community and visitors will have enhanced visual and physical opportunities to enjoy the river and falls through trails, open spaces both natural and within the built environment, and aquatic recreation.
- **Historic Character:** The community and visitors will experience a revitalized and vibrant Waterfront, while experiencing and celebrating the working and historic industrial uses and important natural, historic, and cultural resources of the area.

Table 3 below shows a high-level summary of common features of each peer community's zoning code. The balance of this section includes descriptions of how each of these features is applied and what West Linn can learn from these communities.



Table 3. Summary of Peer Community Analysis

	Eugene Downtown Riverfront	Hood River Waterfront Park / Portway Avenue	Independence Landing	Vancouver Waterfront
Waterfront-specific zoning / overlay	✓	✓	✓	
Encouraging height / density	✓	✓		✓
Open space preservation	✓	✓	✓	✓
Design Standards		✓	✓	
Light Industrial	✓	✓	✓	

## WATERFRONT-SPECIFIC ZONING / OVERLAY

### Relevance to West Linn Waterfront

As communities seek to encourage unique, mixed-use waterfront districts, they must choose whether to employ an existing zone or whether to create a new zone or overlay that is specific to the waterfront. Eugene, Hood River, and Independence all utilized waterfront-specific zoning to achieve their visions for waterfront development. While Vancouver’s zoning code previously included a Waterfront Mixed-Use Plan District, that district was repealed in 2019 and the waterfront now utilizes City Center zoning.

In West Linn, the existing general commercial or mixed-use zone is unlikely to allow the area to meet the goals of the Vision Plan, which calls for civic, cultural, commercial, and housing development. Because of this, the City should consider creating a new zone for its waterfront, potentially utilizing subdistricts as in Eugene.

### Peer Communities

**Eugene** utilizes a Downtown Riverfront Special Area Zone (S-DR) that includes a Mixed-Use Subdistrict (S-DR/MU) and a Cultural Landscape and Open Space Subdistrict (S-DR/CL). The Mixed-Use Subdistrict allows for retail, office, and residential uses as well as some manufacturing and industrial service uses. The Cultural Landscape and Open Space Subdistrict allows for parks, open space, utilities, and communications. The S-DR/CL zone preserves the land directly along the river as a public space for walking, biking, and other recreational activities, while the S-DR/MU zone allows for a dense mix of commercial and residential uses consistent with the Riverfront Master Plan.

**Hood River** utilizes a Waterfront Overlay that includes design and use standards consistent with the City’s vision for its waterfront. The base zoning in the waterfront area is Light Industrial (LI), Open Space (OS/PF), Columbia River Recreational/Commercial (RC), and General Commercial (C-

2). Unlike the other peer waterfronts in this analysis, Hood River does not encourage housing at its waterfront – while housing is allowed in C-2 zones, it is a conditional use. In a nod to its industrial heritage, the main uses are commercial and light industrial. These uses are supplemented by outdoor open and recreational space consistent with Columbia River tourism goals.

In order to support a mix of retail, office, hospitality, light industrial, and residential uses at its riverfront, **Independence** established the Downtown Riverfront Zone (DRZ). While various types of housing and commercial space are allowed in this zone, it is limited to 200 multifamily units, 30 townhomes, 150 hotel rooms, and 25,000 square feet of commercial space.

### Questions For Consideration

- What types of mixed-use zone and/or series of zoning subdistricts are best aligned with implementing the West Linn Waterfront Vision?
- Should a separate zone/subdistrict be utilized to preserve open space and/or cultural assets while restricting commercial development? Where should this apply?

## ENCOURAGING HEIGHT / DENSITY

### Relevance to West Linn Waterfront

To cultivate vibrant and active waterfronts, both Eugene and Vancouver employed zoning regulations intended to encourage multistory buildings and a density of uses. In West Linn, the waterfront has more constraints with topographical and environmental challenges than in these peer communities, but there are areas where encouraging dense, multistory development will help the City achieve its goals. West Linn’s Vision Plan calls for a higher-density mix of residential and commercial uses in the Historic City Hall District. Vertical mixed-use typically requires heights of 60 to 65 feet (five stories), which may be appropriate for some parts of the Historic City Hall District.

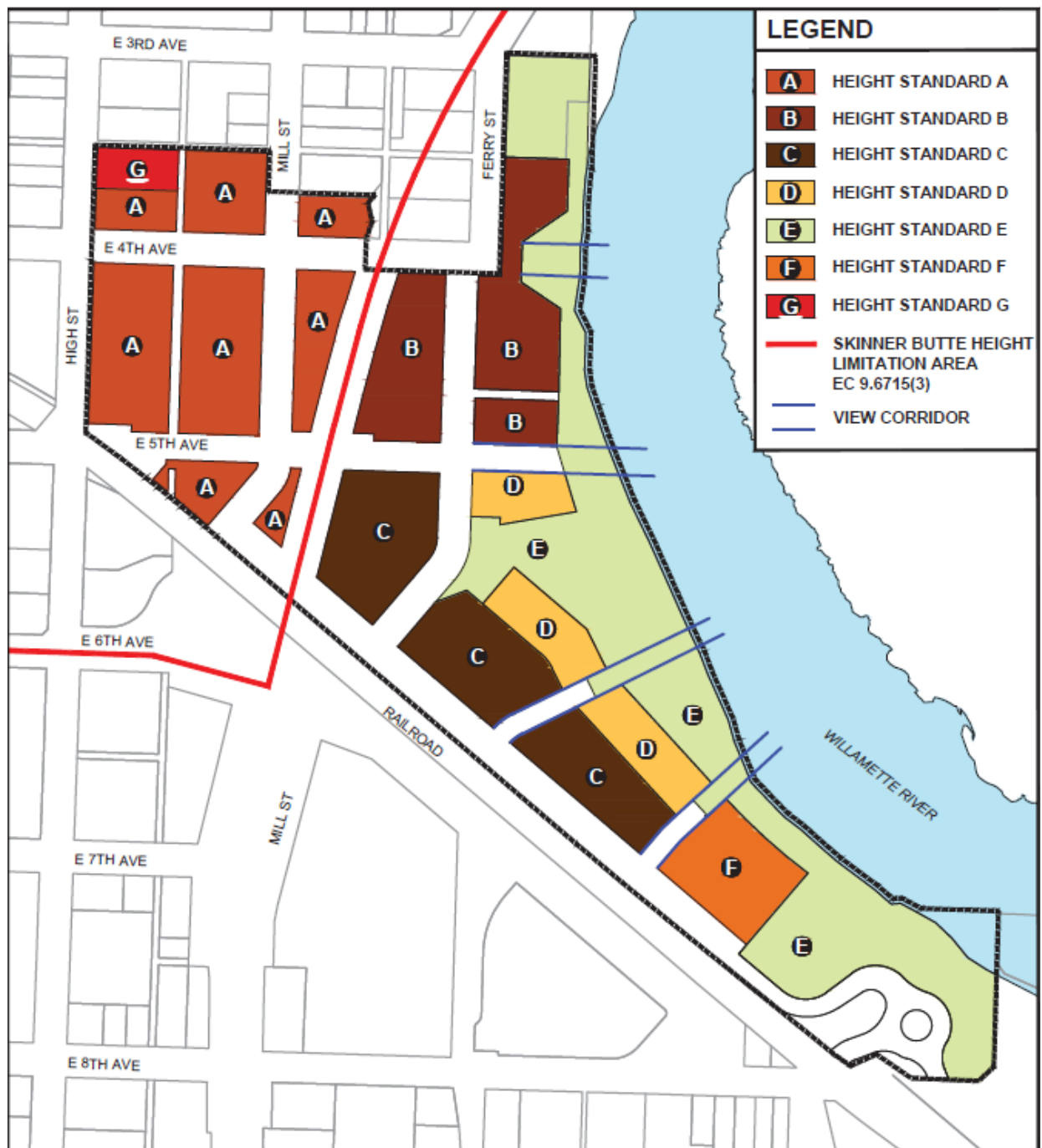
### Peer Communities

In both Eugene and Vancouver, heights vary by block based on proximity to the waterfront. West Linn should consider heights between 45 and 65 feet where mixed-use development will be allowed. Density in these areas should be determined by building footprint and height.

Standard	Height (min)	Height (max)
A	2 stories	540 feet above sea level
B	3 stories	80 feet
C	3 stories	120 feet
D	14 feet	45 feet
E		30 feet
F		75 feet
G		490 feet above sea level

In Eugene’s S-DR/MU zone, height limits vary by area, ranging from 45 to 120 feet. In the D areas shown in **Error! Reference source not found.** below, the height limit is 45 feet to allow for more human-scale commercial adjacent to the open space, while the C areas allow for 120 feet of height, with a minimum envelope of four stories (three if housing is included). While there are no density limits in the S-DR/MU zone, a minimum of one story of residential use is required.

Figure 3. Height Standard Areas in Eugene’s S-DR Zones

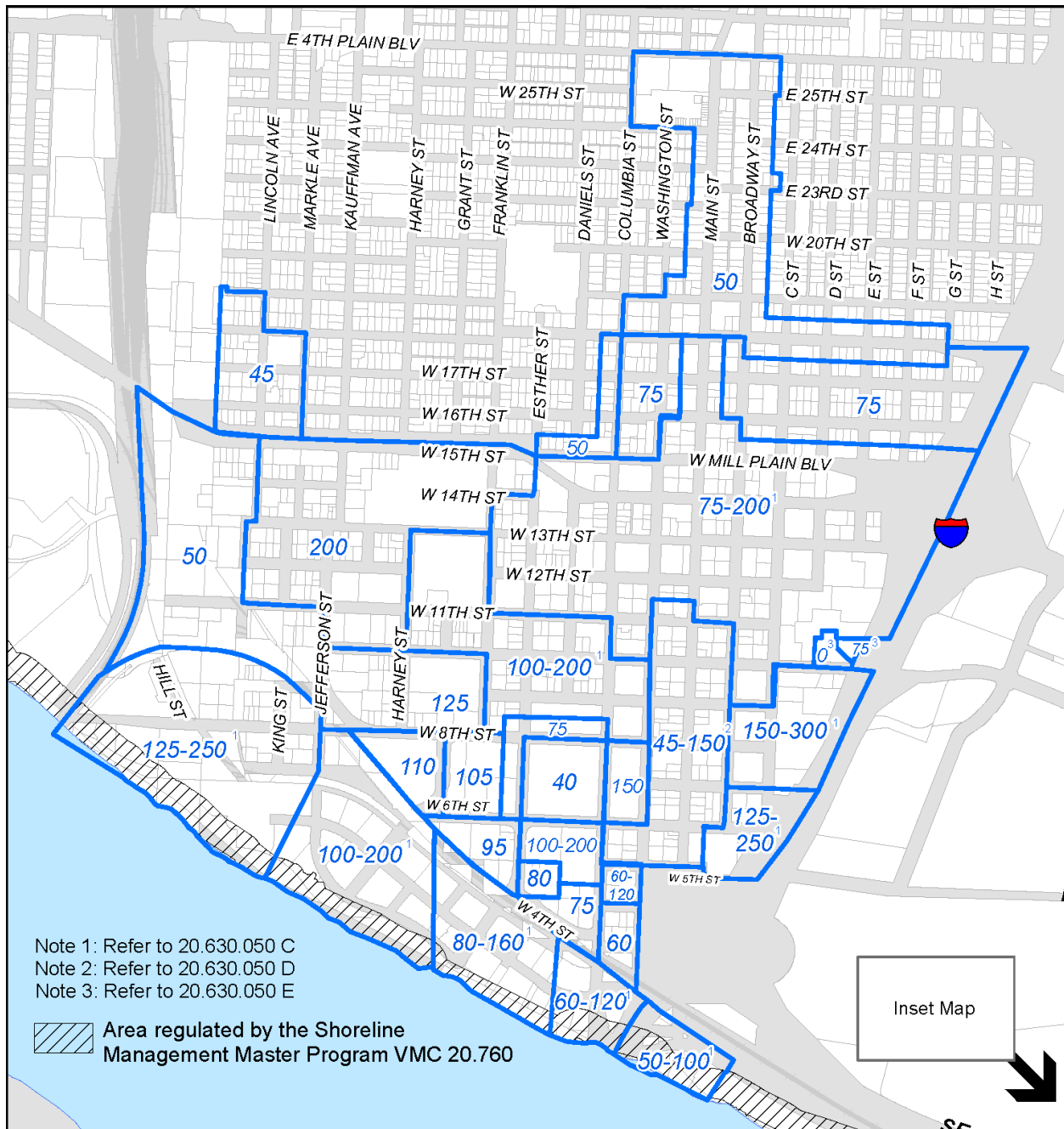


Source: City of Eugene.

In **Vancouver**, the City Center (CX) zone has a minimum residential density of 12 dwelling units per acre and a maximum height ranging from 60 to 250 feet. As in Eugene, heights vary by area. Along the waterfront, heights increase as you move west from the I-5 overpass (as shown in Figure 3 below). There is no maximum density for housing in the CX zone, though the minimum is 12 dwelling units per acre. Allowing for height and density in the waterfront has helped it become a vibrant mixed-use district where housing and office space help support local businesses.

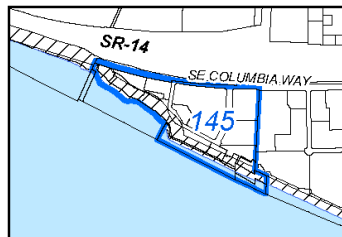


Figure 3. Maximum Building Heights in Vancouver's CX Zone



0 500 1,000 2,000 Feet

## Maximum Building Heights



**FIGURE**  
**20.630-4**  
 CITY OF  
**Vancouver**  
 WASHINGTON

Source: City of Vancouver.

## Questions For Consideration

- Should West Linn allow up to 65 feet in height where mixed-use development is envisioned in the Vision Plan?
- Should West Linn vary heights based on proximity to the waterfront?
- How should the unique topographical constraints of the West Linn waterfront be accounted for in consideration with building height?
- Should West Linn regulate density based on the height and building footprint (form-based) as opposed to maximum units per acre?

## OPEN SPACE PRESERVATION

### Relevance to West Linn Waterfront

Riverfronts are important because people value proximity to water. A key aspect of successful riverfront revitalization projects is ensuring that there is public access to the river. This could mean physical access – boat launches, swimming areas, etc. – as in the case of Hood River, or visual access as in Vancouver. By preserving and enhancing open space along the river, cities can draw more residents and visitors to the area.

West Linn’s Vision Plan calls for leveraging the Willamette Falls Multimodal Greenway (the Willamette Falls Drive Concept Plan) and the Waterfront Trail as the two primary circulation spines of the site, and limiting interactions between pedestrians, cyclists, and trucks that need to access industrial and utility users at the site. It also highlights the importance of preserving important sightlines to the river and planning for a series of connected open spaces. West Linn may consider utilizing one or more open space and/or recreational zoning districts to encourage public access to the waterfront. Given the unique industrial and cultural heritage of the site, West Linn may want to consider allowing certain commercial or public serving uses within this district.

### Peer Communities

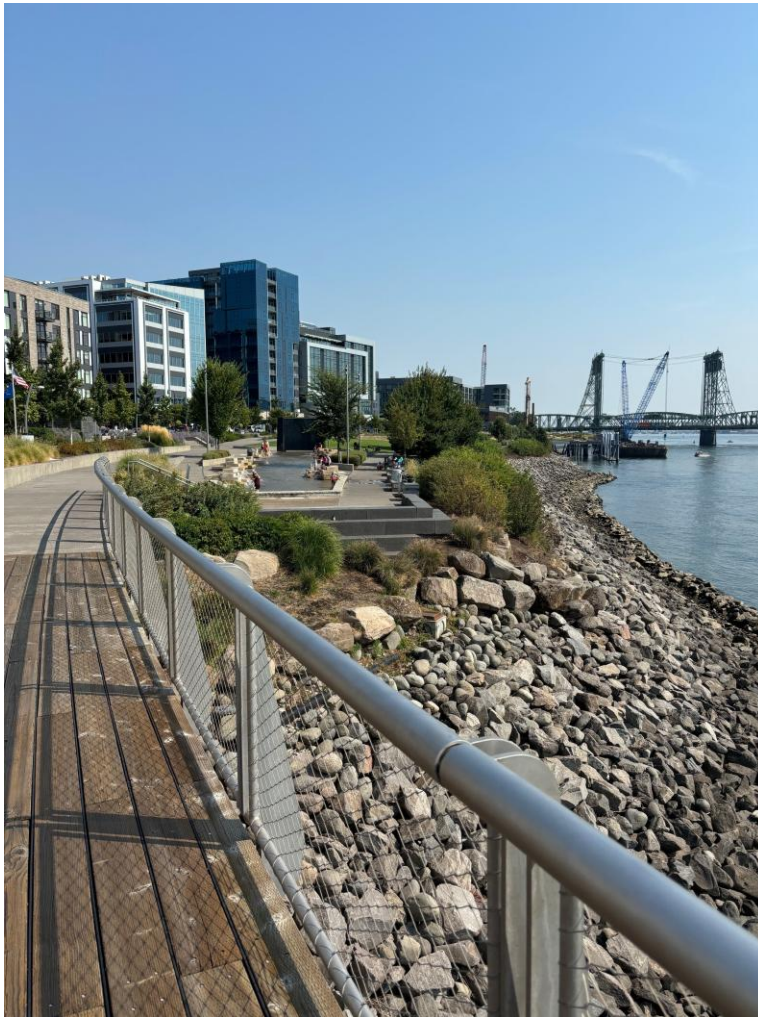
**Eugene** maintains open space along the river through its Cultural Landscape and Open Space Subdistrict (S-DR/CL), which allows for parks and open space as well as communications and utilities. In this subdistrict, Riverfront Park Planting and Riparian Enhancement Planting Standards require native planting and replanting. This area also includes the Riverbank Trail, a public multi-use path that is an essential component of the Riverfront Master Plan. The open space along the riverfront in Eugene is multi-purpose – it both ensures public access to the river and increases the sustainability of the ecosystem.

In **Hood River**, the river is central to the Columbia River Gorge National Scenic Area, drawing visitors interested in hiking, biking, paragliding, and watersports. The City utilizes two zones to maintain public access along the riverfront – Open Space/Public Facility (OS/PF) and Columbia River Recreational/Commercial Zone (RC). OS/PF allows for public parks, playgrounds, and temporary concessions while RC allows for more specific river-related recreational uses, including wildlife viewing areas, bike paths, launch sites for non-motorized watercraft, recreational and cultural events, and public restrooms. By utilizing these two zones, Hood River has created areas along the river front that allow for a variety of visitors to interact with the river without clashing. Children can play at the park and play area, while watersport enthusiasts can set up their gear and access the water at the Event Site.

**Independence** utilizes Public Service (PS) zoning to maintain public access to its riverfront. Unlike in the other peer communities, this zone allows for certain types of structures, including auditoriums, colleges, municipal or government services, stadiums, and libraries. In the Independence Landing area, the PS zone is currently home to a series of parks and campgrounds supporting public access to the river. Riverview Park, adjacent to the Independence Hotel, features an outdoor amphitheater for live events. It also includes a campground for bikers and boaters. A multi-use path along the river connects Riverview Park with North Riverside Park and the Independence Sports Park.

Although the public is not able to directly access the river for swimming or watersports in **Vancouver**, the scenic views of the Columbia River are central to the success of developments and businesses in the area. The Park/Open Space (P/OS) zone was used to create a series of parks along the riverfront that feature art installations, play spaces, walking paths, and landscaping that reflect the riparian character of the area.

**Figure 4. Walkway and Open Space at the Vancouver Waterfront**



*Source: Leland Consulting Group*



## Questions For Consideration

- What portions of the site should be preserved as open space, and how does this interact with the industrial heritage of the site?
- How will formerly industrial sites be remediated and maintained for public space and access?
- Should any of the site preserved for open space allow for certain commercial and/or recreational uses?

## DESIGN STANDARDS

### Relevance to West Linn Waterfront

Design standards can be utilized to ensure a specific look or aesthetic at a city's waterfront. Typically, they include regulations for facades, materials, setbacks, height, and building orientation. However, overly prescriptive design standards can negatively impact the feasibility of development by increasing development timelines and costs.

### Peer Communities

Of the four peer cities included in this review, just Hood River and Independence utilize design standards in waterfront zones. Both communities emphasize the need for façade variation to make buildings more human-scale. As West Linn considers adding design standards to its waterfront zones, it should ensure that any standards it develops do not add significantly to the complexity of developing vision-aligned buildings at the waterfront. Additional information on design standards can be found in the Design Standard Examples section of this analysis.

In **Hood River's** Waterfront Overlay, design standards require façade variation, windows along a certain percentage of ground floor walls, architectural features for building entries, high-quality, long-lasting building materials, and orientation towards the street. The standards delineate four subareas where design standards may differ slightly based on use and proximity to key sites.

**Independence** utilizes design standards for commercial and mixed-use properties in its Downtown Riverfront Zone (DRZ). Independence uses more prescriptive design guidelines than Hood River, with requirements for “banding” of ground floors to break up visual massing. It also emphasizes the relationship between buildings and the pedestrian realm and encourages the use of locally sourced brick, stone, and stucco.

## LIGHT INDUSTRIAL

### Relevance To West Linn Waterfront

According to West Linn's Waterfront Vision Plan, the Cultural Heritage District is intended to act as a celebration of the area's industrial heritage alongside the site's importance to Indigenous culture. While heavy industrial uses can be challenging in natural areas where cities intend to increase public activity, some cities have found that light industrial uses can enhance visitor experience while preserving industrial heritage. In addition, allowing adaptive reuse of light industrial for public, civic, and commercial uses can help to connect the area's past and future. West Linn should allow a mix of uses including commercial, residential, and light industrial in the Cultural Heritage District.

### Peer Communities

While Eugene and Independence both allow light industrial and industrial services in their riverfront zones, Hood River has made light industrial a key feature of its waterfront. Hood River's Light Industrial (LI) zone allows for 25 percent of building space (up to 2,500 square feet) to be public-facing commercial related to the light industrial use. This has fostered a unique character along Portway Avenue, where local breweries, coffee roasteries, and other light industrial users operate restaurants, cafes, and tasting rooms. The Waterfront Overlay also allows commercial space up to 1,500 for businesses not associated with industrial use in the LI zone.

### Questions For Consideration

- Should light industrial be a feature of West Linn's future waterfront? Should a public-facing commercial element be encouraged or required?

## **DESIGN STANDARD EXAMPLES**

### **KEY FINDINGS**

- In developing design standards, the City should take a more flexible approach akin to the Hood River example, focus on a limited set of key features with prescriptive requirements, such as building height limits and setbacks, and allow flexibility in other areas, such as façade variation and building materials.
- In addition to design standards, West Linn should consider utilizing flexible design guidelines to encourage creativity and a unified design reflective of local context and history without being overly prescriptive.
- In the longer term, the City should consider utilizing a form-based code along the riverfront that regulates building scale and massing rather than density to allow for more flexibility in meeting market demand. This could include requirements both for new construction and adaptive reuse, as in Eugene.

This section provides a deeper look at the waterfront design standards in Hood River and Independence landing, as well as industrial heritage design guidelines in Portland and form-based code in Eugene. These examples are intended to inform the development of codes and guidelines for a potential new zoning district (or districts) along the West Linn Waterfront. It will be essential for West Linn to balance the prescriptiveness of design guidelines with the potential impacts to development feasibility.

## **WATERFRONT DESIGN STANDARDS**

### Hood River

Hood River's Waterfront Overlay Zone includes design standards for commercial and industrial development. There are standards for the entire zone as well as additional standards specific to subareas. The table below details the design standards that apply to the Hood River Waterfront Overlay Zone. Some of the standards are very prescriptive, such as the required window area

and building height limits. Others, like façade variation and building materials, provide flexibility in how they can be met. Allowing for flexibility within design standards can help ensure that the area is still visually interesting, while remaining feasible for development. Note that no new construction has occurred in subareas three and four as of 2025.

	Waterfront Overlay	Subarea 1	Subarea 2	Subareas 3 & 4
Façade Variation	Must contain two of the following features: recess, extension, offsets or breaks in roof elevation, natural wood, or other similar approved variations			
Window Area	For facades within 30 feet of the street, plaza, or other open space, windows must cover 20% of ground floor wall, 15% of total wall area	50% of ground floor wall length; 40% of total wall area	40% of ground floor wall length; 30% of total wall area	20% of ground floor wall length; 15% of total wall area
Other Window Requirements	Must allow views into ground floor working, lobby, or display areas. Windows should be square or rectangular with multiple lights			
Building Entries	Should be highlighted with architectural features & have protection from natural elements			
Exterior materials	Permitted materials include brick, natural stone, glass, wood, metal, or other similar approved materials			
Placement and Orientation	Publicly accessible sidewalks along the entire street frontage; No more than 20-foot	Buildings & off-street parking prohibited in the northernmost 250 feet of Subarea 1	Primary entrance oriented to a street	



	Waterfront Overlay	Subarea 1	Subarea 2	Subareas 3 & 4
	setback from public sidewalk; parking prohibited between building and street			
Max Building Floor Area		16,000 SF		25,000 SF
Maximum Height		24 feet		28 feet
Public Access		Access to waterfront and recreational areas must be provided; publicly available esplanade adjacent to upper bank		
Setbacks		No minimum; maximum is 10 feet		
Landscaping				One tree every 30 feet of frontage; 1 tree per 7 spaces in parking areas; emphasize use of native trees, shrubs, and other plants
Exterior Lighting				Façade lighting limited to building-mounted fixtures; pedestrian-scale lighting required for public spaces

Figure 5. Ferment Brewing Company in Subarea 1



Source: Travel Oregon.

Figure 6. Stoked Coffee Roasters on Portway Avenue in Subarea 2



Source: Brian's Coffee Spot.

## Independence Landing

The City of Independence utilizes design standards in its Downtown Riverfront Zone (DRZ) in order to encourage a similar pedestrian orientation as the downtown area while also allowing motor vehicle access. The design standards in the DRZ are more prescriptive than those in Hood River, with detailed requirements for each part of the building to break up both horizontal and vertical massing. It also requires architectural features to enhance the pedestrian environment and streetscape. Unlike the Hood River and West Linn waterfronts, most of the Independence Landing area was developed by a single developer, Tokola Properties. Although strict design requirements can add cost and complexity to any development, they can have less of an impact on feasibility in cases where there is a single developer building across a large site.

The table below contains a selection of design guidelines for the Independence DRZ. Note that many of these requirements include options for compliance.

Ground Floor Base	Must include projected window sills, masonry or finished concrete plinth, or a bulkhead constructed of concrete, brick, or stone
Ground Floor Middle	Must include integrated horizontal and vertical window mullions, a window planter box, or decorative building light fixtures or wall sconces
Ground Floor Top	Should contain a marquee or projecting blade sign, a sign frieze, a storefront awning or canopy, a storefront cornice or belt course, or a transom window
Middle	Must contain two of the following: vertically oriented windows, changes in color, step-backs, horizontal bands or signage bands, bay windows, balconies, or vertically oriented bricks
Top	Must include a “cap” element such as a cornice or projected parapet, hipped or gabled roof, roof top gardens, or a roof overhang
Commercial Bays	Ground floor commercial storefronts should be divided into distinct bays that are no more than 30 feet wide
Ground Floor Decorative Elements	Must include at least two of the following: clerestory or transom windows, overhangs, plinths or columns, decorative lighting, signage, canopies or overhangs, storefront frieze, window plant box, or medallion
Entry Requirements	Must include at least three of the following: glass entry doors, clerestory or transom windows, glass windows that flank the door, recessed entry bays, signage, decorative lighting, pavers and colors to mark the entry, or awnings or canopies
Materials	The street facing façade must be composed of at least 40% brick, stone, or stucco.



Figure 7. Independence Landing Apartments



Source: Tokola Properties.

Figure 8. Independence Hotel



Source: The Oregonian.

Figure 9. Osprey Point Apartments



*Source: Steven Vaughan Photography*



## CONNECTING TO INDUSTRIAL & CULTURAL HERITAGE

The industrial & cultural heritage of the West Linn Waterfront is a key part of its identity, which should be reflected in future development. If West Linn adopts design standards, the City could choose to require specific materials that reflect industrial character, or encourage design elements that represent the Native American cultures that long inhabited the area. Alternatively, the City may choose to create guidelines rather than standards, providing a variety of examples for bringing the area's history forward.

The City of Portland created design guidelines for the **South Waterfront** neighborhood in 2002. Guideline A5-1 directs developers to “consider south waterfront’s history and special qualities,” primarily its shipbuilding heritage. Options for this include:

- Reusing or recycling elements of the South Waterfront’s past in new designs
- Combining works of art, stormwater management systems, and water features
- Developing projects to integrate and enhance historic features
- Using district elements and/or artifacts as inspiration for new works of art

An example of the use of these guidelines is found in the South Waterfront Greenway, which utilizes artwork and materials as a nod to the logging and industrial past.

Figure 10. South Waterfront Greenway



Source: SWA/Balsley

Portland also has design guidelines for **NW 13<sup>th</sup> Avenue** in the Pearl District, which retains the industrial character of the neighborhood. It has general advisory guidelines as well as those specific to adaptive reuse and new construction. General guidelines include:



- Providing a compatible use for buildings that requires minimum alteration to the building and its environment
- Rehabilitating in a way that doesn't destroy the distinguishing characteristics of the property
- Repairing deteriorated architectural features rather than replacing them
- Treating distinctive historical features with sensitivity
- Showcasing the evolution of buildings over time
- Utilizing contemporary design that complements the character of the structure and neighborhood

Guidelines for new buildings encourage the incorporation of historic materials reflecting the area's industrial heritage. These include:

- Utilizing materials, colors and textures that are consistent with historic buildings in the district, such as masonry, brick, or concrete for facades and wood sash, double-hung, or industrial casement windows.
- Incorporating special features common in the district including loading docks with roll-up doors and wood or metal canopies overhead, awnings, decorative cornices, and water towers.

The Heartline Building on NW 13<sup>th</sup> Avenue, built in 2018, incorporates the masonry and raised entryway features common along this street.

Figure 11. The Heartline Building on NW 13<sup>th</sup> Avenue in Portland



Source: CoStar.

Figure 12. A Historic Commercial Building on NW 13<sup>th</sup> Avenue



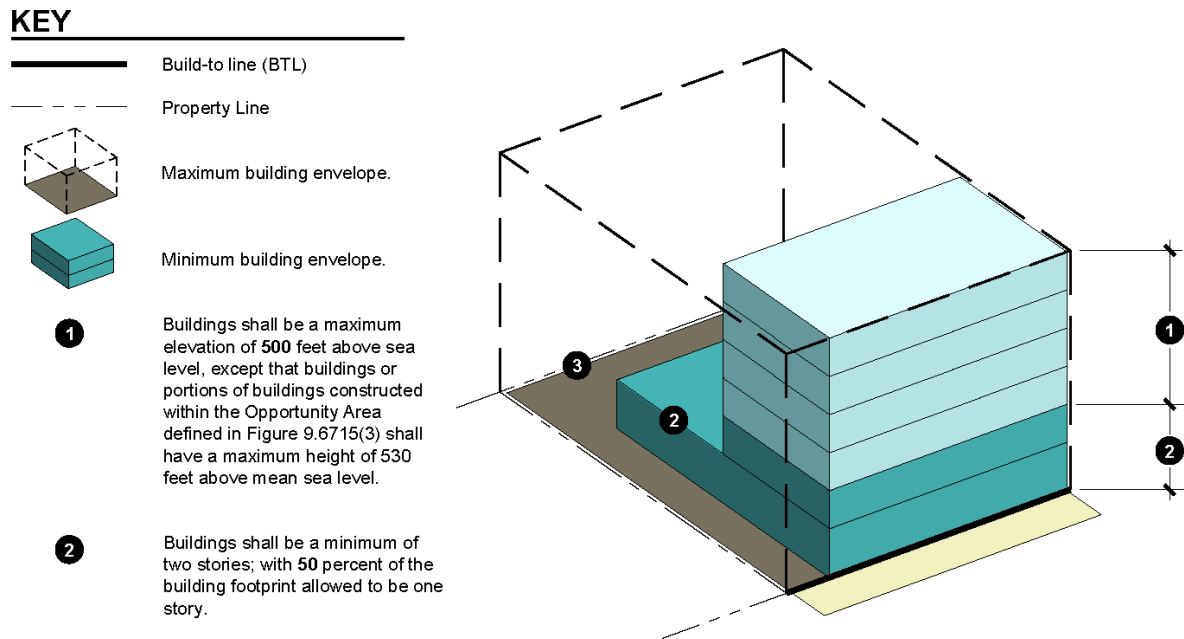
Source: Neighbors West Northwest.

## FORM-BASED CODE

### Eugene

Eugene's S-DR zone incorporates elements of a form-based code by regulating the envelope of buildings rather than the density via its Height Regulating Plan. As shown in the previous section, Eugene's riverfront zone utilizes seven different height standards (A through G), and there is no limit on density. Eugene's code provides diagrams depicting the minimum and maximum building envelopes for each of these standards.

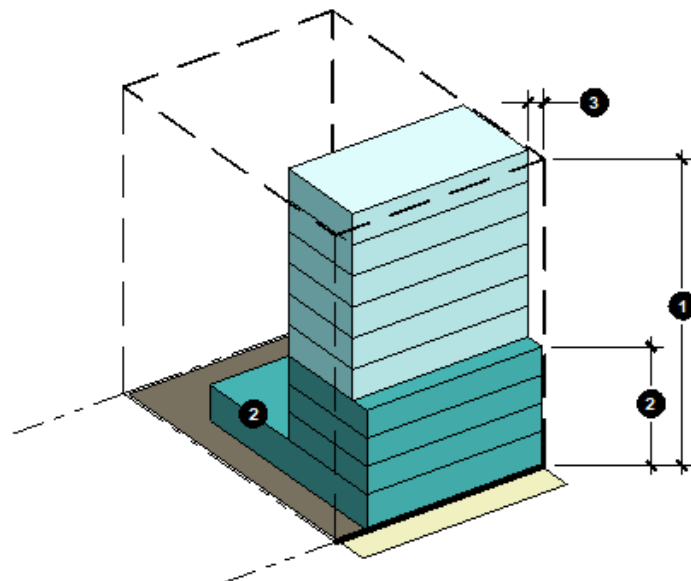
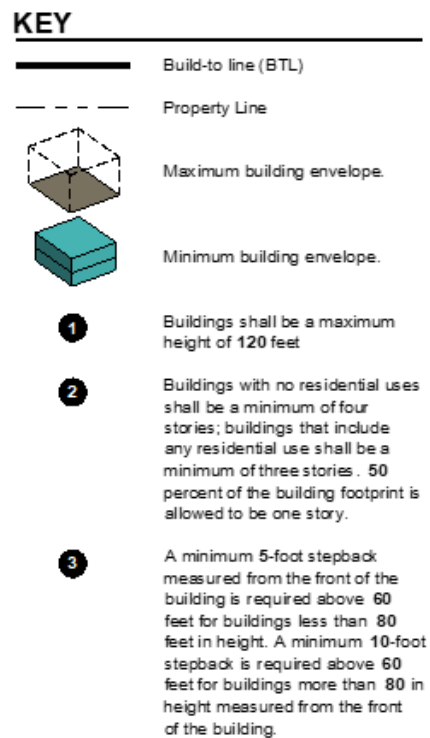
Figure 13. S-DR Zone Height Standard "A"



Source: Eugene Municipal Code, Figure 9.3155(3)(a).

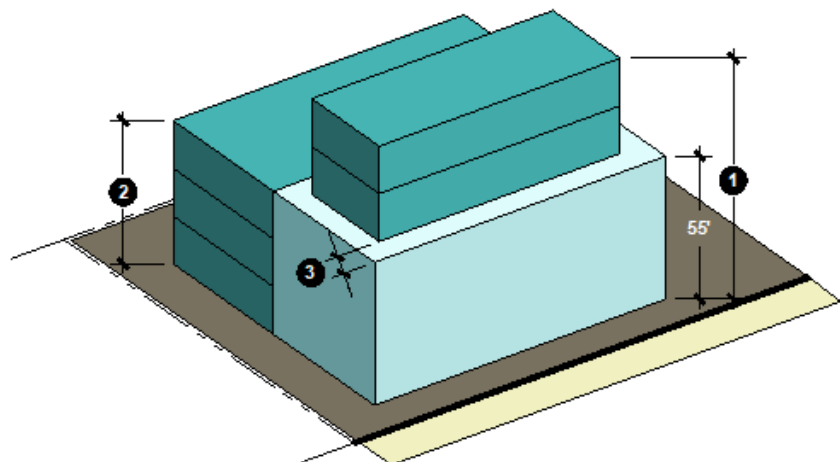
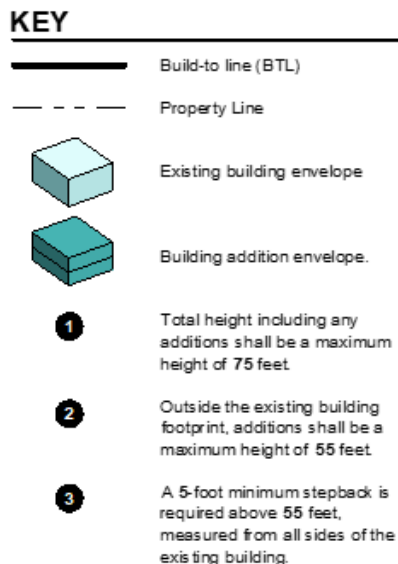


Figure 14. S-DR Zone Height Standard “C”



Source: Eugene Municipal Code, Figure 9.3155(3)(c).

Figure 15. S-DR Zone Height Standard “F”



Source: Eugene Municipal Code, Figure 9.3155(3)(f).