

## Memorandum

Date: July 3, 2025

To: West Linn Waterfront Working Group

From: Darren Wyss, Planning Manager

Subject: Meeting #6

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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 May 8, 2025, where the January 2025 Survey results and the Policy and Regulatory Recommendations Memo were reviewed, as well as a review of updates to the Waterfront Vision Plan based on feedback received from the community, property owners, and stakeholders.

This memo is intended to provide background information on the Meeting #6 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. Meeting Guidelines

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

The following items are included in the packet:

1. [Meeting #5 Summary Notes](#)
2. [Meeting #5 Materials](#) (link only)
3. [Meeting #5 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 #5 Summary Notes and bring recommended additions/deletions to the meeting for discussion and consensus.

Discussion: Final Comments on Policy and Regulatory Memo (Agenda Item 3)

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. The Working Group was previously provided the opportunity for feedback at Meeting #5 and via email.

Discussion: Comments on Transportation Memo (Agenda Item 4)

The following items are included in the packet:

1. [Transportation Memo](#)

This memorandum explores how recent state rulemaking affects the transportation and land use planning actions needed to implement the Vision Plan. It includes consideration of the benefits and procedural impacts of seeking to designate the Waterfront as a Town Center and Climate Friendly Area as part of the implementation process.

Discussion: Implementation and Financing Memo (Agenda Item 5)

The following items are included in the packet:

1. [Implementation and Financing Memo](#)

The Implementation and Financing Plan is meant to act as a roadmap of actions to move the Vision Plan forward towards adoption, construction, and eventually the fulfillment of years of effort to transform the waterfront into a place for the public to enjoy. As part of this transformation, the Vision Plan identifies numerous investments into public access and amenities, transportation improvements, and commercial real estate. However, the complexity of the site and its ownership means that implementation will be a long-term commitment. This memo focuses on actions to create early momentum to support development efforts and future investments.

Recommendation: Final Waterfront Vision Plan (Agenda Item 6)

The following items are included in the packet:

1. [Final Waterfront Vision Plan](#) (June 2025)
2. [Waterfront Vision Plan Appendix A](#) (link only)
3. [Waterfront Vision Plan Appendix B](#) (link only)
4. Comment Memo

The project consultant presented changes made to the Final Vision Plan at Meeting #5 based on feedback from the Working Group, property owners, stakeholders, and the community. The Working Group asked to review comments and responses, which are attached. Final Vision Plan clean-up and additional minor changes have been made. 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. The Working Group was tasked with finding consensus on a recommendation, which is the focus of this agenda item.

If you have questions about Meeting #6 or materials, please feel free to email or call me at [dwys@westlinnoregon.gov](mailto:dwys@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 July 10<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
Belgravina (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 May 8, 2025**

<u>Members:</u>	James Manning, Mark Lindley, Kathie Halicki, Kate Brown, Jim Edwards, Jeff Kohne, Greg Smith, Britta Mansfield, Tom Watton, Mary Baumgardner, Patrick Hogan, Leo Groener, Martha Pellegrino, and
Public Present:	Jody Carson and Aurelia Rohrbacker
<u>Staff present:</u>	Darren Wyss Planning Manager
<u>Consultant present:</u>	Adrian Witte – Project Manager, Toole Design Anjolie Palta, Toole Design, and Amalia, Toole Design

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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 1:00pm. Darren Wyss took roll.

**2. Approval of Meeting 4 Summary Notes 09.05.24**

Member Watton moved to approve the meeting notes for 09.05.24. Member Halicki seconded. **Ayes: Manning, Lindley, Halicki, Brown, Edwards, Kohne, Smith, Mansfield, Watton, Baumgardner, Hogan, Groener, and Pellegrino. Nays: None. Abstain: None. The motion passed 14-0-0.**

**3. Presentation: Final Waterfront Vision Plan**

Adrian Witte presented updates to the final waterfront Vision Plan based on public feedback. Key changes include:

- revisions to guiding principles and Planning issues, emphasizing site adaptation and traffic concerns.
- remove references to the paper mill due to recent changes in its status and update the language throughout the document to better reflect the focus on adaptive reuse of existing buildings—particularly those located on the island.
- acknowledge growing concerns around traffic congestion in the Historic City Hall District. Any future transportation network improvements needed to support the Vision Plan will need to carefully consider their potential impacts on I-205 and Arch Bridge traffic flow.
- Increased recognition of FERC boundaries, with stronger consideration for power generation and public safety, PGE operations and access, as well as the formal approval process for any changes to public access.
- reinforced language acknowledging that the existing street network is narrow and lacks sidewalks in many areas. This serves as a reminder that any future development in the area will need to address access and infrastructure improvements.
- Acknowledge opportunities created by reopening the Locks.
- recognize the need for balancing historic preservation with environmental restoration efforts.
- Acknowledgment that the Waterfront has the potential to become a distinctive retail destination, incorporating hospitality and experience-based offerings.
- A specific mention of the current reuse of the historic City Hall building, along with an emphasis on the Historic District's role as a key gateway to the area.

- Understanding that future access to Moore’s Island will need to be determined.
- Adding detail on housing densities.

Members touched on the varying levels of support for adaptive reuse of historic structures on Moore’s Island.

#### **4. Presentation: Waterfront Vision Plan 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. The survey asked for level of agreement for the overall Plan and the three individual districts.

The January 2025 survey received 221 responses, showing strong support for the waterfront Vision Plan. Approximately two-thirds of respondents agreed the Vision Plan reflected their waterfront priorities. Specific districts received varying levels of agreement, with the historic city hall district at 70% support. Competing interests emerged in comments, indicating a need for more specific details in the Plan.

#### **5. Discussion: Policy & Regulatory Recommendations Memo**

When reviewing the Comprehensive Plan—specifically the priorities, goals, and policies for each of the three districts—the comprehensive Plan designations did not always adequately support the development goals outlined in the draft Vision Plan.

Specifically, the Medium Density Residential designation in the Comprehensive Plan includes policies intended to buffer residential areas from the impacts of mixed-use development, which directly conflicts with the Vision Plan’s goals that promote truly integrated mixed-use environments—combining housing, commercial space, and other program types. The Industrial designation, as it currently stands, excludes housing development, making it inconsistent with the Vision Plan’s objectives. In contrast, the Mixed-Use Commercial designation is generally more aligned with the Vision Plan and supports its intended outcomes.

The consultant recommends redesignating areas currently classified as Medium Density Residential and Industrial to Commercial Mixed Use in the Comprehensive Code. Additionally, they propose the creation of a dedicated Waterfront District designation tailored specifically to the Vision Plan and its study area. This approach is modeled after the framework and guidance used for the Robinwood District.

For the Development Code updates, the consultant recommends is to use the general commercial zone as a framework for creating a new mixed-use development zone and implementing the new mixed-use zone in coordination with the Willamette and Tualatin River Protection Overlay to provide additional environmental safeguards.

Recommendations emphasize updating the land use designations to support mixed-use development objectives and zoning changes designed to increase flexibility and encourage higher-density development in strategic locations. The Vision Plan highlights the importance of adaptive reuse as a tool for preserving cultural heritage. Additionally, clarifying the criteria for low-density development is essential to improve public understanding and foster more meaningful community engagement.

#### **6. Next Steps**

Policy and regulatory comments are due by May 29, 2025.



Next steps include presenting the draft Vision Plan to the Planning Commission and City Council for final adoption.

Leland Consulting will develop an implementation and financing plan.

The Transportation System Plan (TSP) update will compare the proposed Vision Plan with the existing TSP to identify any inconsistencies. This process will also outline steps to align the TSP with the Vision Plan and ODOT requirements. Additionally, a phased development strategy will be developed to reflect market conditions and infrastructure needs, along with recommendations for potential public-private partnerships.

At the next meeting, tentatively scheduled for July, the Working Group will receive updates on the Transportation System Plan (TSP) update and the Implementation and Financing Plan.

## **7. Public Comment**

Jody Carson noted that she serves on the boards of the Willamette Falls and Landings Heritage Area Coalition, the Advocates for the Willamette Falls Heritage, and the Historic Main Street Board. All these organizations have a strong interest in how this plan evolves. She commented that the Vision Plan needs highlights the importance of West Linn's industrial heritage and considers its role moving forward. She emphasized that need to preserve portions or elements of the buildings so that people can truly appreciate the industrial heritage that is central to West Linn's identity.

Aurelia Rohrbacker, a West Linn resident and architectural professional with experience shepherding adaptive reuse projects through planning and construction, commented on the removal of the specific reference to adaptive reuse on the island. She acknowledged that while challenges such as seismic upgrades and ADA compliance complicate adaptive reuse, they do not make it impossible. She expressed that it is crucial to reinstate the adaptive reuse language in the Vision Plan, because relying solely on developers' goodwill would mean that preservation efforts are unlikely to succeed. As both a resident and an architecture enthusiast, she expressed that she would feel much more confident if more specific language supporting adaptive reuse were included in the Vision Plan.

Kathie Halicki, a Working Group member, commented that the allowed number of housing units within the density zone should be specified more precisely, noting that in a low-density zone, as many as nine duplexes could potentially be built.

James Manning suggested exploring opportunities for community outreach through live camera feeds at significant local sites.

## **8. Adjourn**

Chair Manning adjourned the meeting at 2:20pm.

## **Agenda Item #3 Materials**

West Linn Waterfront Vision Plan

# **POLICY & REGULATORY RECOMMENDATIONS MEMO**

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.



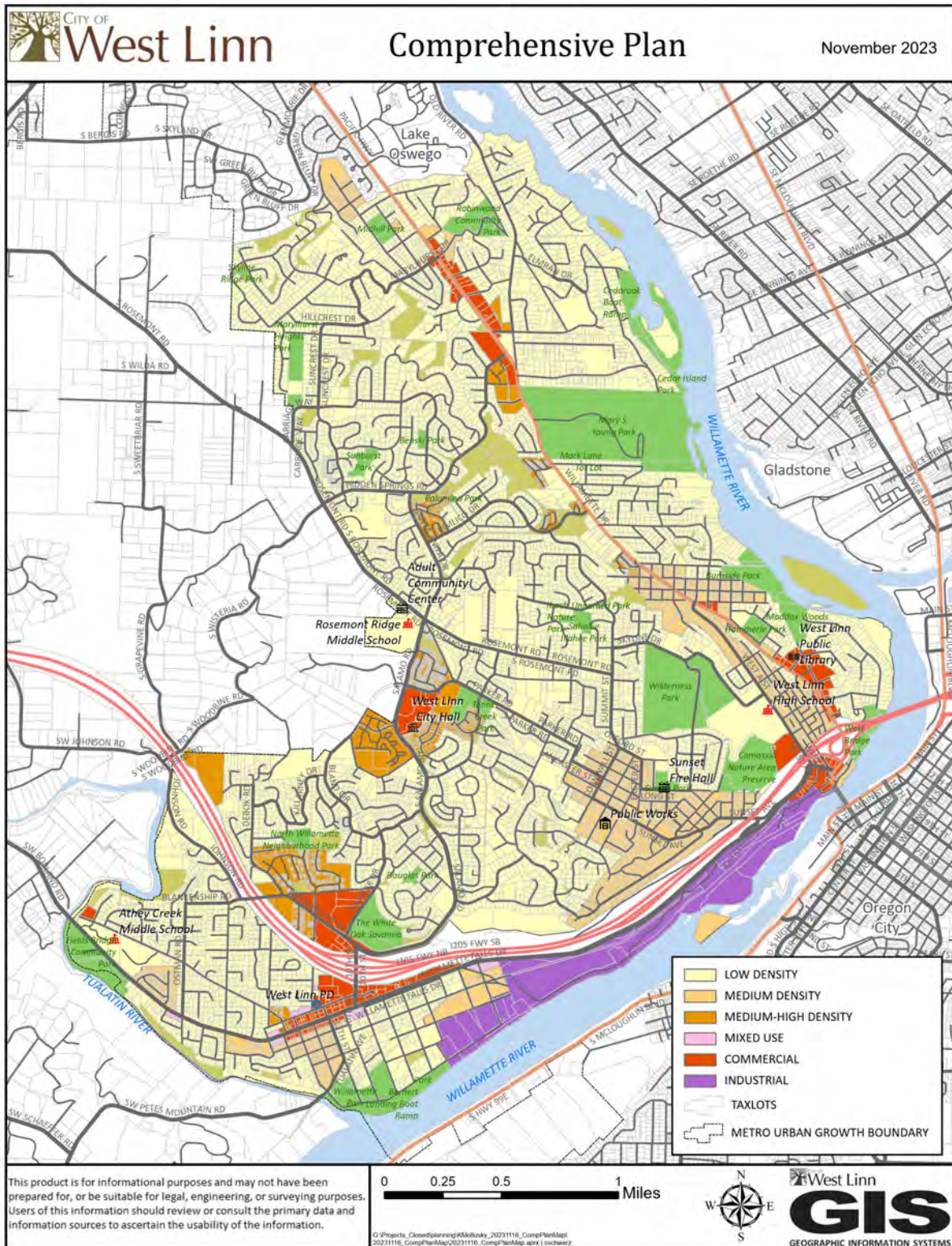


Figure 1: West Linn Comprehensive Plan Map, November 2023



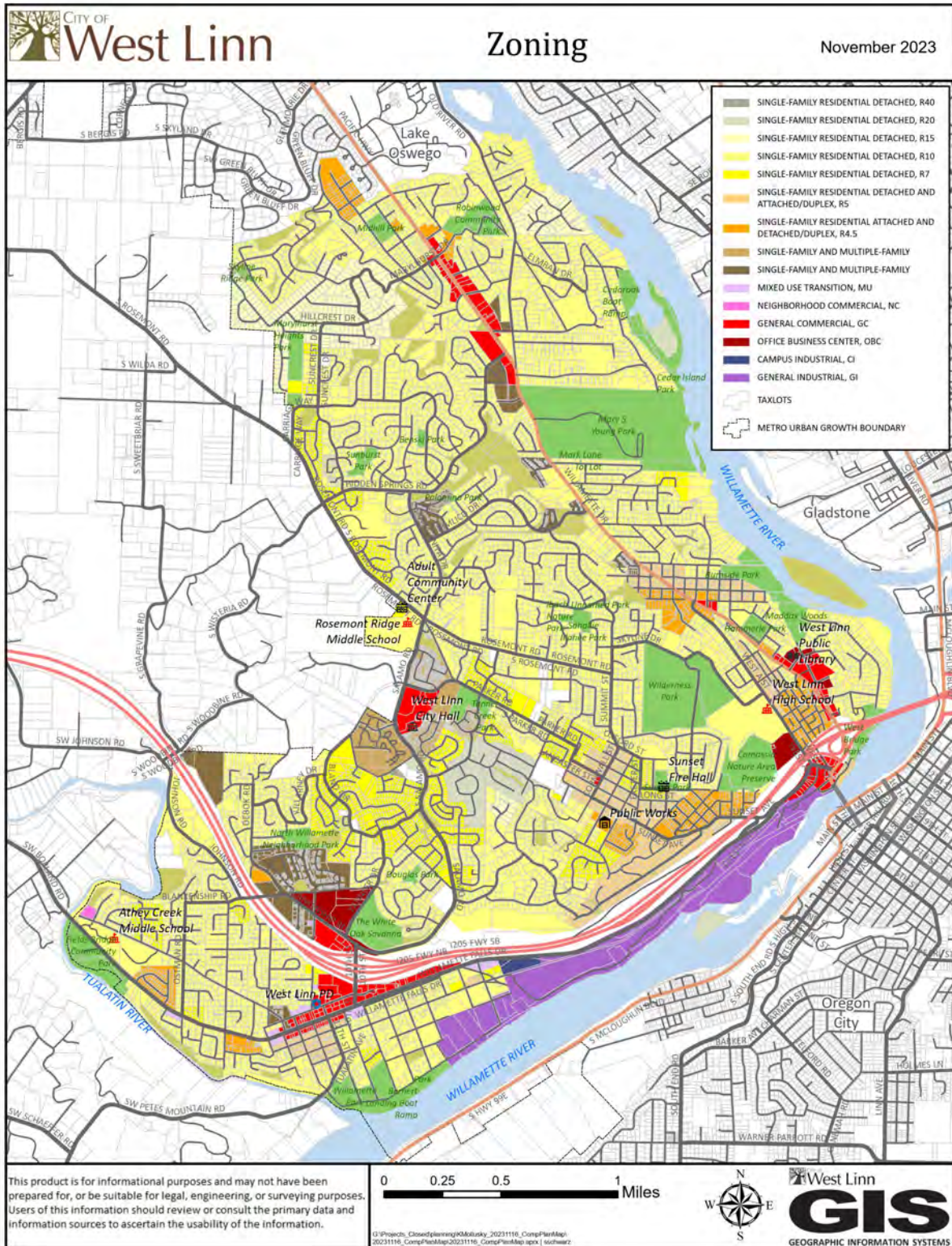
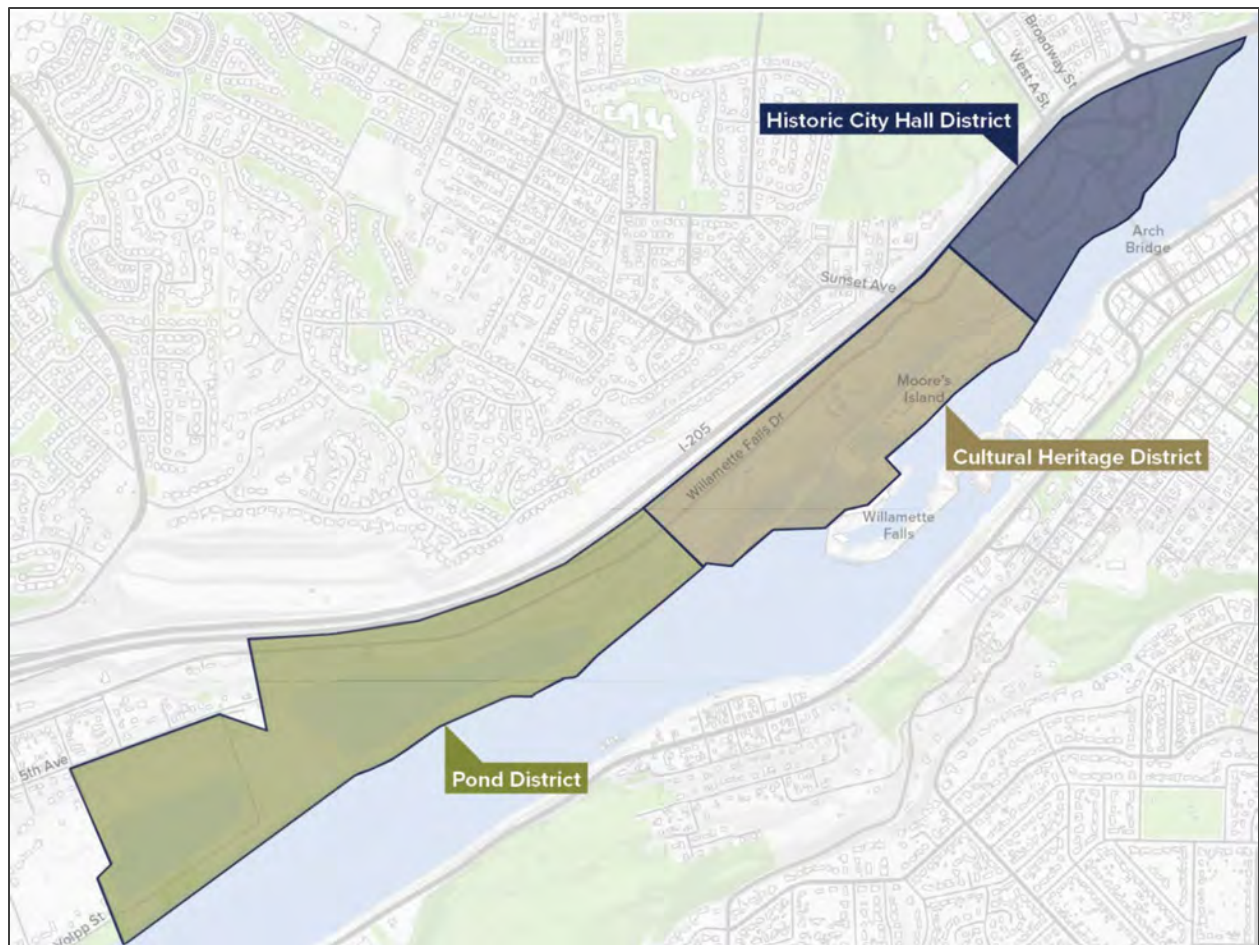


Figure 2: West Linn Zoning Map, November 2023





**Figure 3: West Linn Waterfront Vision Plan, Districts**

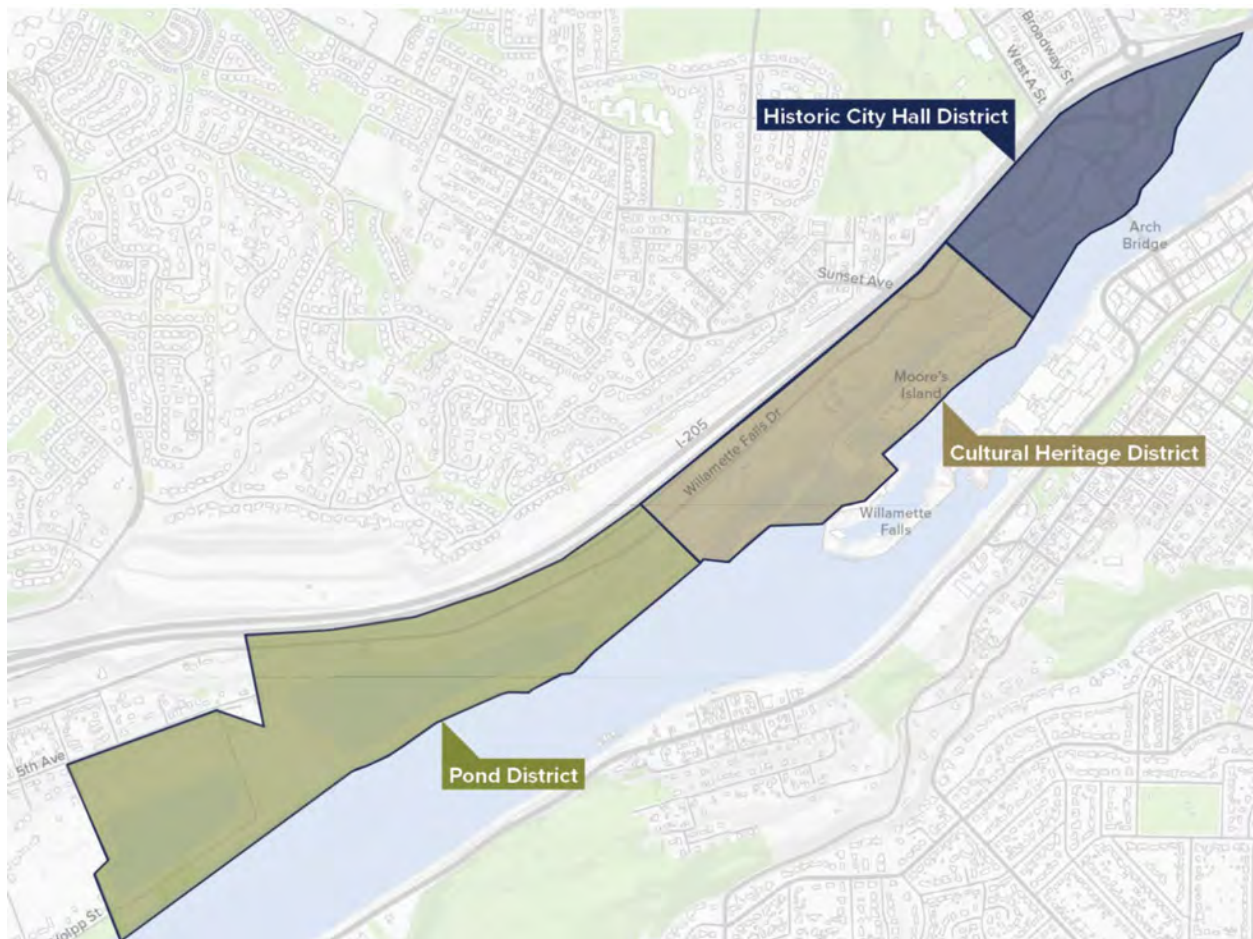
# **APPENDIX**

## **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:

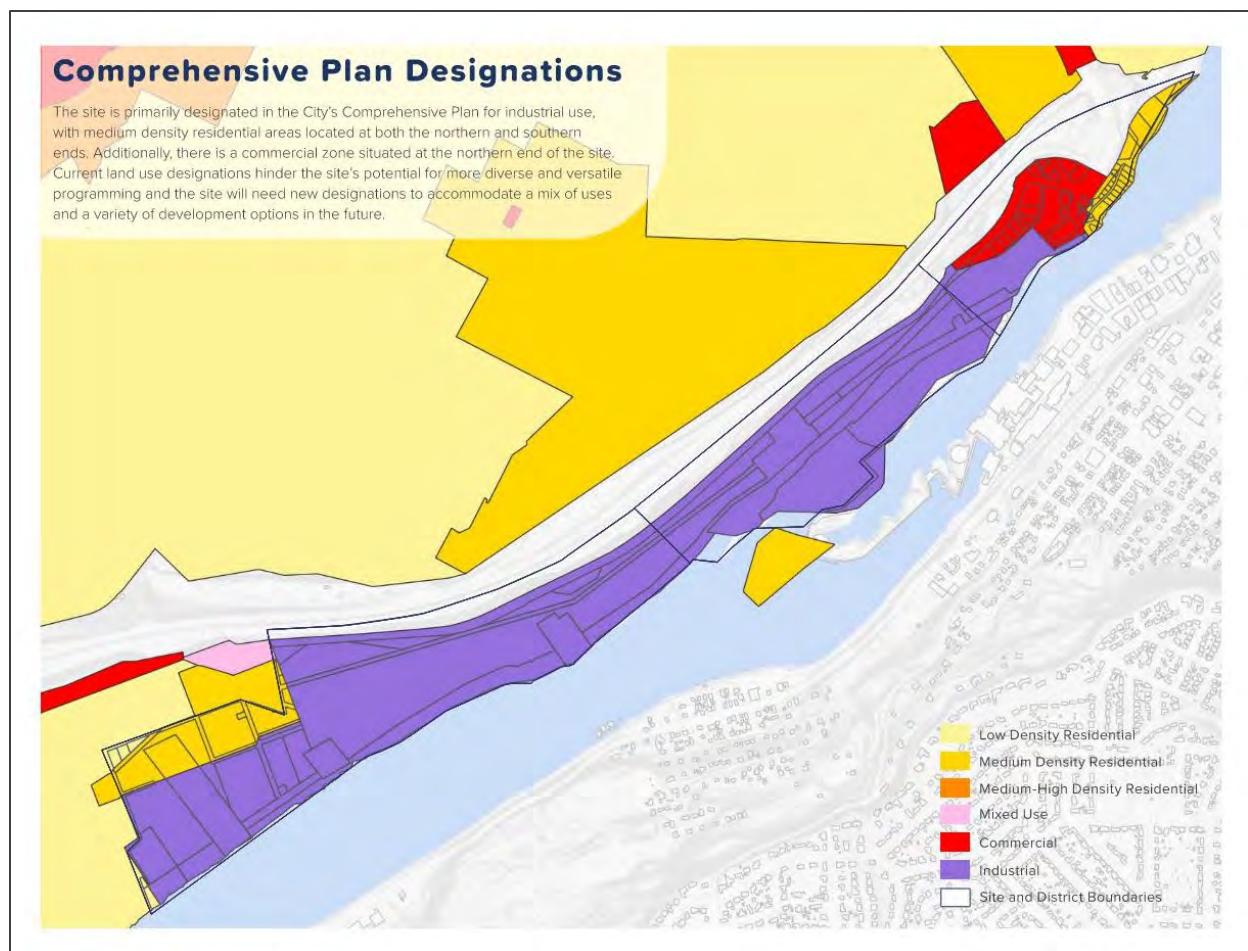
- Are there adjustments that can be made to existing policy to allow for certain uses, e.g., allowing public access trails through industrial zoning?
- What zoning and policy mechanisms have been used by other cities on their waterfronts, e.g., new zones, overlay zones, etc.? What are the advantages 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 (GI). 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**

	<b>R-5 / Medium Density Residential</b>	<b>General Commercial (GC)</b>	<b>General Industrial (GI)</b>
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 with an emphasis on public-facing light industrial to maintain the heritage of manufacturing while providing a public amenity and draw.

This section analyzes zoning in four mixed-use waterfront districts across Oregon and SW 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
<b>Waterfront-specific zoning / overlay</b>	✓	✓	✓	
<b>Encouraging height / density</b>	✓	✓		✓
<b>Open space preservation</b>	✓	✓	✓	✓
<b>Design Standards</b>		✓	✓	
<b>Light Industrial</b>	✓	✓	✓	

## **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.

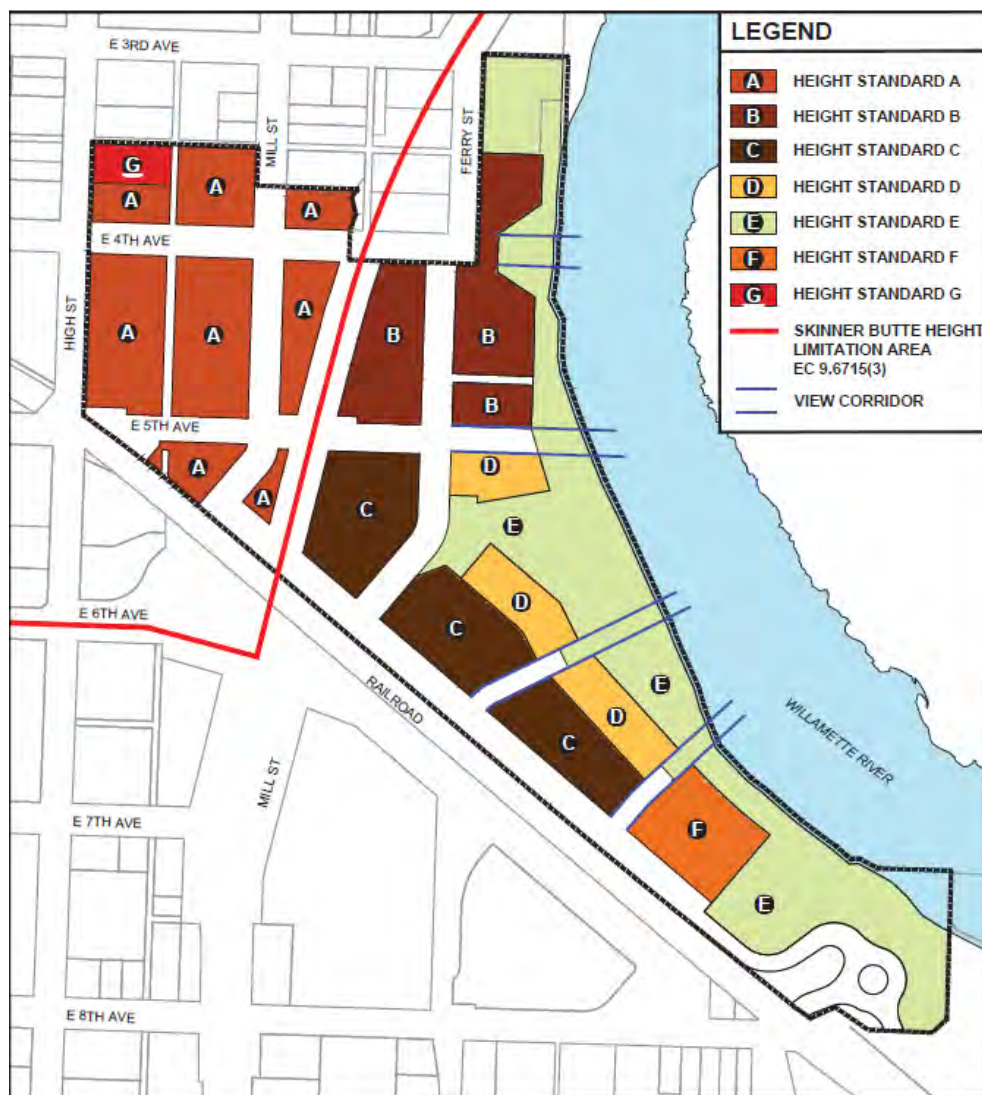
In **Eugene's** S-DR/MU zone, height limits vary by area, ranging from 45 to 120 feet. In the D areas shown in Figure 3 below, the height limit is 45 feet to allow for more human-scale commercial adjacent to the open space, while the C areas allow for 120 feet of height, with a



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.

**Table 4: Height Ranges in Eugene's S-DR/MU Zone**

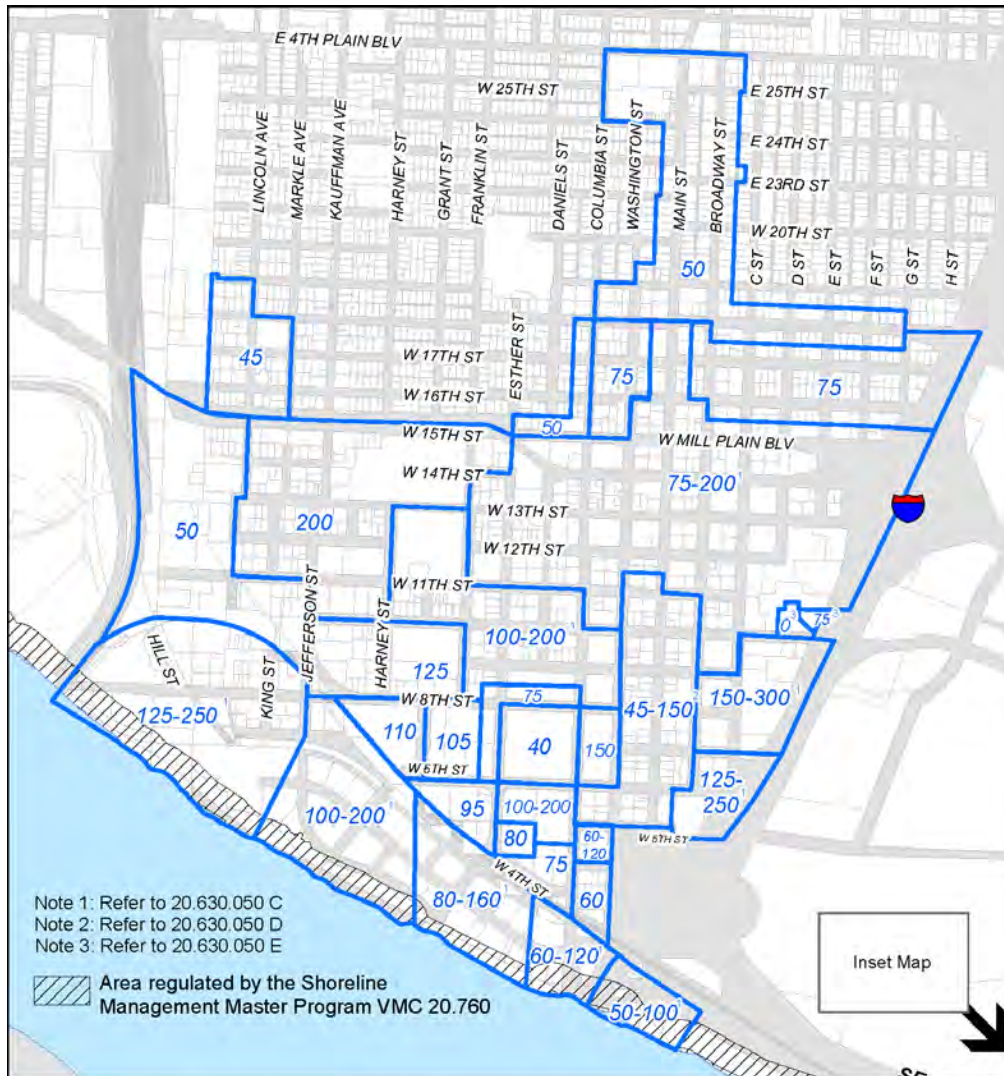
Standard	Height (min)	Height (max)
A	2 stories	540 feet above sea level
B	3 stories	80 feet
C	3 stories	120 feet
D	14 feet	45 feet
E		30 feet
F		75 feet
G		490 feet above sea level



**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 4 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.



0 500 1,000 2,000 Feet

**Maximum  
Building  
Heights**



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

Figure 4. Maximum Building Heights in Vancouver's CX Zone

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.

### 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?



**Figure 5. Walkway and Open Space at the Vancouver Waterfront.**

*Source: Leland Consulting Group*

## 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

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 setback from public sidewalk; parking	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
	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 6. Ferment Brewing Company in Subarea 1**



*Source: Travel Oregon.*

**Figure 7. 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 8. Independence Landing Apartments**



*Source: Tokola Properties.*

**Figure 9. Independence Hotel**



*Source: The Oregonian.*

Figure 10. 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 11. 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 12. The Heartline Building on NW 13<sup>th</sup> Avenue in Portland**





*Source: CoStar.*

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



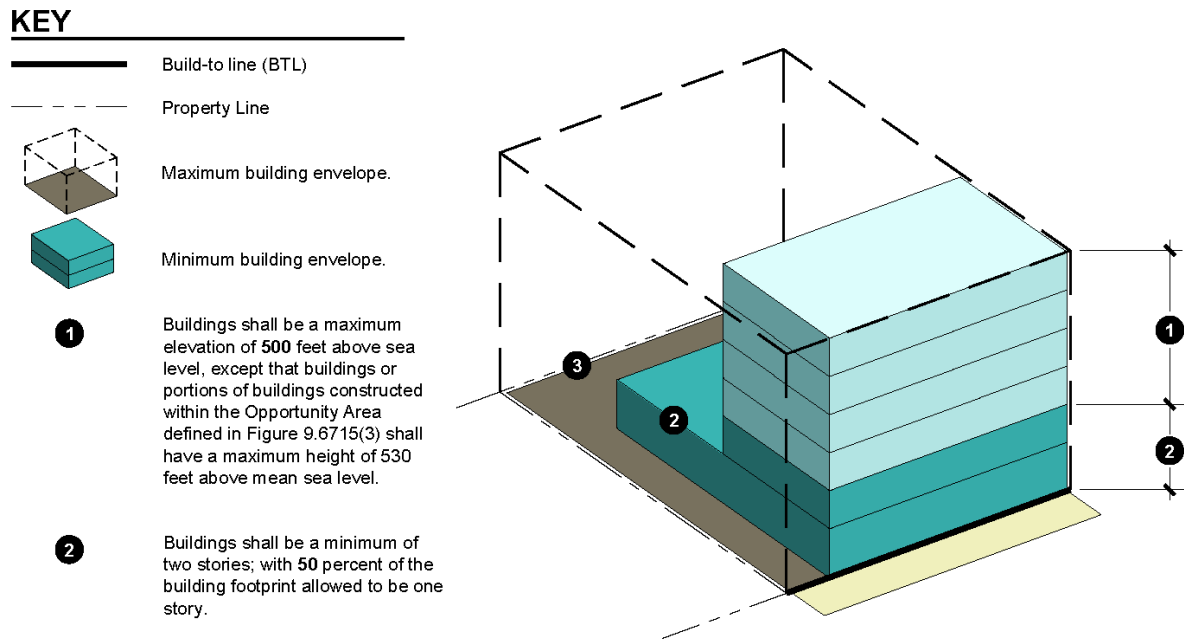
*Source: Neighbors West Northwest.*

## FORM-BASED CODE

### Eugene

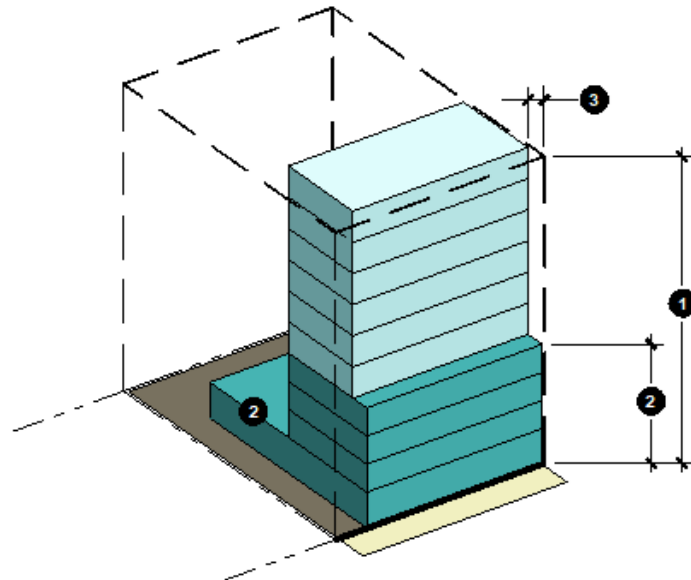
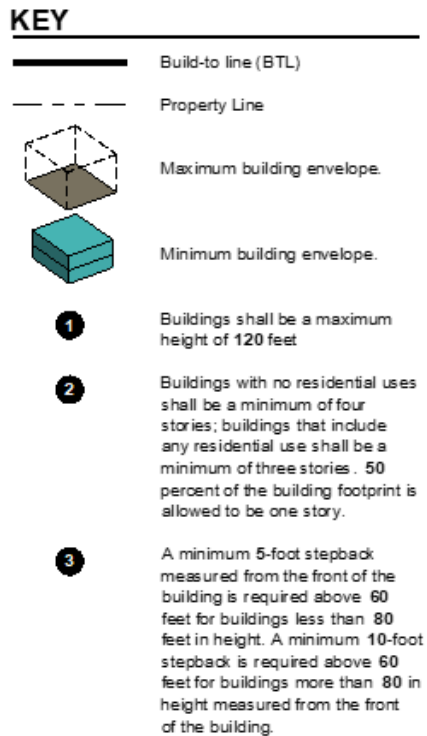
Eugene's S-DR zone incorporates elements of a form-based code by regulating the envelope of buildings rather than the density via its Height Regulating Plan. As shown in the previous section, Eugene's riverfront zone utilizes seven different height standards (A through G), and there is no limit on density.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

Figure 14. S-DR Zone Height Standard "A"



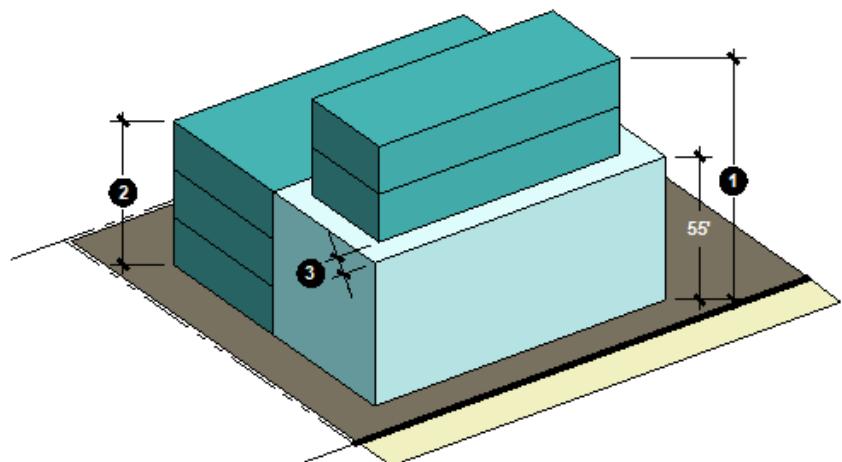
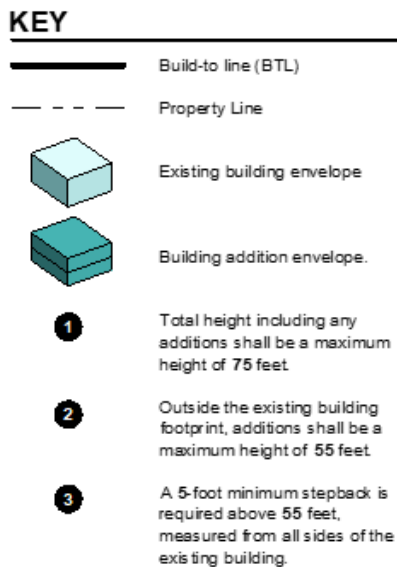
Source: Eugene Municipal Code, Figure 9.3155(3)(a).

Figure 15. S-DR Zone Height Standard "C"



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

Figure 16. S-DR Zone Height Standard "F"



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

## **Agenda Item #4 Materials**

# West Linn Waterfront Project

## Transportation System Plan Update Needs

**Date** July 3, 2025

**To** Darren Wyss, Planning Manager, City of West Linn

**From** Adrian Witte and Talia Jacobson, Toole Design

**CC** N/A

In 2023, the City of West Linn engaged a Toole Design-led consulting team to support the City in developing a new guiding policy document and implementation roadmap for the West Linn Waterfront. The West Linn Waterfront [Vision Plan](#) presents a framework for the transformation of the 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 supported by development and investment to help meet the City's economic development and housing goals.

This memorandum explores how recent state rulemaking affects the transportation and land use planning actions needed to implement the Vision Plan. It includes consideration of the benefits and procedural impacts of seeking to designate the Waterfront as a Town Center and Climate Friendly Area as part of the implementation process.

## Background

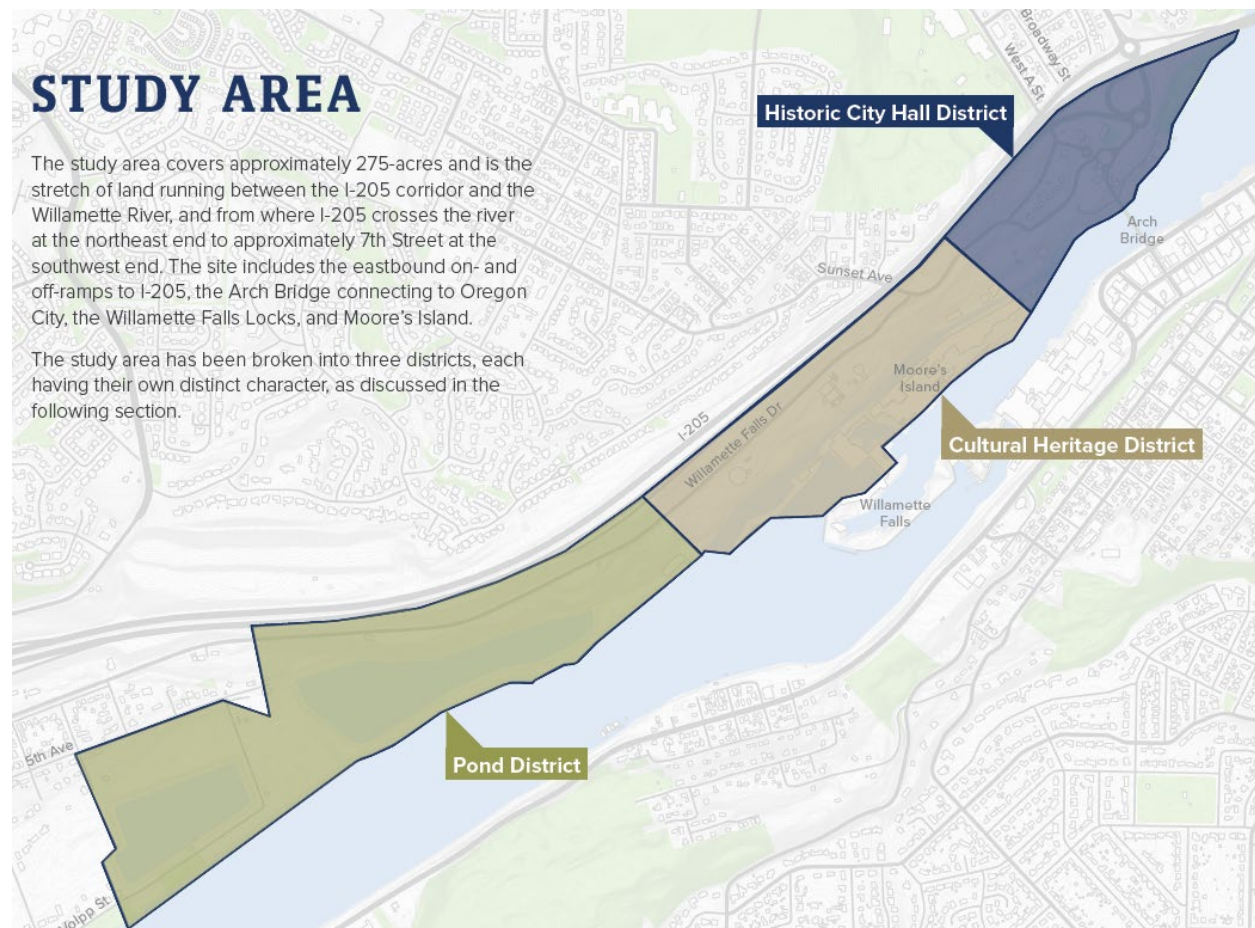
### Study Area

The West Linn Waterfront is an approximately 275-acre stretch of land running between the I-205 corridor and the Willamette River between the Bolton and Willamette neighborhoods in the City of West Linn. The study area is separated into three distinct districts, as shown on Figure 1.

The complexity of the site provides several transportation and access challenges. The Historic City Hall District at the east end of the site has the most immediate potential for redevelopment but will require transportation infrastructure to accommodate traffic from the I-205 ramps, Willamette Falls Drive, crossings of the Arch Bridge to and from Oregon

City, and proposed development in the Waterfront. The Cultural Heritage District includes PGE's operating T.W. Sullivan Hydroelectric Plant governed by a Federal Energy Regulatory Commission (FERC) boundary, culturally significant sites, as well as topographic and access issues to Moore's Island. The Pond District is in an ecologically sensitive area, includes two settling ponds that would need remediation for development, and connects to an existing local street network at the east end of the Willamette neighborhood.

**Figure 1: West Linn Waterfront Study Area**



Source: West Linn Waterfront Vision Plan.

## What is a Transportation System Plan (TSP)?

A TSP is a long-range planning document that describes the City's transportation system and outlines projects, programs, and policies to meet transportation needs now and 20 years into the future based on community goals. A TSP is required for most Oregon jurisdictions per Oregon Administrative Rule ([OAR 660-012](#)), which is also known as the Transportation Planning Rule (TPR). A TSP typically serves as the transportation component of the local comprehensive plan.



The City of West Linn conducted their most recent “major update” to the TSP in 2016 when it was made consistent with the Metro 2040 Regional Transportation Plan (RTP) and identified needed investments and priorities for the pedestrian, bicycle, transit, and motor vehicle networks.

The [current version of the TSP](#) has had “minor updates” since 2016 to include the OR 43 Concept Plan and in 2021 to incorporate the Willamette Falls Drive Concept Plan, which identified network changes required to better accommodate bicycles, pedestrians, and vehicles along the corridor from the Tualatin River to the I-205/OR 43 interchange. This corridor will also be a key part of the West Linn Waterfront.

## When does a TSP need to be updated?

Like all planning documents, a TSP should be updated periodically to reflect growth and change. Many circumstances can trigger a TSP update including state or regional compliance issues, significant changes to City policy, changes in housing, jobs, or transportation needs, and funding availability. Major TSP updates are often timed to follow major updates to a city’s Comprehensive Plan, in order to meet Oregon’s requirements that the planned transportation system be adequate to serve the planned land uses.

The City will need to make a major update to its TSP after it updates the Comprehensive Plan to implement the Vision 43 and Waterfront Vision Plan land uses. Even without those changes, state land use rules will require a major TSP update in the near term to comply with recent amendments to the Transportation Planning Rule, which are discussed in more detail below. The City previously indicated to the ODOT staff supporting metro area TSP updates that it intends to begin its next major TSP update in 2029.

## Connecting to the Climate-Friendly and Equitable Communities (CFEC) Program

In September 2020, the Land Conservation and Development Commission launched CFEC rulemaking in response to Governor Brown’s Executive Order 20-04, which directed state agencies to take urgent action to meet Oregon’s climate pollution reduction targets while ensuring equitable outcomes for underserved populations. The resulting rule amendments and implementation program set new land use and transportation planning requirements for Oregon’s eight metropolitan areas and their cities and counties. These requirements include that cities, counties, and metropolitan regional governments:

- Plan for greater development in transit corridors and downtowns.
- Prioritize system performance measures that achieve community livability goals.



- Prioritize investments for reaching destinations by walking, bicycling, and transit.
- Plan for and manage parking to meet demonstrated demand.
- Plan for needed infrastructure for electric vehicle charging.
- Regularly monitor and report progress.

## What are Climate-Friendly Areas (CFAs)?

The CFEC rulemaking requires jurisdictions with a population greater than 5,000 and that are within one of the state’s metropolitan planning organizations to designate CFAs that are subject to certain land use and transportation requirements. As described by the Department of Land Conservation and Development (DLCD), a CFA is “an area where residents, workers, and visitors can meet most of their daily needs without having to drive. They are urban mixed-use areas that contain, or are planned to contain, a greater mix and supply of housing, jobs, businesses, and services. These areas are served, or planned to be served, by high quality pedestrian, bicycle, and transit infrastructure to provide frequent, comfortable, and convenient connections to key destinations within the city and region.”

In the Portland metropolitan area, Regional Centers and Town Centers identified by the Metro 2040 Growth Concept map will become CFAs, once cities and counties have adopted boundaries and appropriate land use designations in their comprehensive plans (see [660-012-0012](#) for more detail). The Transportation Planning Rule sets a deadline of December 31, 2025 for this action. It allows cities, counties, and Metro to propose alternative dates for this process, provided most elements of the process would be completed by December 31, 2029. Currently, the Willamette and Bolton neighborhoods are designated in Metro’s [Urban Growth Management Function Plan](#) (UGMFP) as Town Centers in West Linn.

## What are the benefits of designating the West Linn Waterfront as a Town Center and CFA?

West Linn’s vision for the Waterfront aligns with Metro’s description of 2040 Centers as the principal centers of urban life in the region, and with DLCD’s description of CFAs as urban mixed-use areas of higher-density housing, jobs, businesses, and services, well-served by multimodal networks.

Designation as a Town Center would elevate the standing of the Waterfront and its transportation network at the regional table. Once included in the 2040 Growth Concept, the Waterfront’s streets and multimodal transportation facilities would be considered part of the regional transportation system (per 2023 Regional Transportation Plan Policy 3.1). Title VI of the UGMFP calls for making regional investments in Centers to complement local

investments, indicating that West Linn may be better able to access regional funding by pursuing Town Center designation for the Waterfront (3.07.610).

While uncertainty exists about the future of both state and federal climate funding, the Governor, Oregon Legislature, and involved state agencies continue to invest time and resources in CFEC implementation. It is reasonable to expect that the state will continue to find ways to support cities and counties in achieving climate targets in the coming decades, and CFAs will remain central to that work. If continuing or future federal funding programs prioritize transportation investments in areas planned to be climate-friendly, or to contain higher densities of housing or jobs, the Waterfront's recognition within regional and state frameworks may increase its competitiveness for federal discretionary grants.

### When could West Linn pursue Center and CFA designation?

As the City prepares to advance the Waterfront through updates to its land use and transportation plans, it may take advantage of flexible pathways to a Town Center and CFA designation. As the Waterfront is not currently a Center in the 2040 Growth Concept, it does not appear to be subject to the CFA adoption deadlines in OAR 660-012-0012.

Some designation options to consider:

1. If the Willamette and Bolton neighborhoods are on track to meet TPR requirements for CFA adoption by end of 2025, the City could coordinate with Metro to determine whether it would save time and resources to advance the Waterfront as part of the same package of plan updates and adopting actions. This pathway would likely be feasible only if Metro determined that the West Linn Waterfront Project's analyses were sufficient to support amending the 2040 Growth Concept to add it as a Town Center.
2. Metro is currently preparing to launch an 18-month effort to update its 50-year Future Vision, which will be followed by an update of its Growth Concept. West Linn might seek to fold the Waterfront into that Growth Concept update, which might have the benefits of providing technical analysis that would help the City meet TPR requirements.
3. The City could allow its next scheduled major update to its Comprehensive Plan and TSP set the timing for adoption of the Waterfront, and pursue Center and CFA designation with Metro at the most opportune time based on city and regional schedules.

## How would pursuing Center and CFA designation affect TSP update requirements?

Procedures and practices surrounding post-CFEC TPR implementation are still actively evolving, with agency partners collaborating to find approaches that balance regulatory language, intent, and feasibility. This memo strongly recommends that the City of West Linn and the Waterfront Project team meet with ODOT Region 1 and Metro staff in the near term to discuss pros and cons of designation, timing, and procedural requirements.

Whenever the next TSP update occurs, it will need to comply with post-CFEC TPR requirements. ODOT has recently updated its [TSP Guidelines](#) to provide assistance to jurisdictions navigating this process. Seeking Center and CFA designation will require the City to comply with UGMFP and TPR requirements that would not apply to a typical TSP update. They will add additional steps to the process that require careful sequencing and coordination with Metro, ODOT, and DLCD. However, it is not clear at this time that the transportation analysis required of the city during a TSP update will be significantly greater if Center and CFA designation is sought.

[OAR 660-012-0325](#) outlines CFA-specific transportation analysis requirements (see Appendix A for additional detail). This includes:

- A **multimodal transportation gap analysis** describing the network, its active transportation and ADA gaps, and projects that would fill them. The updated TPR requires similar analytic work of all TSPs, and ODOT is currently collecting metro area multimodal inventories of the existing system to support TSP updates.
- A **highway impacts summary** examining proposed changes in development capacity with land use amendments, expected traffic generation (considering the reductions from mixed use and multimodal development patterns), and a summary of traffic related deaths and serious injuries in the last five years. A TSP update would not be required to estimate citywide traffic generation if not proposing to increase arterial roadway capacity. However, ODOT will likely want to see similar traffic generation information as part of the land use amendment process for the Waterfront, whether or not designation as a Center and CFA is sought.

Discussion with ODOT, Metro, and DLCD will provide the best guidance as to what analyses are needed to pursue designation, and whether these requirements differ substantially from what the City would otherwise prepare as a part of its comprehensive plan and TSP updates.

## Appendix A: Transportation Analysis Requirements for CFA Adoption or Expansion

[OAR 660-012-0325](#) outlines the specific actions local governments must take when considering the adoption or expansion of a Climate Friendly Area (CFA) or Metro Region 2040 center. These requirements are intended to produce an initial high-level summary to identify areas for further analysis in a TSP update and will also be required for the Willamette and Bolton neighborhoods.

The requirements include preparing:

- (a) A **multimodal transportation gap summary** that includes:
  - i. A summary of the existing multimodal transportation network within the CFA/Region 2040 center.
  - ii. A summary of the gaps in the pedestrian and bicycle networks in the CFA/Region 2040 center, including gaps needed to be filled for people with disabilities.
  - iii. A list of proposed projects to fill identified multimodal network gaps.
- (b) A **highway impacts summary** if the CFA/Region 2040 center contains a ramp terminal intersection, state highway, interstate highway, or adopted ODOT Facility Plan. This must include:
  - a. A summary of changes between the existing and proposed development capacity of the CFA/Region 2040 center based on the proposed changes to the comprehensive plan and land use regulations.
  - b. A summary of the additional motor vehicle traffic generation that may be expected in the planning period, considering reductions for expected complementary mixed-use development, additional multimodal options, and assuming meeting goals for reductions in vehicle miles traveled per capita.
  - c. A summary of traffic-related deaths and serious injuries within the CFA/Region 2040 center in the past five years.

The following sections outline the types of analyses that would be expected to meet these requirements.

### Multimodal Transportation Gap Summary

A multimodal transportation gap summary is a high-level review that identifies areas for further analysis in a TSP and includes a summary of the existing multimodal transportation

network, gaps in the pedestrian and bicycle network, and a list of planned projects to fill identified gaps.

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Requirement: A summary of the existing multimodal transportation network within the CFA/Region 2040 center.

---

The following analyses may be needed to meet this requirement:

- An inventory of pedestrian (sidewalks and multiuse pathways), bicycle (lanes, routes, and multiuse pathways), transit (routes, stops, and supporting facilities), freight (routes), and vehicular (street connectivity) on all local and higher classified streets and roadways.
- The inventory can be completed using existing planning documents, facility plans, sub-area plans, transit plans, GIS information, aerial and survey information, and field verification as needed. A list of references and data sources should be included with the summary.

---

Requirement: A summary of the gaps in the pedestrian and bicycle network, including gaps that need to be filled for people with disabilities.

---

The following analyses may be needed to meet this requirement:

- A summary of gaps in the pedestrian network on all local and higher classified streets and roadways including where pedestrian network segments do not meet current local or state standards for sidewalk width and other design features.
- A summary of gaps in the bicycle network on all collector and higher classified streets and roadways.
- A summary of the general condition of sidewalks and major impediments on the sidewalk network that will limit the mobility of people with disabilities (e.g., utility pinch points, sidewalks without curb ramps at major intersections, locations without accessible pedestrian push buttons, etc.).

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Requirement: A list of planned projects to fill the multimodal network gaps identified above.

---

The following analyses may be needed to meet this requirement:

- A list of “planned” projects derived from existing planning documents such as the [Regional Transportation Plan](#), the City’s current TSP, facility plans, sub-area plans, transit plans, etc.
- A list of “potential” projects to fill identified and remaining gaps in the pedestrian, bicycle, transit, freight, and vehicular networks.

## Highway Impacts Summary

A highway impacts summary needs to be prepared if the designated CFA/Region 2040 center contains a ramp terminal intersection, state highway, interstate highway, or adopted ODOT Facility Plan. It includes a review of the potential change in development capacity, a summary of additional motor vehicle traffic generation, and a summary of motor vehicle fatality and serious injury crashes but it is not required to include an analysis of transportation performance standards. This would be conducted as part of a TSP if the findings of this summary are determined to be significant by ODOT or the local jurisdiction.

The West Linn Waterfront is adjacent to the I-205 / OR-43 ramp terminal intersections and therefore, a highway impacts summary will be required at the time the City designates the area as a CFA/Region 2040 center and prior to any future TSP update. The summary will need to be submitted to ODOT for review.

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Requirement: A summary of the changes between existing and proposed development capacity of the CFA/Metro Region 2040 center based on the proposed changes to the Comprehensive Plan and land use regulations.

---

The following analyses may be needed to meet this requirement:

- A comparative assessment of the West Linn Waterfront’s existing and potential future development characteristics under the proposed plan designation and development code changes.

---

Requirement: A summary of the additional motor vehicle traffic generation that may be expected within the planning period.

---

The following analyses may be needed to meet this requirement:

- A quantification of the West Linn Waterfront’s existing and potential motor vehicle trip profile (e.g., daily, AM, and/or PM peak hour traffic volumes as applicable) and its impact on relevant interstate and state highway segments including I-205, OR-43, and the interchange ramp terminals. The summary should be based on available tools such as the ITE Trip Generation Manual or local/regional travel demand model output adjusted as appropriate to account for the urban context, internalization between complementary mixed-use development, reductions for multimodal trip-making opportunities (e.g., walking, bicycling, transit, travel demand management, telework, etc.), and other study area specific land characteristics that would reduce motor vehicle trip making.
- A summary that identifies if the changes will generate additional motor vehicle traffic that will substantially impact interstate or state highway facilities or their ramp terminals.

The Willamette Falls Drive Concept Plan was adopted as an amendment to the City’s TSP in 2021. That study included detailed modeling and assessment of potential impacts to the I-205 ramps, OR-43, Willamette Falls Drive, and Arch Bridge intersections and proposed a realignment of Willamette Falls Drive to accommodate future traffic volumes and access needs. The Waterfront Vision Plan identified that further study is needed to refine the Concept Plan to accommodate the vision for a commercial main street through the Historic City Hall District separate to Willamette Falls Drive. Any changes to the Willamette Falls Drive Concept Plan would not need to be studied as part of the summary but would need to be studied as part of the TSP update to ensure that it continues to meet ODOT’s performance metrics. Refinements to the Willamette Falls Drive Concept Plan should be coordinated with ODOT, Oregon City, and TriMet as well as local property owners to ensure access to the PGE hydroelectric plant and Moore’s Island and other development access needs.

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**Requirement: A summary of traffic-related deaths and serious injuries within the climate friendly study area in the most recent past five years that data is available.**

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The following analyses may be needed to meet this requirement:

- A map and narrative that describes the location of all intersection/roadway segment fatalities and serious injury (Injury A) crashes within the proposed CFA/Region 2040 center.



- A tabular summary of the crash types (e.g., left-turning, sideswipe, pedestrian, etc.) and other relevant behaviors (e.g., whether alcohol or drugs were involved, etc.), and roadway conditions (e.g., lighting conditions, roadway surface conditions, etc.).
- Identifying any intersections or segments within the study area with existing or known safety deficiencies and a summary of the potential impact of future trips generated by the CFA/Metro 2040 Center on those intersections or segments.

## References

Department of Land Conservation and Development. [Climate-Friendly and Equitable Communities Rulemaking website](#). Accessed on June 20, 2025.

Department of Land Conservation and Development. [Transportation Planning Rules](#).

ODOT [Development Review Guidelines](#) (August 2024) – Section 3.2.11.

ODOT Development Review Guidelines [Fact Sheet](#) (February 2024).

ODOT [Transportation System Plan Guidelines website](#). Accessed on June 20, 2025.

Oregon Metro [Regional Transportation Plan](#) (2023 Update).

Oregon Metro [Urban Growth Management Functional Plan](#) (April 2025).

### **Examples:**

Bend Central District [Multimodal Gap Summary](#) (April 2025).

Tigard Downtown Reimagined [Multimodal Gap Summary & Highway Impact Summary](#) (November 2023).

Washington County [Climate Friendly & Equitable Communities Adoption website](#). Accessed on June 20, 2025.

## Appendix B: Potential Study Outline

### Introduction

#### Project Overview

- Project description
- Study area
- Existing and proposed zoning
- Development standards

### Multimodal Transportation Gap Summary

#### Existing Transportation Network

- Inventory methodology
- Pedestrian Network and Network Gaps
  - Existing pedestrian network: location of existing sidewalk on both sides; existing sidewalk on one side; no existing sidewalks; multi-use paths
  - Planned pedestrian network: planned pedestrian corridors, neighborhood greenways, trails, and active transportation connections (e.g., bridges)
  - Map and list of gaps in the above network
- Bicycle Network and Network Gaps
  - Existing bicycle network: location of multi-use paths, bike lanes, comfortable shared lane streets, difficult or missing connections
  - Planned bicycle network: planned major street bikeways, neighborhood greenways, multi-use paths, and active transportation connections (e.g., bridges)
  - Map and list of gaps in the above network
- Accessibility Gaps
  - Locations missing or with non-compliant ADA ramps
  - Locations missing or with non-compliant push buttons
  - Sidewalk gaps
- Transit Network and Network Gaps
  - Bus routes, service days, hours, and frequencies
  - Planned network and service changes
- Automobile Network
  - State facilities – I-205 & OR-43
  - Primary local streets – Willamette Falls Drive, local street connections
  - Truck / freight network – primary freight routes and PGE access needs

## Planned Transportation Improvements

- Funded and unfunded projects in the following categories:
  - ODOT plans and projects
  - Regional Transportation Plan
  - TriMet plans and projects
  - County plans and projects
  - West Linn and Oregon City plans and projects

## Highway Impacts Summary

### Existing Development Capacity

- Existing development standards and zoning
- Potential development yield

### Proposed Development Capacity of the Center

- Modifications to development standards and zoning
- Potential development yield

### Summary of Additional Motor Vehicle Traffic

- Existing and potential traffic generation:
  - Metro Travel Demand Model housing and employment estimates based on current and proposed zoning
  - ITE or other trip generation calculations for current and proposed land use assumptions
  - Consider cross-use, multimodal transportation options, and other adjustments for each scenario
  - Assignment of traffic to state and local street system
- Compare existing and potential trip generation overall and on key street and roadway segments

### Summary of Fatal and Serious Injury Crashes

- Number and location of crashes by severity
- Analysis of fatal and severe injury A crashes
  - Crash type and involvement of pedestrians and bicyclists
  - Conditions – time of day, weather, etc.
  - Roadway characteristics
  - Behaviors – e.g., alcohol, speeding, etc.
- ODOT Safety Priority Index System (SPIS) sites

## **Agenda Item #5 Materials**

# West Linn Waterfront Project

## IMPLEMENTATION AND FINANCING PLAN | DRAFT

**Date** June 9, 2025  
**To** Darren Wyss, Planning Manager, City of West Linn  
**From** Chris Zahas, David Fiske and Jennifer Shuch, Leland Consulting Group  
**CC** Adrian Witte, Toole Design

In 2023, the City of West Linn engaged a Toole Design-led consulting team to support the City in developing a new guiding policy document and implementation roadmap for the West Linn Waterfront. As part of this team, Leland Consulting Group (Leland) conducted a market analysis to support the development of the West Linn Waterfront Vision Plan, helping to craft a renewed vision for the waterfront that accounts for current or near-term market conditions, and identifying the types of new real estate development and investment opportunities that can help support the community's vision.

This memorandum builds on the Vision Plan with a focus on recommended actions and investment strategies to support the successful implementation of the vision.

### What is the West Linn Waterfront Vision Plan?

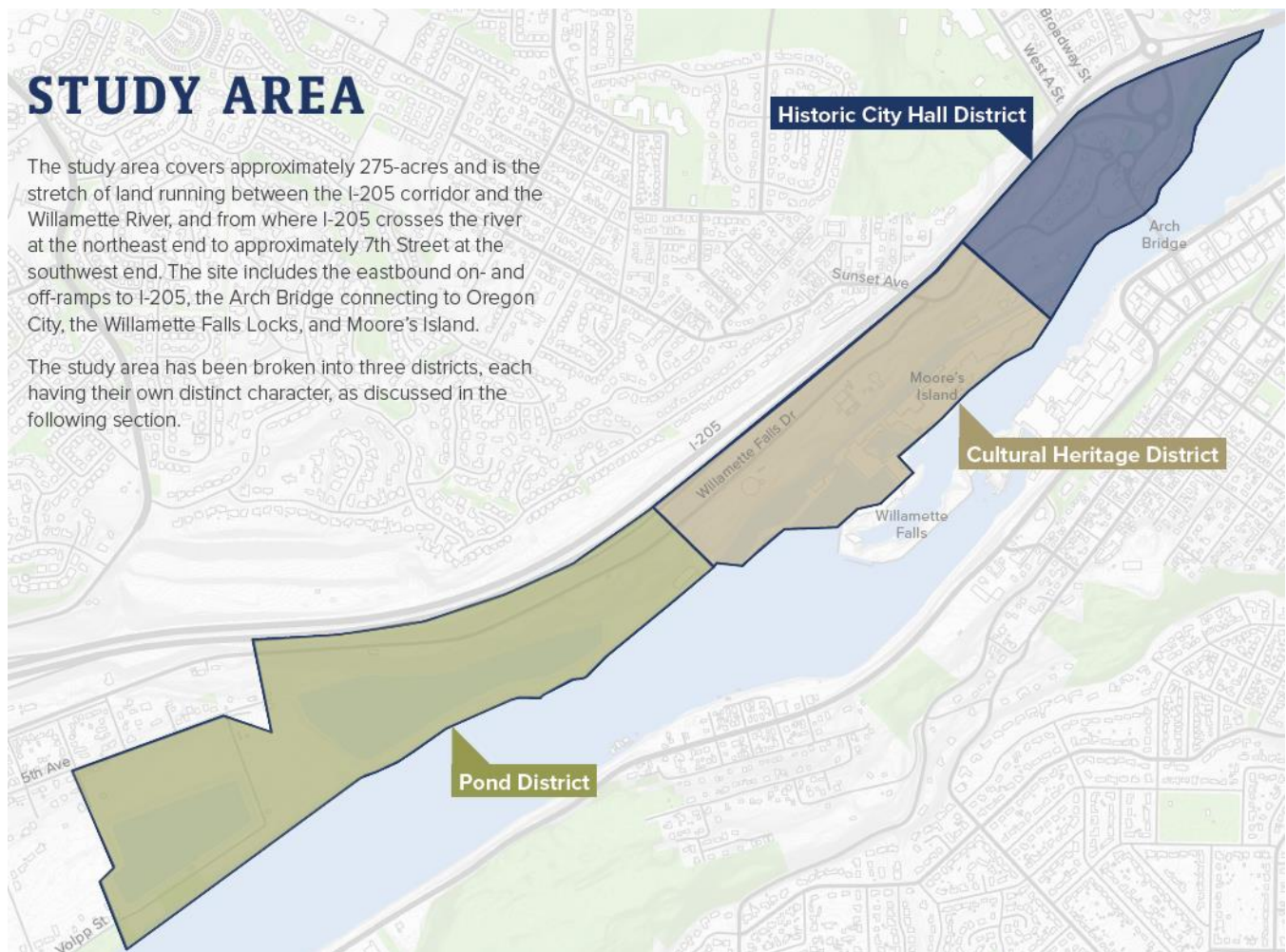
Building on decades of prior planning work, the [Vision Plan](#) presents an inspired and achievable framework for the transformation of West Linn's Waterfront into a vibrant place that provides new opportunities for residents and visitors to access and experience the natural beauty and cultural richness of the area. Focusing on an approximately 275-acre stretch of land running between the I-205 corridor and the Willamette River, the study area for the Plan is separated into three distinct districts, as shown on the next page in Figure 1.

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.

**Why here, why now?** 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 this 2-year planning process that continues a transparent and collaborative community-driven effort.



**Figure 1: West Linn Waterfront Study Area**



Source: West Linn Waterfront Vision Plan, Toole Design

## Purpose of the Implementation and Financing Plan

A vision is only as good as the actions taken to bring it into reality. The Implementation and Financing Plan is meant to act as a roadmap of actions to move the Vision Plan forward towards adoption, construction, and eventually the fulfillment of years of effort to transform the waterfront into a place for the public to enjoy. As part of this transformation, the Vision Plan identifies numerous investments into public access and amenities, transportation improvements, and commercial real estate. However, the complexity of the site and its ownership, which will be outlined further in this memo, means that implementation will be a long-term commitment. This memo focuses on actions to create early momentum to support development efforts and future investments.

## Implementation Considerations

The following considerations will be vital to the successful implementation of the Vision Plan:

- **City as a catalyst for private development.** The City can play a pivotal role in unlocking private development in the area and is in a unique position to act as the holder of the vision, convener, and leader across a diverse range of stakeholders.
- **Strategic utilization of tax-increment finance (TIF).** The City has the ability to leverage its West Linn Willamette Riverfront TIF Area to strategically invest in infrastructure that will unlock private development and support the public interest.
- **Strengthened partnerships and coordination.** Successful implementation will hinge on strengthened partnership and coordination with the private landowners and active stakeholders across all three districts, particularly Portland General Electric (PGE) and the Willamette Falls Trust (WFT). Current unknowns about the plans of PGE and WFT make it difficult to implement the community vision across a significant portion of the study area, increasing the importance of coordinating City capital investments to leverage private development.

With these considerations in mind, Leland has structured the remainder of the memo into two sections:

- Organizational Coordination & Partnership Strategies
- Public Infrastructure Investment & Tax-Increment Financing (TIF) Strategy

## Organizational Coordination & Partnership Strategies

Implementation of the Vision Plan will not be possible without partnerships. While the City controls a small amount of land in the Historic City Hall District, most of the Cultural Heritage and Pond Districts are owned by PGE, with the remaining land owned primarily by two private landowners (see Figure 2 below). In addition, the Willamette Falls Trust, a non-profit organization representing many of the Native American tribes with ancestral ties to the falls, is actively engaged in restoration and public access projects and has access to significant resources in pursuit of their interests in the area.

The interests of these parties, and the lack of significant landownership by the City of West Linn, means that the City must rely on leveraging its assets as a public entity and regulatory controls to promote partnership and collaboration to implement the Vision Plan. The remainder of this section will focus on key organizational principles for the City to keep in mind moving forward, such as the City's role as a catalyst and the roles of other involved stakeholders, potential ways to formalize public-private partnerships, and a summary of recommended next steps in the form of an organizational action matrix.

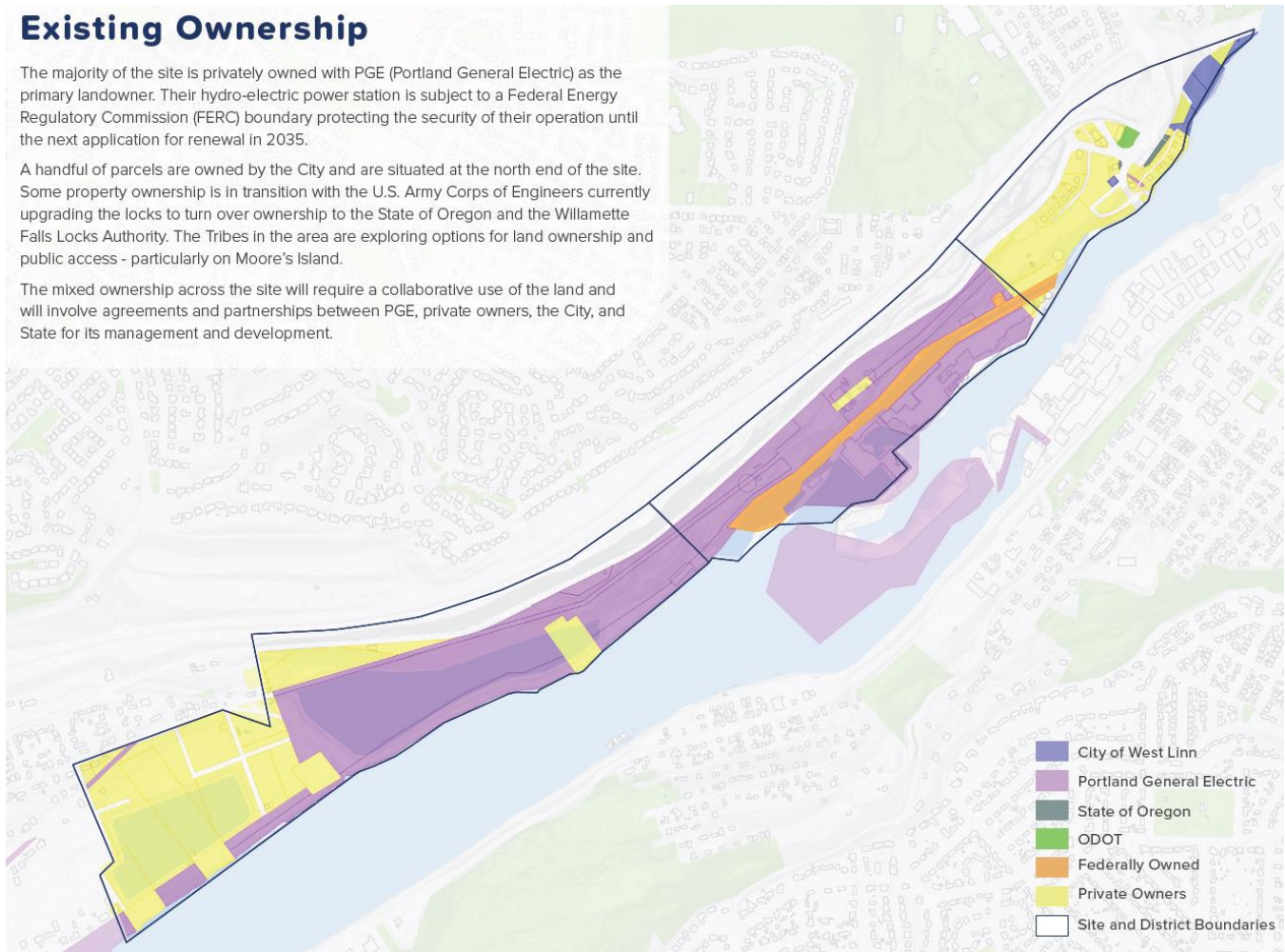
**Figure 2: West Linn Waterfront Simplified Land Ownership Map**

## Existing Ownership

The majority of the site is privately owned with PGE (Portland General Electric) as the primary landowner. Their hydro-electric power station is subject to a Federal Energy Regulatory Commission (FERC) boundary protecting the security of their operation until the next application for renewal in 2035.

A handful of parcels are owned by the City and are situated at the north end of the site. Some property ownership is in transition with the U.S. Army Corps of Engineers currently upgrading the locks to turn over ownership to the State of Oregon and the Willamette Falls Locks Authority. The Tribes in the area are exploring options for land ownership and public access - particularly on Moore's Island.

The mixed ownership across the site will require a collaborative use of the land and will involve agreements and partnerships between PGE, private owners, the City, and State for its management and development.



Source: West Linn Waterfront Vision Plan – Appendix B: Existing Conditions Analysis, Toole Design

## Roles and Responsibilities

### City of West Linn

The City may lack direct control through landownership, but as has been seen in similar waterfront redevelopments in the region, such as the Vancouver Waterfront in Vancouver, WA (see Case Study below), the city still has a vital role to play as a catalyst for development and creating positive transformation in an area.

- **Leveraging a unified vision.** The revitalization and redevelopment of this waterfront area has the potential to be a project of generational importance for the residents of West Linn, as well as visitors and residents from across the region and beyond. The unified vision presented in the Vision Plan grants City leadership the opportunity to elevate the importance of the project through the goals and desired outcomes identified through this planning process, and provide a roadmap to direct City staff and other stakeholders. As the only stakeholder with jurisdiction over the entire area, this is one of the most important roles the City can take on: to be the bearer of the vision and carrying the leadership mantle to move the project forward and hold itself and others accountable.



- **Control over entitlements and public infrastructure.** Despite a lack of direct landownership, the City does control entitlements and public infrastructure investment to the area, both of which will be critical to private landowners' interests. It is the City's responsibility to ensure regulations and infrastructure investments serve the public interest, and in this case, that they support the goals of the Vision Plan. The City should leverage these controls to bring private entities like PGE and WFT to the table and utilize public infrastructure funding and entitlements to achieve wins for the public interest through partnerships and joint investment strategies.
- **Stepping into the leadership void.** As alluded to above, City leadership will be crucial in moving the waterfront vision into reality. Though planning and development interests in the waterfront are nothing new, there is currently a void of leadership across all stakeholders involved in trying to coordinate their interests and take tangible steps forward. The role of convener and coordinator by stepping into this leadership void will be one of the City's most important roles.

### Outside Stakeholders (PGE, WFT, Belgravia, and other landowners)

Much of the area hinges on the future plans of PGE, the majority landowner in the area, and the plans of the Willamette Falls Trust (WFT). PGE has indicated their primary interest is maintaining operation of the Sullivan hydroelectric facility and will seek relicensing in 2035. They have also been undergoing their own planning exercise with the remainder of their land. However, details about this process and their intentions have been kept confidential and have not been shared with this planning process.

WFT has entered into an agreement with PGE known as the Willamette Falls Inter-Tribal Public Access Project, which recognizes PGE's intent to grant the Trust a permanent easement on a segment of the island portion of PGE's land that gives Tribal nations safe access for traditional cultural practices and will open up the area for public access as well. It is also believed the WFT has been in discussion with PGE to acquire some portion of its land within the study area.

**Figure 3: Rendering of the Willamette Falls Trust Inter-Tribal Public Access Project**



Source: Willamette Falls Trust

Negotiations and discussions between PGE and WFT have been kept private, and the lack of coordination between the City and these major stakeholders is a challenge to implementation. However, their established interests in the area mean they must play a vital role.

- **Land development.** Whether directly, or through sale or partnership to another entity, the landowners in the area will be responsible for new vertical development of the site (including any new buildings that are constructed). Horizontal development, or the infrastructure needed to support vertical development, may be provided by the City, the developer/landowner, or jointly. However, as currently entitled and accessed, most of the site will be infeasible for new real estate development, presenting an opportunity to negotiate terms for development through the entitlement and infrastructure planning process.
- **Political leverage & access to funding.** Both PGE and WFT have strong political ties that can be leveraged to access funding for the future development of the waterfront. WFT, in particular, may be able to access regional, state and even federal funding, as well as private equity, due to its nature as a non-profit organization with Tribal interests.
- **Energy and access.** A major goal of the Vision Plan is to improve waterfront access and increase engagement with the area's natural amenities. As the primary landowner, PGE will need to grant access through its property for any trail or waterfront access projects, while maintaining safety and unhindered operations of its hydroelectric energy facilities onsite.

Other potential partners may include ODOT and Belgravia. ODOT currently has plans to remove the Broadway overpass, which could directly impact waterfront access. Belgravia is a major property owner in the Historic City Hall District. Establishing partnerships with ODOT and Belgravia will help ensure that the City is kept apprised of plans for the sites they control and ensure alignment with the Waterfront Vision.

### **Vancouver Waterfront Case Study**

The Vancouver Waterfront in Vancouver, Washington, has been a significant project spanning several years. The development began with land acquisition between 2005 and 2007, followed by an extensive period of design, entitlement, and infrastructure development from 2007 to 2018. Vertical development started in 2016 and continues to the present. The project, led by Gramor Development, involved acquiring land from Boise Cascade and the Port of Vancouver in 2008, and close collaboration with the City of Vancouver.

Key to the successful development was the creation of a master plan and development agreement that outlines office, residential, and retail uses, design standards, transportation mitigation strategies, land dedications for roads and parks, and initial core park improvements for planned parks and open spaces. The City of Vancouver worked closely with Gramor, the Port of Vancouver, and local residents in establishing the master plan, and the City was able to negotiate a seven-acre allocation from Gramor for the dedication of a Waterfront Park, sharing in the financing for initial improvements. The project faced several infrastructure challenges, including lack of electrical power and sanitary sewer improvements, as well as access through an existing rail line that bordered the site. Through a \$45 million public-private partnership, the City and Gramor initiated the Waterfront “Access” Project to mitigate these challenges, including the construction of a half-mile raised train trestle. The project’s success is attributed to the tenacity and consensus-building efforts of the development team, the importance of choosing good partners, and the need for careful planning and budgeting.



Source: PWL Partnership



## Public-Private Partnerships

Building on the previous section, the most important first step towards implementation is a formalization of collaboration between the City and outside parties. Public-private partnerships (PPP) will support the development of coordinated investment strategies, shared financing, and secured entitlements. The City should lead on initiating negotiations of these partnerships, and the following forms of PPP provide a rough roadmap:

- **Memorandum of Understanding (MOU).** An MOU is a common first step before moving towards a more detailed development agreement or shared financing structure, incorporating a broad outline of a partnership's intent, and potential deal structure or future investments to be made by both parties. While typically nonbinding, an MOU provides certainty for continued collaboration and a pathway towards more detailed (and potentially expensive) negotiations. An MOU can also lend credibility to discussions with potential funders and investors, or other potential partners.

An initial MOU structure between the City of West Linn, PGE, and WFT (or other interested parties) could help establish protocols for sharing information on ongoing planning efforts (potentially with non-disclosure agreements (NDAs) in place), an outline of potential infrastructure investments needed to improve access and development opportunity in the area, an intent for the City to negotiate the use of TIF funds to support infrastructure investments that would support private development, or any other potential avenues for collaboration. The most important part of establishing the MOU is to set in motion a means of formal coordination, and a timeline of next steps. The City may enter into multiple MOUs, with multiple parties, or begin with a less formal MOU, and then move to form a more detailed MOU that outlines next steps for negotiating actual development of the waterfront site.

- **Development Agreements.** After establishing a working relationship through the MOU process, an eventual next step may be to negotiate a legally binding document to execute shared responsibilities for the development of infrastructure and new real estate or public access projects.

The document may specify terms and conditions, such as design and use requirements, public infrastructure investments tied to private development, land dedications for roads and parks, access easements, parking agreements, entitlements, timeline of completion, remedies for nonperformance, termination clauses or mechanisms of resolving any dispute, and any other specifications determined throughout the negotiation process. There may be multiple development agreements negotiated depending on the type and scale of agreement, and it is unlikely that any development agreement would occur until after significant coordination and planning has occurred during the MOU phase.

- **Shared financing.** While mentioned above, it is worth pointing out that an important part of negotiations will be the development of shared financing strategies for needed infrastructure, including public amenities like plazas, trails, and natural reserve areas. One of the City's major bargaining chips is its ability to raise funds through its established Riverfront TIF district. By sharing in the financial risk with private partners, the resulting development can likely achieve a standard or type that would otherwise have been infeasible, and the City is more able to dictate the outcome to be as close to the established vision as possible.

## Organizational Action Matrix

Action	Organization(s)	Timing
<b>Adopt the Waterfront Vision Plan and elevate its importance as a City priority.</b>	Lead: City of West Linn City Council, Mayor Support: City staff	ASAP
<b>Initiate formal collaboration with PGE, WFT and other private landowners through an MOU</b>	Lead: City of West Linn Support: PGE, WFT, others	Fall 2025 / Winter 2026
<b>Undertake detailed planning in collaboration with MOU partners</b>	Lead: City of West Linn and MOU partners	2026-2027
<b>Negotiate development agreements that include infrastructure funding strategies and development terms and conditions</b>	Lead: City of West Linn and private development partners (PGE, WFT, or others)	2027-ongoing
<b>Horizontal infrastructure construction (roads, utilities, trails, etc.)</b>	Lead: City of West Linn Support: Development partners	2027-ongoing
<b>Vertical development (structures)</b>	Lead: Development partners Support: City of West Linn	2028-ongoing

# Public Infrastructure Investment & TIF Strategy

The establishment of the Riverfront Tax Increment Finance (TIF) Area Plan in 2023 established a new financial tool for the City of West Linn to invest in the waterfront area. A project list was established as part of this plan, though these projects have not been prioritized. The purpose of this section is to create a framework by which the City can prioritize its investments into public infrastructure in order to best support the implementation of the Vision Plan.

## Strategic Considerations

- **Being opportunity driven.** It is understood that minimal tax increment has been realized since the inception of the plan. With this in mind, the key strategic consideration for future investment is to be opportunity driven in prioritizing investments that will unlock private development opportunities and lead to the creation of tax increment, supporting the City's ability to finance future investments.
- **Capital investments should leverage partnerships.** As stated in the previous section, successful implementation of the Vision Plan will rely heavily on strengthened coordination and collaboration with key property owners and stakeholders in the area. To realize the greatest benefit from its investments, the City should prioritize investments that align with private development interests and can be leveraged to bring partners to the table. Ideally, major investments should not be made before establishing a formal working relationship with PGE, WFT, and other property owners in the area.

## Infrastructure Projects & Impacts

The existing TIF project list identifies a series of transportation, public park and access projects that have been integrated into the West Linn Waterfront Vision Plan. Additionally, the TIF plan allows for the acquisition/disposition of land, as well as creation of developer incentives and rebates to stimulate development of mixed use and commercial growth in the area.

The key projects that pertain to the waterfront area can be summarized as:

- **Willamette Falls Drive multimodal improvements and realignment as proposed in the Willamette Falls Drive Conceptual Design Plan.** Realignment requires further study, but as currently proposed, the improved access, traffic management, and pedestrian orientation of the proposed realignment, especially in the Historic City Hall District, would have the greatest potential impact in unlocking new development.
- **Construction of a public/private parking structure at Historic City Hall.** The area would benefit from an improved parking strategy that aligns with the broader vision of the waterfront area, including any future development plans of PGE or other property owners, and a parking study should be a part of future planning and coordination. The cost of construction of a parking structure would be significant and therefore may require waiting for the generation of greater tax increment, as well as a shared financing strategy with private developers, though a right-sized parking structure has the potential to greatly benefit future access to the site.
- **Design and construction of a public plaza or gathering space at Historic City Hall.** The site directly east of the Historic City Hall has been under consideration for a public plaza and lookout for years. This has the potential to increase activity and act as a central gathering space for the district. While design and

construction will need to be further coordinated with the property owner, the site could help build early momentum through temporary activation and programming that complements the renovated City Hall while awaiting more permanent plaza design and construction.

- **Construction of a multimodal riverfront trail with benches, viewpoints, and interpretive signage.** This trail could greatly benefit circulation and access to the site, and act as an amenity/draw for future residential development. Design and alignment should be coordinated with future private development and be included in negotiations of development agreements.
- **Improved public access to the river near Historic City Hall through a river fishing dock/ladder.** This has the potential to act as another amenity or draw for residents and visitors near the Historic City Hall, and may be lower cost than other proposed infrastructure investments, creating an early win. It is consistent with the vision plan, which identifies enhanced fishing and boat docks with waterfront access as an important waterfront amenity, and would align with the Army Corps of Engineers' current project to improve the locks, transfer them to the Willamette Falls Locks Authority, and open them to river travel.
- **Design and construction of a new park with non-motorized boat and swimming access, interpretive signage, parking, trail access, and restoration.** No location has been officially designated for this new park, though the Pond District has the greatest potential to accommodate a park of significant size within the study area. Another approach could be to accommodate multiple, smaller parks or open spaces with access to the river. Any improved access to the water will act as a draw and amenity for new residents and visitors.
- **Public access between the Bolton Neighborhood and the Historic City Hall District via a future connection to Broadway.** ODOT currently plans to remove the Broadway overpass, which could have a significant impact on the connection between the Bolton Neighborhood and the Historic City Hall District and the waterfront. While the City does not have direct control over this project, it should partner with ODOT to ensure that future connectivity plans align with the waterfront vision and provide multimodal access to key waterfront amenities. Maintaining a partnership with ODOT will also enable the City to work with the agency on other planned infrastructure improvements that could impact access to the area.

All of these projects have been integrated into the Vision Plan, with the addition of the following potential investments:

- **The establishment of a "main street" style street pattern through the realignment of Willamette Falls Drive.** This would require additional planning and study to revise the 2021 Willamette Falls Conceptual Design Plan but has been identified as a strategy to support private development in the Historic City Hall district. The City can set the stage for high quality private development by prioritizing attractive streets and sidewalks that connect to nearby plazas or river access, creating a cohesive feel for the main entry into the district.
- **A continuous lowlands connector road that improves access through the center of the site.** This alignment would significantly impact the PGE owned portion of the site, but could open up additional development opportunities and improved access.
- **The remediation and restoration of the holding ponds and adjacent wetlands, with potential for a visitor or nature center in the Pond District.** This aligns with and broadens the intention of the new park designated in the TIF project list.

## Prioritization and Action Plan Matrix

Leland recommends the following prioritization and sequence of actions by the City, together with property owners and other stakeholders. They have been organized into three broad categories: Early Wins and Getting Ready actions can be undertaken simultaneously starting right away and over the next few years. There is still considerable work to be done to further plan, design and fund the major infrastructure projects envisioned in the area, and no major investments should be made before better coordination and collaboration has occurred between the City and PGE, WFT and the other property owners in the area. However, taking on a few low-cost improvements, particularly around the newly renovated Historic City Hall, can help build momentum and provide a vehicle for continued participation with the community and property owners.

Action	Timing	Key Partners	Funding	Considerations
<b>Early Wins</b>  Actions that can be taken now or in the next few years to generate momentum and a sense of place, even before priority capital projects are completed.				
<b>Program interim gathering space / plaza on the site directly adjacent to the Historic City Hall</b>	ASAP	Property owners	Parks fund	Collaboration with the current property owner is needed.  Potential uses or amenities may include: farmers market, summer concerts, planters, lighting and seating.
<b>Improve the West Linn Public Fishing Dock</b>	ASAP	Property owners	Parks fund	Improving access and quality of the existing fishing dock can help build early momentum.
<b>Getting Ready</b>  Planning and other City actions that will be necessary for major change and development such as revisions to zoning, and a revised infrastructure plan.				

<b>Continue to engage West Linn residents and other public stakeholders</b>	Ongoing	West Linn residents, Clackamas County, Metro, State of Oregon, Oregon City	General funds	
<b>Enter into an MOU(s) with PGE, WFT and other property owners</b>	ASAP	PGE, WFT, Belgravia, and other property owners	General funds	Prior to taking further action or making investments, the City should lead on strengthened partnership and coordination with the primary property owners and active stakeholders on the site.
<b>Engage partners in detailed master planning of the site.</b>	2026-2027	PGE, WFT, Belgravia, other property owners, residents and other public stakeholders	General funds, private property owners	Given unknowns about the future of the PGE property, collaboration on a more refined plan for the area will help identify priority infrastructure projects that will support private development, and can lead to further agreements on roadway and trail alignments, parking strategies, public access easements, and shared financing.



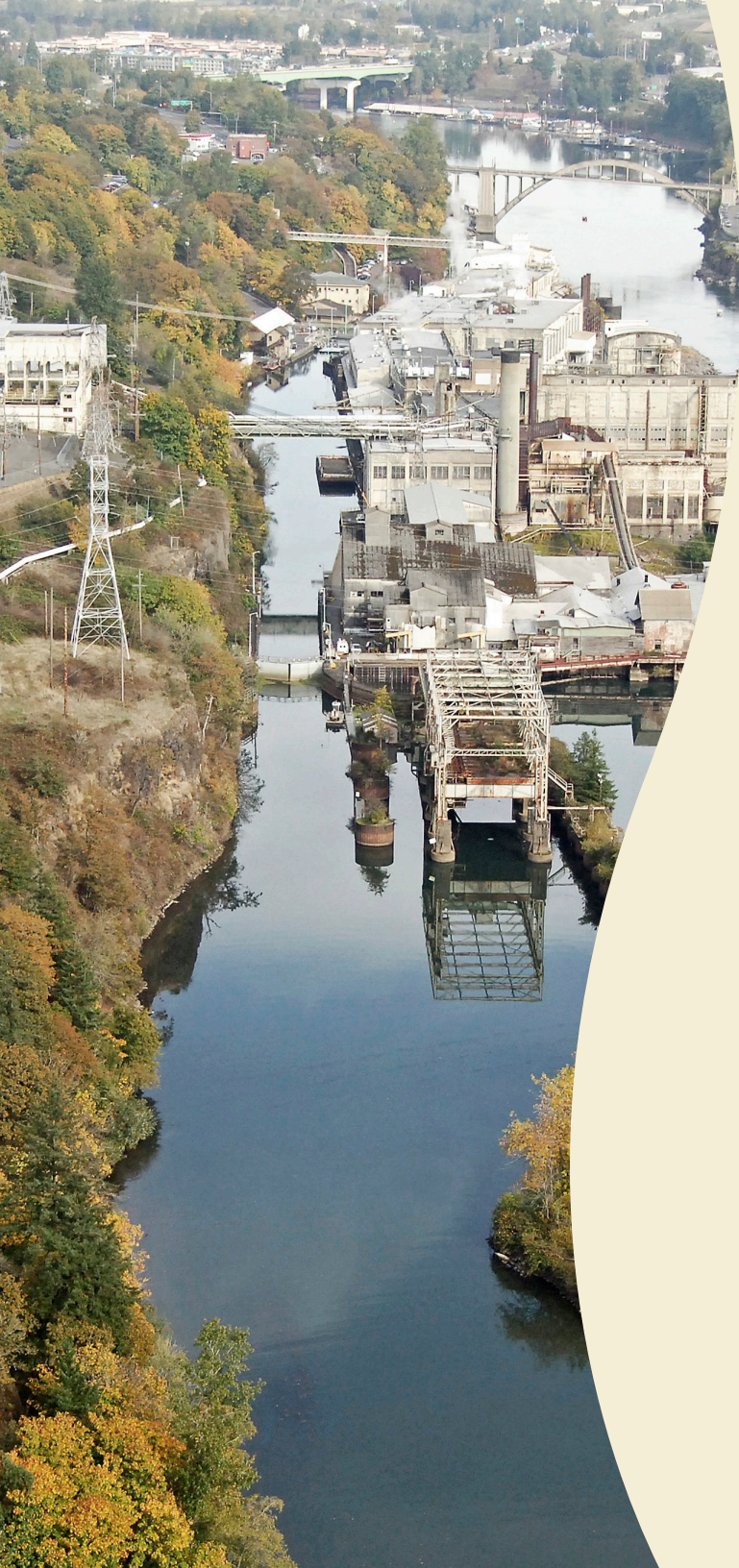
Enter into development agreement(s) with one or more partners.	2027-ongoing	PGE, WFT, Belgravia, and other property owners/developers	General funds, private property owners/ developers	Following more detailed planning, the next step would be to negotiate development agreements that include the use of TIF funds or other public funding, as well as obligations by property owners/ developers for funding, constructing, and programming the area.
<p><b>Fund and Build Priority Capital Projects</b></p> <p>Specifics about priority capital projects are not included here and are to be developed through the Getting Ready phase of work. Further study and funding planning needs to occur, together with private property owners and developers, to determine specific roadway and trail alignments, public space allocations, and other potential public investments of TIF dollars or other funds that will best support private development. Once underway, it is expected that private development of either residential or commercial structures may take place concurrently or immediately following the development of roadways and public open space.</p> <p>It is the role of the City to be the stewards of the vision and lead on convening and coordinating between the many stakeholders involved in order to create a truly transformative project that will be cherished by West Linn residents and visitors for decades to come.</p>				

## **Agenda Item #6 Materials**



# Community Vision Plan

June 2025



# ACKNOWLEDGMENTS

## City Council Members

Mayor Rory Bialostosky

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- A Community Engagement Summary
- B Existing Conditions Analysis











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 Adoption, will identify the steps needed to materialize the plan, and update City policies to formally adopt the plan.

## 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

## Spring/Fall 2025

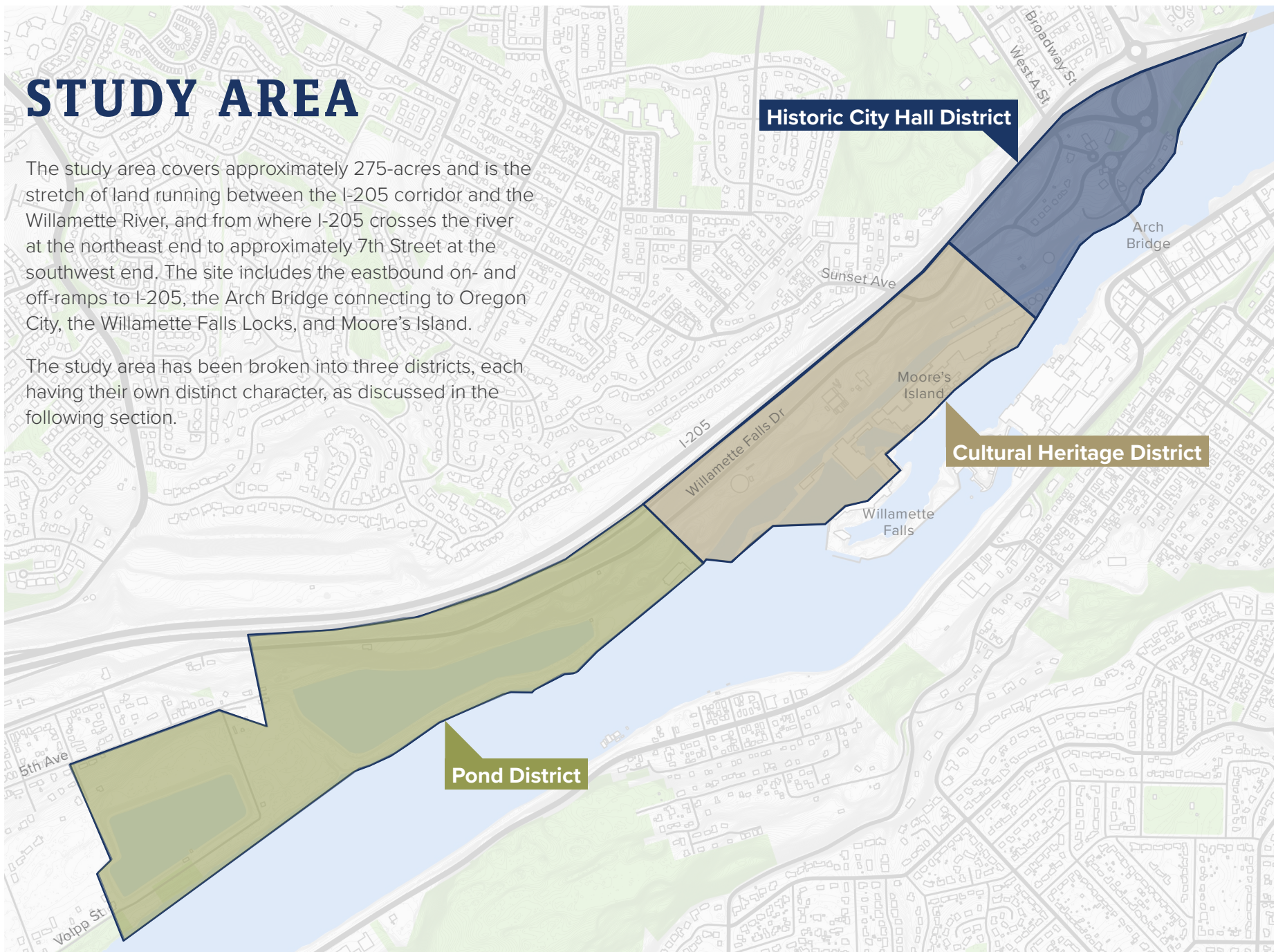
- » Policy / Regulatory Review
- » Implementation Strategies
- » Financing Plan
- » Public Review
- » Final Documentation

### 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)
  - 17 Willamette Falls State Heritage Area

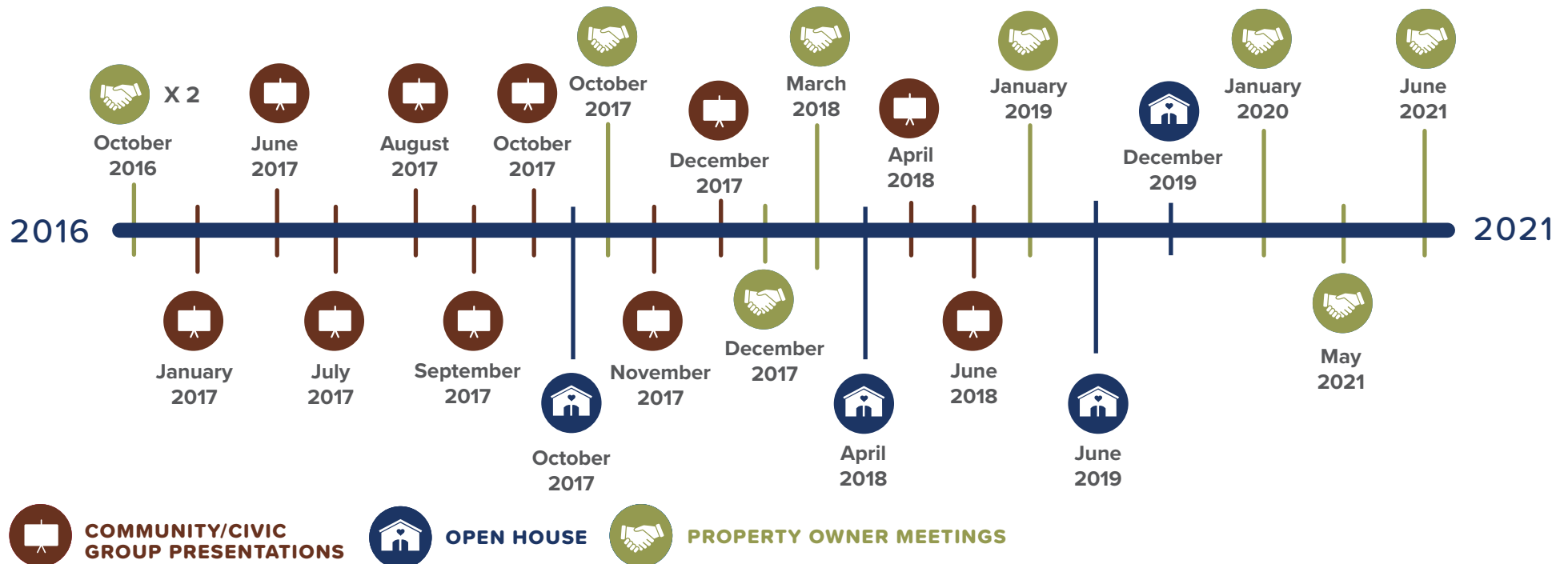
# ENGAGEMENT

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



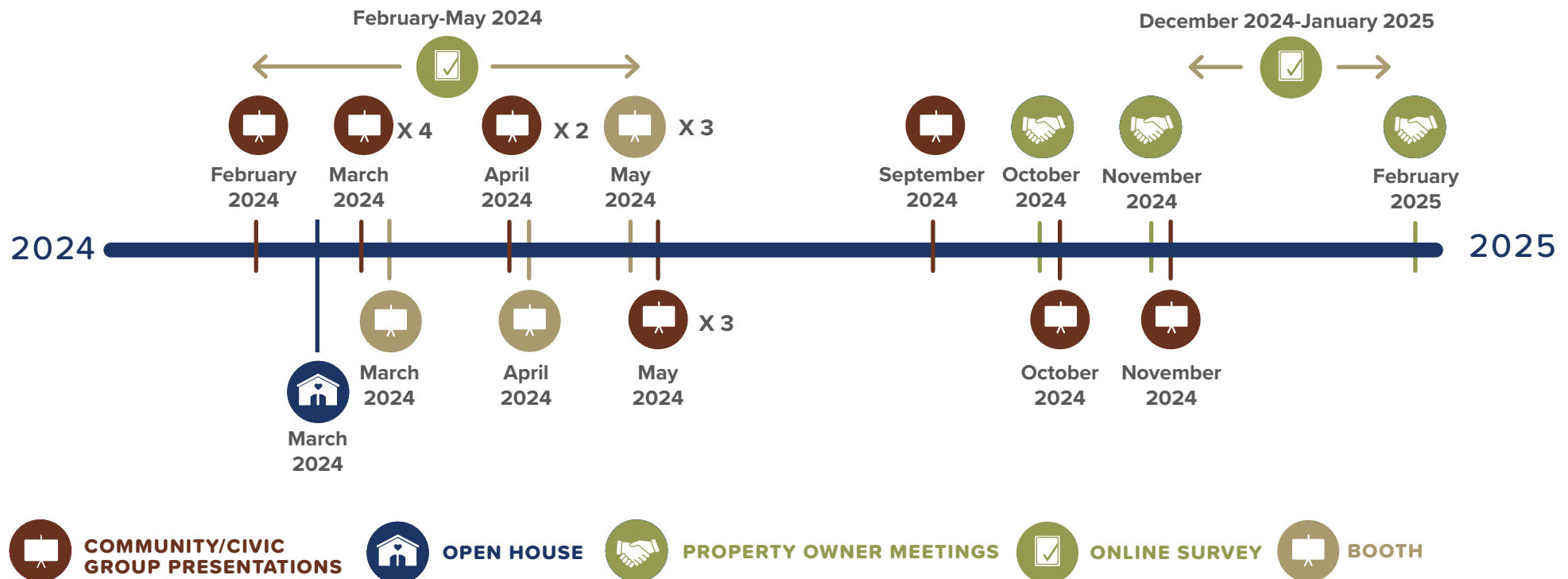
The launch of this Vision Plan led to the City's most recent 2024/2025 engagement efforts which obtained input on the Draft Vision Plan and confirmed the planning framework for each district. The input received was used to revise the final Vision Plan and will inform future phases of implementation including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

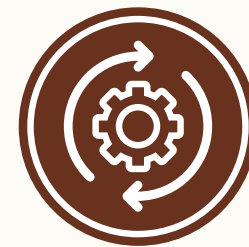






## GUIDING PRINCIPLES

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.
- Reuse of Historic City Hall as a gateway to the Waterfront area.
- Encourage rehabilitation and reuse of historic structures.
- 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.**



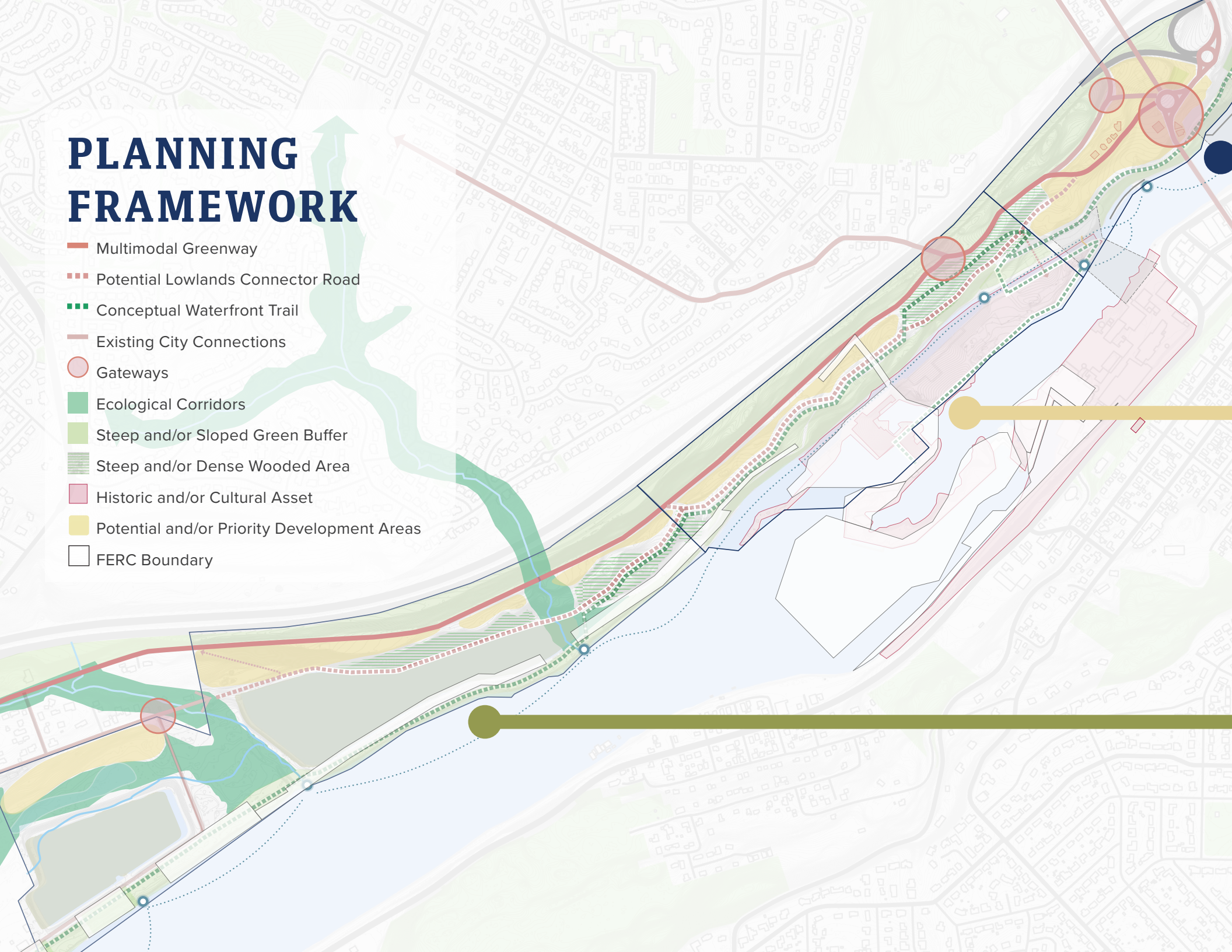






# PLANNING FRAMEWORK

- 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.

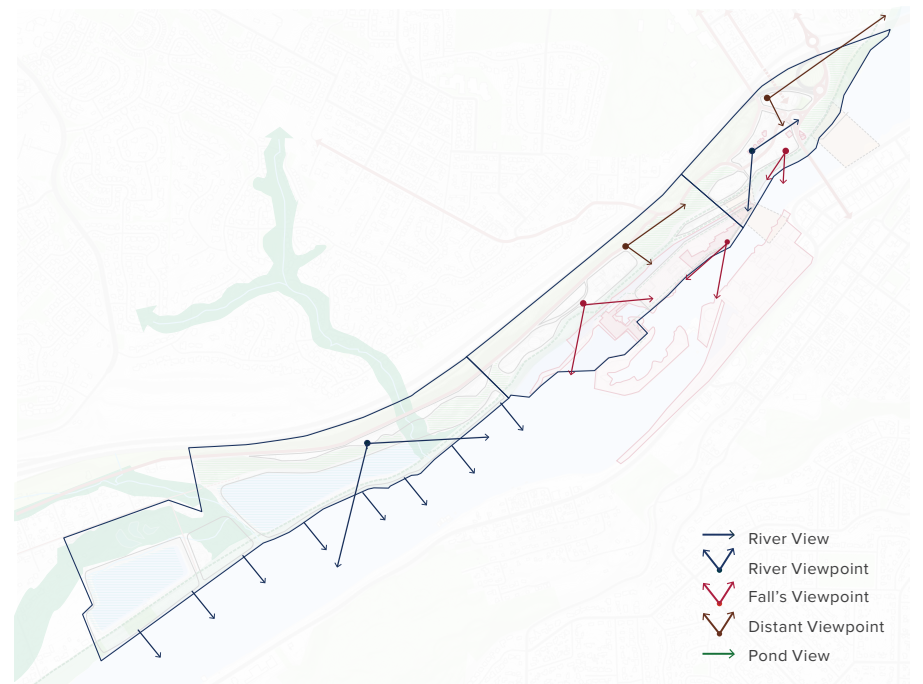
# DESIGN PRINCIPLES

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.

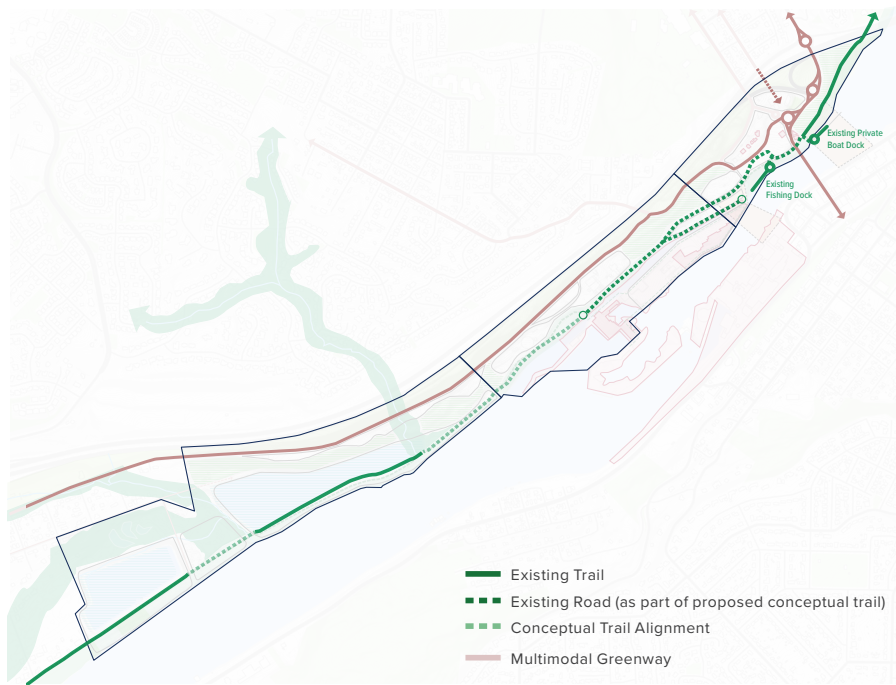
## Placemaking and Form

- 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.











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# **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 - Woodward, 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



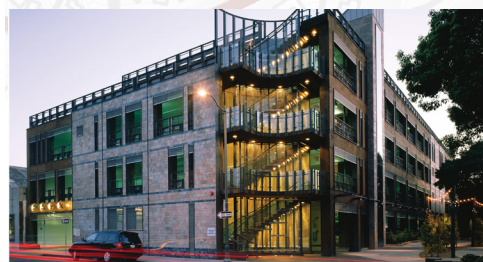
Public Square / Plaza for Civic Gathering



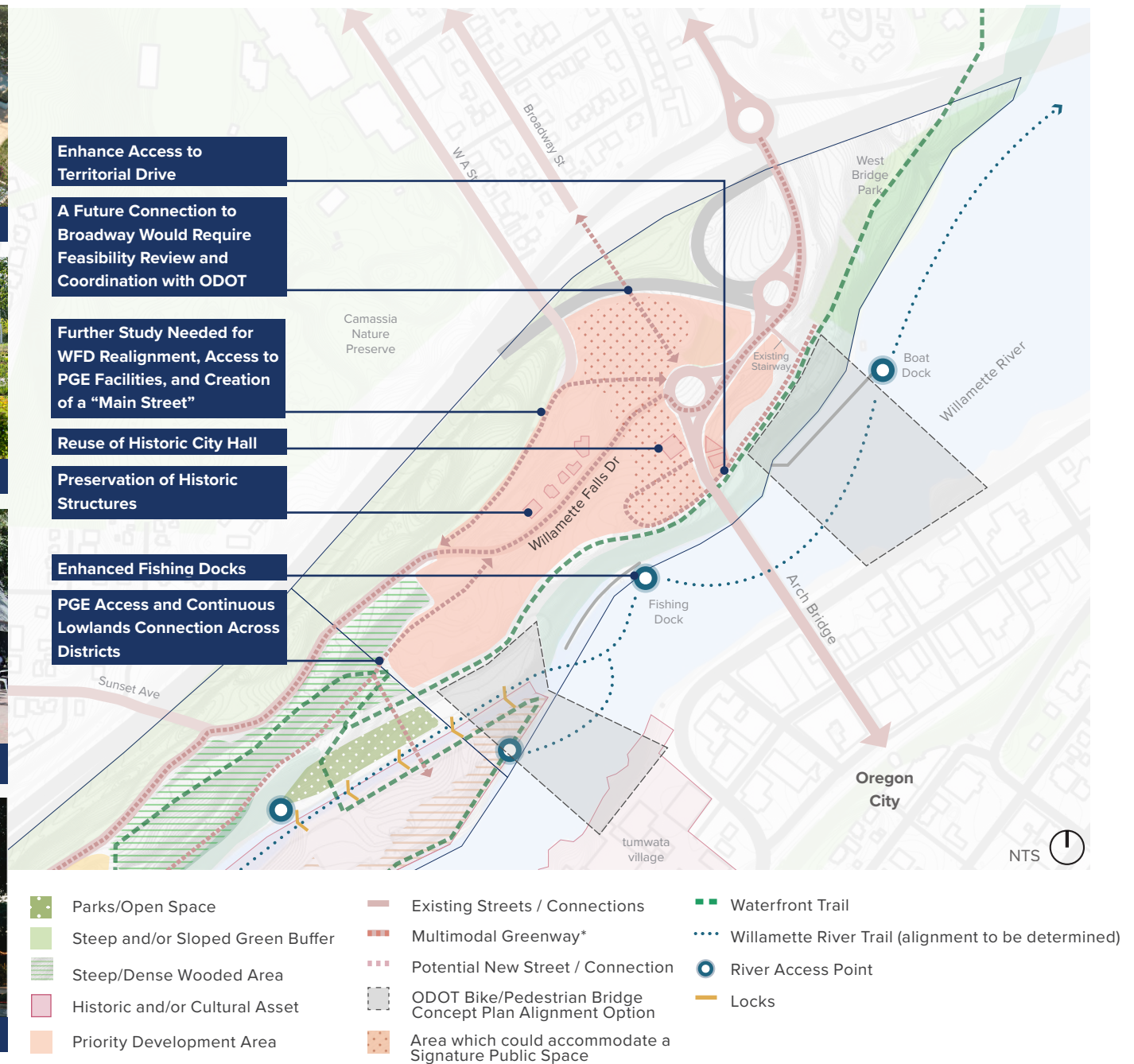
Active Trail Edges



"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

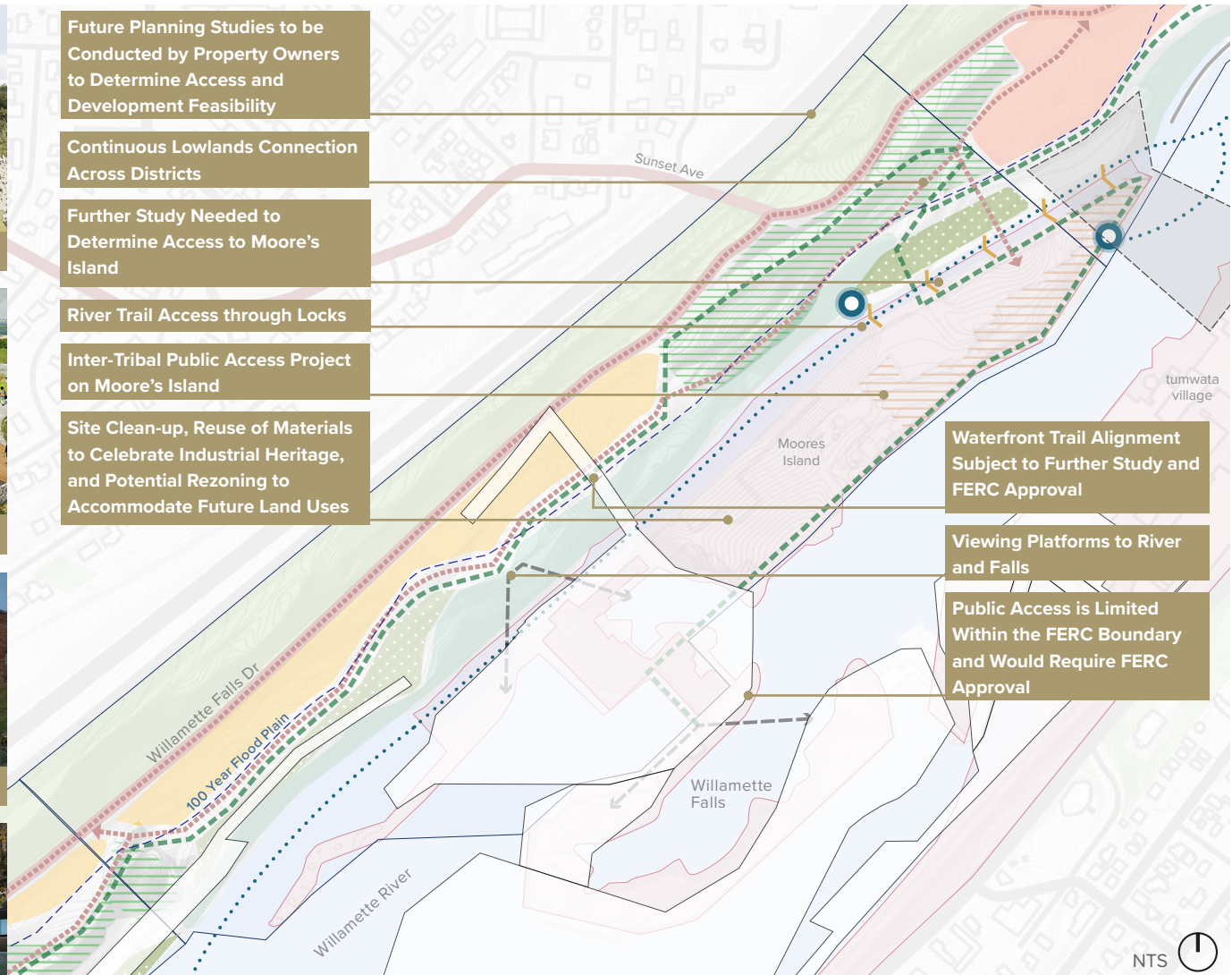
Inter-Tribal Public Access Project on Moore's Island

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
- Approximate area of Inter-Tribal Public Access Project

- 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
- FERC Boundary\*

\*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.

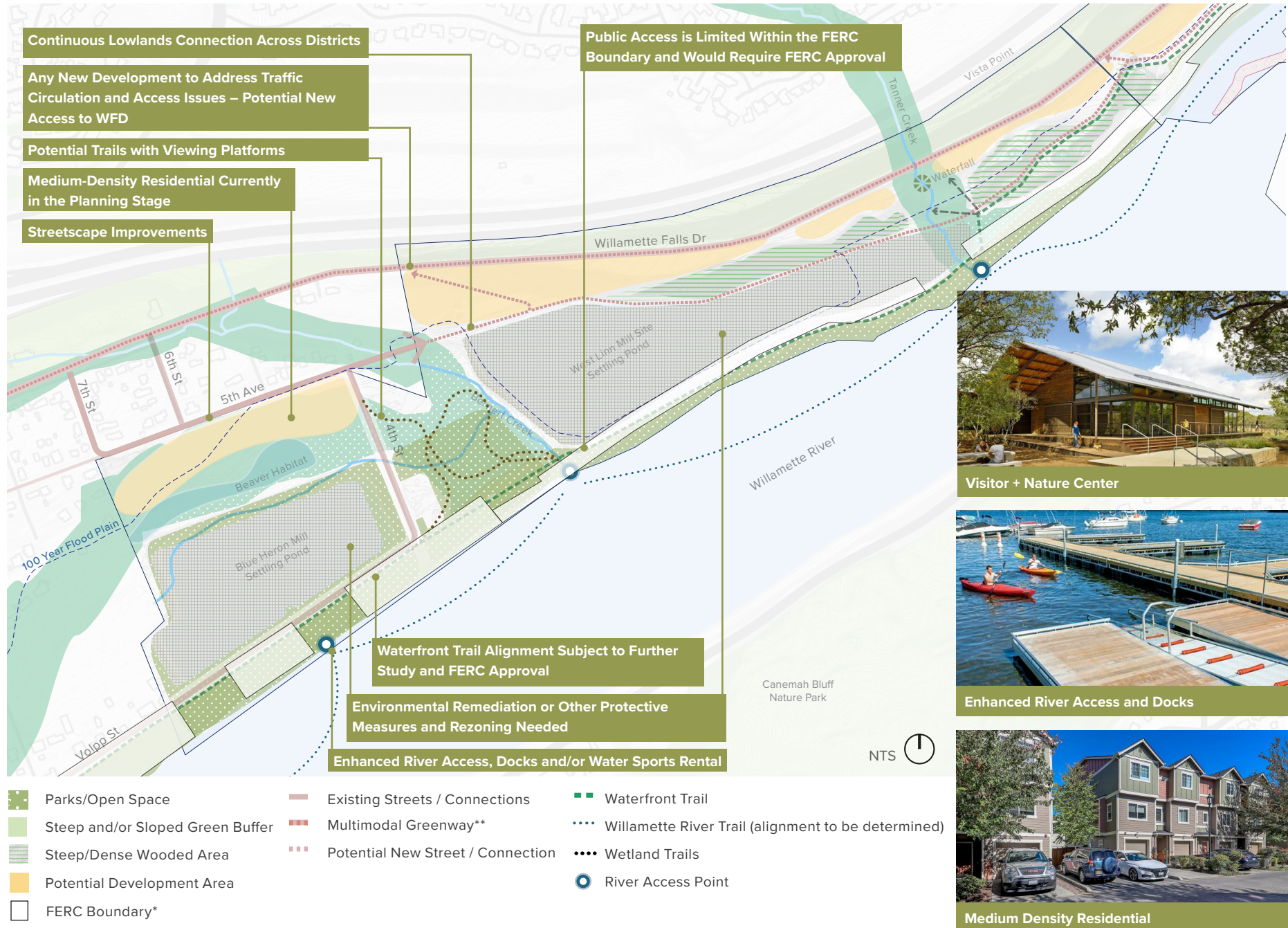
## POTENTIAL PROGRAMS:

- 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 the 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.

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## <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

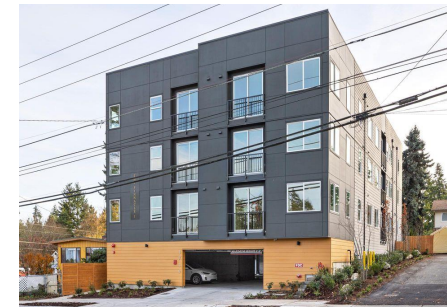
## >30 UNITS PER ACRE

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.



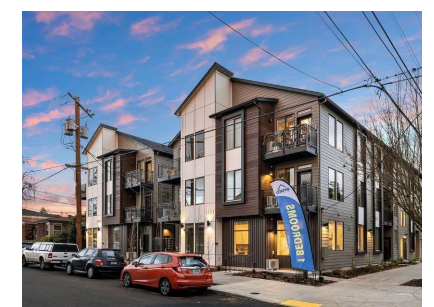
**Abernethy Flats**  
*Mixed Use: Housing over Retail*

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



## West Linn Waterfront Vision Plan – Comments Received During/After January 2025 Survey

Commenter	Comment	Project Team Response	Changes to Final Draft Vision Plan
Jennifer Aberg	Community survey design issues – lack of clarity with mix of two unrelated topics that require respondents to generalize their comments.	See responses to Friends of Willamette Wetlands comments	See responses to Friends of Willamette Wetlands comments
Jennifer Aberg	Premature prioritization of medium-density residential development in the Pond District despite significant opposition voiced to a proposed development during neighborhood and city meetings.	The existing West Linn Comprehensive Plan Map designation for those properties is currently medium-density residential. The City has consistently represented the area to remain the same zoning since Open Houses in December 2019.	No changes were made to the Pond District Framework Plan
PGE	Explicitly recognize the FERC License Boundary as a jurisdictional overlay	PGE to provide GIS file of FERC boundary	FERC boundary added to visuals
PGE	Address security and operational sensitivities within the FERC License Boundary	Statement at bottom of Vision Plan page 34 is intended to address this issue. PGE to review this language	Amend language and add callout on map with similar language if necessary
PGE	Modify proposed trail and access concepts that traverse PGE operational areas, including within the FERC License Boundary	Statement at bottom of Vision Plan page 34 is intended to address this issue. PGE to review this language	Amend language and add callout on Vision Plan page 34 map with similar language if necessary
PGE	New development limitations and overemphasis on adaptive reuse. Does not allow new development.	Can modify language to clearly keep options open	Reword callout on Vision Plan page 34 map to “Site Clean-Up, Reuse of Materials to Celebrate Industrial Heritage, and Potential Re-Zoning to Accommodate Future Land Uses”
PGE	Lack of flexibility for ground-up development, especially on the island	Can modify language to clearly keep options open	Reword callout on Vision Plan page 34 map to “Site Clean-Up, Reuse of Materials to Celebrate Industrial Heritage, and Potential Re-Zoning to Accommodate Future Land Uses”
PGE	Unclear access points and connections, particularly to the Pond District	Potential new street connections are shown, but as a “vision plan” the intent is to establish priority uses/amenities and future	No changes. Vision Plan pages 32, 34, and 36 (bottom of page) acknowledge future studies will need to be done.

## West Linn Waterfront Vision Plan – Comments Received During/After January 2025 Survey

development proposals will identify detailed plans and transportation studies/connections.

PGE	Conceptual transportation designs may impede development (i.e. Belgravia site and multi-modal greenway)	The City understands these concerns and during discussions with Belgravia and PGE from 2017-2021, agreed that the final design of any transportation improvements would be in partnership with Belgravia and PGE.	Reword callout on Vision Plan page 32 map to “Further study needed for WFD realignment, access to PGE facilities, and creation of Main Street”
PGE	Insufficient consideration of geological challenges, particularly to the island and flood-prone areas	An existing conditions analysis is found in Appendix B, but as a “vision plan” the intent is to establish priority uses/amenities and future development proposals will identify detailed plans for the conditions.	No changes.
PGE	WF Drive relocation impact on access to Sullivan Plant	The City understands these concerns and during discussions with Belgravia and PGE from 2017-2021, agreed that the final design of any transportation improvements would be in partnership with Belgravia and PGE.	Reword callout on Vision Plan page 32 map to “Further study needed for WFD realignment, access to PGE facilities, and creation of Main Street”
PGE	WF Drive relocation impact on ability to achieve restorative vision for the area	The City understands these concerns and during discussions with Belgravia and PGE from 2017-2021, agreed that the final design of any transportation improvements would be in partnership with Belgravia and PGE.	Reword callout on Vision Plan page 32 map to “Further study needed for WFD realignment, access to PGE facilities, and creation of Main Street”
Jim Edwards	Bullet 2 The paper mill should not be a high priority for the long term since it is likely to close.	Language was updated.	Changed from paper mill to Moore’s Island
Jim Edwards	Bullet 1 - The current transportation plan does not address the potential of this area, but those plans should not limit the potential of this area. The transportation facility should follow the build out. It rarely done many years ahead of anticipation. Also, alternate transportation modes should be considered. Light rail and river taxes for example.	Language was updated.	Changed from balanced land use and transportation to coordinate need  Added future consideration of regional transit corridors and river transportation
Jim Edwards	River Access Bullet 5 - This should not be over emphasized. Most people just want to see the water. Not touch it.	The Vision Plan is intended to represent the feedback from the community. Access to the river’s edge has always been a community priority.	No changes were made to the Waterfront Vision Plan

## West Linn Waterfront Vision Plan – Comments Received During/After January 2025 Survey

Jim Edwards	Historic Character Bullet 1 - This should be a higher priority. The mill buildings are large, and many are made of masonry or stone and should be reused in some fashion. Either converted into modern buildings or at least preserved portion to respect the historical nature of them.	These are Guiding Principles. Language in the plan addresses encouraging preservation or adaptive reuse.	No changes were made to the Waterfront Vision Plan
Jim Edwards	Bullet 4 The locks are a major feature of the waterfront and should be visible by the public up close	These are Guiding Principles. Additional language in the plan addresses access/use of the locks.	No changes were made to the Waterfront Vision Plan
Jim Edwards	Planning Framework - The ponds are reclaimable land, and the plans should assume that and provide connector roads.	The plan acknowledges the potential remediation and reuse of the ponds. A potential road connection is shown, but specific improvements will be identified as part of a rezone or redevelopment plan.	No changes were made to the Waterfront Vision Plan
Jim Edwards	The trail connotes a vision of a path through natural areas. The trail or walk may be in part through a natural area and in part though hardscape.	The Vision Plan is intended to represent the feedback from the community. Alignment and design of trail will be done as part of a funded project in the future.	No changes were made to the Waterfront Vision Plan
Jim Edwards	There should be a gateway in the middle of the waterfront property from Willamette Drive to the internal road below it.	The plan does not preclude this option, but the topography of the area will be challenging.	No changes were made to the Waterfront Vision Plan
Jim Edwards	More of the island should be designated as historic and cultural assets.	The map symbology is not clear with the competing items.	The map colors were updated to more clearly identify potential historic and cultural assets
Jim Edwards	Design Principles - This statement needs to encourage reuse of the existing buildings. Especially on Moore’s Island.	Language was updated.	Language encouraging rehabilitation and reuse of historic structures added.
Jim Edwards	This will be a destination and walkable area. There needs to be public parking available. Probably a parking structure on Moore’s Island and an elevated automobile bridge over the locks to Moore’s island. One of the large existing buildings could be reused for that.	Public parking structure is included in the Vision Plan.	No changes were made to the Waterfront Vision Plan
Tom Wright	It’s important to monitor and share a vision with Tumwata, but to a certain extent create independent market opportunities and advantages.	Coordination with development across the river is important and the next phase of the Waterfront Project will be zoning/code/design standards.	No changes were made to the Waterfront Vision Plan
Tom Wright	The adjacency to historic locks/fish ladder and views of falls from Moore’s Island provide unique and exciting opportunities for redevelopment.	Access to the river’s edge, locks, and the falls are highlighted in the plan.	No changes were made to the Waterfront Vision Plan
Tom Wright	Reuse of industrial infrastructure may be challenging for many reasons including whether the infrastructure will meet current standards. On the flip side, existing buildings and platforms are	The Vision Plan Guiding Principles reference adaptive reuse of existing buildings. Further discussions with stakeholders and property owners led to updated language to more clearly show a	Guiding Principle: Reinvestment Opportunities language updated



## West Linn Waterfront Vision Plan – Comments Received During/After January 2025 Survey

	developed in areas that provide impressive views that may not otherwise be constructed under current environmental and land use regulations (particularly Willamette River Greenway).	balance between adaptive reuse, rehabilitation, and potential new development.	Cultural Heritage District Potential Programs language updated
Tom Wright	It might be helpful to include a chapter in the vision plan that describes “next steps”. Many of my comments (with exception of soliciting developer input/ideas early on as described below) may be premature for visioning, but appropriate to help describe a roadmap for future steps.	The consultant team is tasked with implementation recommendations in a separate memo, which is available for comment in its draft form.	No changes were made to the Waterfront Vision Plan
Tom Wright	Understanding that this is a visioning plan, it’s also critical to determine transportation and other infrastructure limitations early on so that a reasonable density and phasing plan can be established (particularly as it relates to urban renewal funding).	The next phase of the Waterfront Project will be implementation of the Vision Plan, including zoning/code development/design standards and appropriate infrastructure development.	No changes were made to the Waterfront Vision Plan
Tom Wright	Main Street with “street facing cafes/restaurants” is always an intriguing concept and could be successful, but how does that reasonably fit with the physical site conditions (for example, can this be accomplished in a manner that doesn’t hinder or put its back to views of the river/falls?).	The intent is to utilize the realigned WF Drive, leaving options open for views, which is a core principle of the Vision Plan. This will ultimately be achieved through the development process.	No changes were made to the Waterfront Vision Plan
Tom Wright	Get potential developers involved early! Prior to city adoption of any city plans, get informal input from development community.	The next phase of the Waterfront Project will be implementation of the Vision Plan, including zoning/code development/design standards and engagement with the community and developers.	No changes were made to the Waterfront Vision Plan
Tom Wright	Use roundabouts as gateway features	A new roundabout is planned to facilitate the realignment of WF Drive.	No changes were made to the Waterfront Vision Plan
Tom Wright	Are work/living units viable on waterfront?	The next phase of the Waterfront Project will be implementation of the Vision Plan, including zoning/code development/design standards and engagement with the community and developers.	No changes were made to the Waterfront Vision Plan
Tom Wright	Create strong pedestrian/bike connection to Willamette shopping district from waterfront.	A riverfront trail and shared use path along WF Drive are both included in the Vision Plan.	No changes were made to the Waterfront Vision Plan
Friends of Willamette Wetlands	The strong consensus for the Pond District is not accurately reflected in the Final Draft Vision. The overwhelming majority of comments were to retain and enhance this as a natural area with minimal development. Limited support for more intense development in the area because of the potential impact on natural areas and wetlands. Little support and significant opposition to a hotel and to residential development. Significant traffic concerns with the narrow streets in the area and would also need to be resilient to flooding in this area.	The existing West Linn Comprehensive Plan Map designation and zoning permit medium-density residential development in the area identified on the map. Development and environmental protection can co-exist. The City has consistently represented the area to remain the same zoning since Open Houses in December 2019.	No changes were made to the Waterfront Vision Plan

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Friends of Willamette Wetlands	<p>The Community Engagement Summary misleadingly states that “Townhomes and surface/field parking were ranked highest for housing types and public parking strategies, respectively”. Ponds District Ranking of Preferences, townhomes had the lowest percentage of respondents ranking it as their first choice (56 out of 228 respondents).</p>	<p>Table 4 (page 17, Appendix A) shows the normalized score for preferred housing types. Townhomes ranked the highest.</p>	<p>No changes were made to the Waterfront Vision Plan</p>
Friends of Willamette Wetlands	<p>The Final Draft Vision Plan includes a substantial number of contradictions and does not adequately incorporate feedback from the Community Engagement Summary.</p> <p>o “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.” (page38/42) But no definition of “appropriately scaled” is included.</p> <p>o Then, page 36 shows the hillside along 5th Ave highlighted as “Priority Development Area” with “Medium-Density Residential Currently in the Planning Stage”. Medium density is not the same as low density or low intensity. This also does not address community concerns for the impact to infrastructure and traffic.</p> <p>o “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” (page 26/42). How will this be achieved?</p> <p>o The Environmental Stewardship guidelines include: “Safeguard natural and sensitive areas through wetland, habitat, and shoreline restoration,” and, “Do not over program districts and adversely impact natural areas and wildlife habitat” (page 23/42). Again, how will this be achieved when placing a “Priority Development Area” directly adjacent to documented Beaver Habitat? Undoubtedly, this development will adversely impact the natural areas and wildlife habitat.</p>	<p>The next phase of the Waterfront Project will be implementation of the Vision Plan, including zoning/code development/design standards. The City will again engage the community in the process and ensure implementation reflects the Vision Plan and Guiding Principles.</p> <p>The existing West Linn Comprehensive Plan Map designation and zoning permit medium-density residential development in the area identified on the map. The City has consistently represented the area to remain the same zoning since Open Houses in December 2019. All new development, which is a much more detailed process than the Vision Plan, is required to construct public infrastructure that is roughly proportional to its impact, including sidewalks, wider streets, etc.</p> <p>The existing West Linn Comprehensive Plan Map designation and zoning permit medium-density residential development in the area identified on the map. Development and environmental protection can co-exist. The City’s zoning code currently requires protection of natural resources, including wetlands. The City has consistently represented the area to remain the same zoning since Open Houses in December 2019.</p>	<p>No changes were made to the Waterfront Vision Plan</p>
Friends of Willamette Wetlands	<p>Land Use Focus - Pond District</p> <p>How does this plan define “appropriately scaled”, when a “Priority Development Area” is within the Ecological Corridor and encroaching on West Linn’s largest wetland? “Medium-Density Residential” (page 39/42) does not reflect the character of the surrounding historic neighborhood or thriving wetland environment, nor is it “lower intensity”, especially</p>	<p>“Lower intensity of uses” refers to the entire district in contrast to the other two districts and not to individual properties within the district.</p>	<p>No changes were made to the Waterfront Vision Plan</p>

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considering the likely impact on traffic and infrastructure to the very narrow streets in the “Pond District”. The Community Engagement Summary also reported significant concerns regarding the neighborhood infrastructure deficits.

Development and environmental protection can co-exist. The City’s zoning code currently requires protection of natural resources, including wetlands.

All new development, which is a much more detailed process than the Vision Plan, is required to construct public infrastructure that is roughly proportional to its impact, including sidewalks, wider streets, etc.

Friends of Willamette Wetlands	<p>Potential Programs - Pond District</p> <p>Contradicts 2.f. stating that densities below 10 units per acre would likely not be appropriate for the Waterfront. If so, then why list “single family” as a potential opportunity?</p>	<p>Community engagement was a key component of the 10-year effort to get to a preferred vision. Providing a range of choices was intentional to ensure the community was provided options.</p>	No changes were made to the Waterfront Vision Plan
Friends of Willamette Wetlands	<p>Given the narrow streets in the area, the “medium-density” development proposed, and the removal of minimum parking, how will the “Priority Development Area” along 5th Avenue support the influx of vehicles from new residents and their guests parking on these roads? More importantly, how will the city manage emergency response to access these narrow roads?</p>	<p>All new development, which is a much more detailed process than the Vision Plan, is required to construct public infrastructure that is roughly proportional to its impact, including sidewalks, wider streets, etc. TVF&amp;R reviews all proposed development to ensure adequate access in emergency situations.</p>	No changes were made to the Waterfront Vision Plan
Friends of Willamette Wetlands	<p>How will balancing housing and preservation be achieved? How would increasing the housing density per acre preserve habitat? How would this impact parking in the surrounding streets? In fact, increasing the density would be competing with the preservation goals. How would housing densities of 10-30 units per acre match the surrounding historic residential character?</p> <p>If the goal for the Pond District is to have lower intensity of uses, why is a density below 10 units per net acre not appropriate? The issue at hand isn’t the inefficient use of the land, but rather it is the preservation of the wetland and riparian habitats within the Ecological Corridor. This whole section addressing Housing Density fails to acknowledge the guiding principles of Environmental Stewardship stated earlier in the Vision Plan (page 23/42). Instead, the focus is solely on the efficiency of use, rather than recognizing the need for preservation of wetland and riparian habitats within the Ecological Corridor.</p>	<p>The existing West Linn Comprehensive Plan Map designation and zoning permit medium-density residential development in the area identified on the map. Development and environmental protection can co-exist. The City’s zoning code currently requires protection of natural resources, including wetlands. The City has consistently represented the area to remain the same zoning since Open Houses in December 2019.</p>	No changes were made to the Waterfront Vision Plan



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West Linn’s Sustainability Strategic Plan. GOAL 4 states that “By 2040, West Linn will be a more resilient community that has reduced its vulnerability to natural and human hazards,” with a strategy to “reduce community vulnerability to natural hazards” by reducing “the percentage of residents living in designated high risk areas” How is this plan ensuring the resiliency of land uses if approximately half of a “Priority Development Area” with “Medium-Density” housing is within the 100-Year Floodplain? Further, how is this plan ensuring the safety and financial security of potential new residents who may live within this floodplain?

How is this plan going to preserve natural and sensitive areas in the face of “Priority Development”? This needs to be addressed comprehensively

The floodplain boundary data is from FEMA and approximates the location. Development proposals are required to survey the flood elevation height as part of an application so the site-specific location is known.

The next phase of the Waterfront Project will be implementation of the Vision Plan, including zoning/code development/design standards. The City will again engage the community in the process and ensure implementation reflects the Vision Plan and Guiding Principles.

Friends of Willamette Wetlands

“Do not over program districts and adversely impact natural areas and wildlife habitat.” (page 23/42)

i. This directly conflicts with the goals of the “Priority Development Area” in the Pond District. The proposed “Medium-Density” residential housing is within the Ecological Corridor and adjacent to documented beaver habitat. Undoubtedly, any development here will adversely impact the natural areas and wildlife habitat.

The existing West Linn Comprehensive Plan Map designation and zoning permit medium-density residential development in the area identified on the map. Development and environmental protection can co-exist. The City’s zoning code currently requires protection of natural resources, including wetlands. The City has consistently represented the area to remain the same zoning since Open Houses in December 2019.

No changes were made to the Waterfront Vision Plan

Friends of Willamette Wetlands

How did the community feedback of strong opposition to residential development in the Pond District morph into presumptive support for “appropriately scaled” development?

All properties within the City of West Linn are zoned, including the Pond District. Current zoning within the Pond District is Industrial or Residential. Private property owners have the right to develop their properties per the zoning regulations. The Vision Plan intends to balance environmental protection with development. The next phase of zoning/code/design standards will ultimately form any future development of private property.

No changes were made to the Waterfront Vision Plan

Friends of Willamette Wetlands

The City must review the flaws in the Final Review Survey and conduct a revised survey with proper questions that result in one response per issue.

The final survey was intended to gauge support for the Vision Plan, not be scientifically valid as it was self-selecting. Survey responses support the Vision Plan after 10-years of community engagement. City Council will ultimately make the decision to adopt or not adopt the Vision Plan.

No changes were made to the Waterfront Vision Plan

## West Linn Waterfront Vision Plan – Comments Received During/After January 2025 Survey

Friends of Willamette Wetlands	Do not allow development located within the Ecological Corridor and FEMA Floodplain. Development of this area not only endangers the safety and financial security of potential new residents but will also significantly impact the wetland and riparian habitat that is thriving with a wide variety of wildlife, including beavers, river otters, and more than 130 bird species.	The City’s zoning code currently requires protection of natural resources and is why the ecological corridors are included in the Vision Plan. This includes wetlands, floodplain, riparian corridors, and habitat conservation areas.	No changes were made to the Waterfront Vision Plan
Jody Hill	Allowing mid density housing in the Pond District would be a mistake. We don’t need housing in this sacred area.	The existing West Linn Comprehensive Map designation for those properties is currently medium-density residential. The City has consistently represented the area to remain the same zoning since Open Houses in December 2019.	No changes were made to the Pond District Framework Plan
Jody Hill	Keep the watershed untouched, continue the trail to the Courthouse district, with viewing spots, amphitheater, open square and small cafes. No hotels.	The City’s zoning code currently requires protection of natural resources and will continue to do so. A riverfront trail is proposed to continue to the Arch Bridge with different amenities. A public gathering space is identified in the Historic City Hall District along with mixed-use development.	No changes were made to the Waterfront Vision Plan
Jeff Kohne	Vision Plan should address the impact of tolling.	Tolling is an unknown at this point and would be addressed during an update of the City’s TSP and during specific development proposals. The intent of the Vision Plan is to represent the community’s expectations for the future of the area.	No changes were made to the Waterfront Vision Plan
Jeff Kohne	Traffic issues at the WFD/HWY 43 intersection need to be more strongly highlighted as a challenge to any redevelopment in the Historic District.	The Historic City Hall District access challenges and congestion issues were addressed during Open Houses in 2017/18. The result was the adoption of the WF Drive Concept Plan that creates an additional roundabout at the intersection and reroutes the street through the mill property parking lot.	No changes were made to the Waterfront Vision Plan
Rick Larson	The Vision Plans needs to address that the current condition of the ponds. The concrete structures and the polluted water need to be removed and remediated.	The Pond District Framework Plan calls for remediation of the ponds and potential rezoning. The Vision Plan includes site adaptation, which may include removal or repurposing of structures during future redevelopment by private property owners.	No changes were made to the Waterfront Vision Plan
Rick Larson	The connection to the urban renewal area is not made clear.	A separate implementation document with recommendations will include information on the Riverfront TIF District.	No changes were made to the Waterfront Vision Plan
Marti Long	Multifamily housing without adequate parking and major street improvements should be rejected in the Pond District. The neighborhood does not have adequate streets and sidewalks to support this new density in housing.	The Vision Plan does not anticipate any multi-family housing in the Pond District. The intent is to outline community expectations. All new development, which is a much more detailed process than the Vision Plan, is required to construct public infrastructure that is roughly proportional to its impact, including sidewalks, wider streets, etc.	No changes were made to the Waterfront Vision Plan

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	The wetlands have been there in an established neighborhood for decades.	The City’s zoning code currently requires protection of natural resources, including wetlands.	No changes were made to the Waterfront Vision Plan
Krista Reynolds	The City should protect the wetlands and preserve the "Pond District" as a natural area with minimal development, aligning with the plan's "environmental stewardship" design principle.	The Pond District Framework Plan shows the protected resource areas, including the wetlands. Preservation and rehabilitation of natural areas with appropriately scaled development is the land use focus of the district. The City’s zoning code currently requires protection of natural resources, including wetlands.	No changes were made to the Waterfront Vision Plan
Roberta Schwarz	In favor of the preservation and rehabilitation of the natural areas in the Pond District.	The Pond District Land Use Focus includes this language.	No changes were made to the Waterfront Vision Plan
Roberta Schwarz	No to the development of the Pond District area.	The existing West Linn Comprehensive Plan Map and zoning designation allow for development outside of the protected natural resource areas. The residential area to the north of the wetland is currently medium-density residential. The City has consistently represented the area to remain the same zoning since Open Houses in December 2019.	No changes were made to the Waterfront Vision Plan
Greg Smith	Who will determine the specific zoning categories for the area around the ponds? While natural/recreational use is recommended, it's unclear if the pond areas themselves will be zoned similarly, leaving the possibility for luxury hotels or housing. Clarification is needed on where these discussions will take place.	The next phase of the Waterfront Project will be implementation of the Vision Plan, including zoning/code development/design standards. The City will again engage the community in the process and ensure implementation reflects the Vision Plan and Guiding Principles.	No changes were made to the Waterfront Vision Plan
Greg Smith	The boundary of the 100-year flood zone appears confusing, particularly where it includes higher elevation land at 4th Street and 5th Avenue, which is slated for development. The City should verify and clarify or correct this boundary and adjusting the placement of the label closer to the river.	The floodplain boundary data is from FEMA and approximates the location. Development proposals are required to survey the flood elevation height as part of an application so the site-specific location is known.	No changes were made to the Waterfront Vision Plan
Greg Smith	It would be helpful to include photographs of existing structures, streetscapes, and landscapes in future renderings. This would provide a clearer understanding of how new developments will fit into the surroundings. Currently, the renderings don't seem to fully consider the development constraints, making them appear less realistic.	The next phase of the Waterfront Project will be implementation of the Vision Plan, including zoning/code development/design standards. The City will again engage the community in the process and ensure implementation reflects the Vision Plan and Guiding Principles. Many tools exist to visually show height/mass of new buildings and the contrast to the existing neighborhoods.	No changes were made to the Waterfront Vision Plan
Clint Talbert	Proposed medium-density housing in the Pond District contradicts the plan’s environmental protection goals.	The existing West Linn Comprehensive Plan Map and zoning designation allow for development outside of the protected natural resource areas. The residential area to the north of the wetland is currently medium-density residential. The City has consistently represented the area to remain the same zoning since Open Houses in December 2019.	No changes were made to the Waterfront Vision Plan



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Clint Talbert	The overall vision of the plan provides benefits for West Linn. The Plan should include guidelines to balance development with ecological preservation.	Specific guidelines/code will be developed in the next phase of planning. The Vision Plan outlines the importance of collaboration with property owners to identify opportunities to perform ecological restoration alongside development.	No changes were made to the Waterfront Vision Plan
Sandy Carter	The featured images should focus on the West Linn side of the Falls, not the Oregon City side.	The photo was updated.	The photo was updated.
Sandy Carter	The goals should explicitly emphasize adaptive reuse and sustainable implementation approaches. These principles should be incorporated into the City’s development code, along with prohibitions on new construction within the 50-year floodplain. Existing structures have withstood past floods, and their demolition would be unnecessarily wasteful.	The Vision Plan Guiding Principles reference adaptive reuse of existing buildings. Further discussions with stakeholders and property owners led to updated language to more clearly show a balance between adaptive reuse, rehabilitation, and potential new development.	Guiding Principle: Reinvestment Opportunities language updated Cultural Heritage District Potential Programs language updated
Sandy Carter	The Willamette Falls Locks Authority, establish 2021, has not been involved in this process and is not listed in the aligned planning efforts and an active, operational canal does not appear in the vision.	The seismic upgrade to the locks is included in list of aligned planning efforts and the Cultural Heritage District Potential Programs language references the locks.	More specific language on the reopening of the locks was added to Guiding Principle: River Access and the Cultural Heritage District Potential Programs language
Sandy Carter	Other stakeholder goals of accessing the island are not feasible as the canal will be an active navigation facility.	The Vision Plan is intended to represent the feedback from the community. Access to the falls has always been a community priority and will have its challenges.	No changes were made to the Waterfront Vision Plan
Sandy Carter	The Locks Authority are not included in parking and transportation access for existing industrial operations.	The intent of the plan is to accommodate and improve access to all properties.	Guiding Principle: Transportation Improvements language was modified to be less specific
Sandy Carter	The Historic character key element should specify collaboration with the Locks Authority.	The City will collaborate with all stakeholders to implement the plan.	No changes were made to the Waterfront Vision Plan
Sandy Carter	Key Planning issues cultural heritage topic - the graphic sidebar incorrectly omits Locks which is on the National Register of Historic Places.	The re-opening of the locks has been represented as a positive asset for the Vision Plan.	No changes were made to the Waterfront Vision Plan
Sandy Carter	There are indigenous people’s culture sites on the locks property.	Honoring indigenous heritage is reflected throughout the document and specifically listed in Key Planning Issues.	No changes were made to the Waterfront Vision Plan
Sandy Carter	The Key Planning issue related to the shoreline abutting the Locks is beyond the purview of the vision plan.	It is intended to highlight some of the access challenges for the Cultural Heritage District.	No changes were made to the Waterfront Vision Plan
Sandy Carter	Public support for lower river view scape of the Falls makes the proposed pedestrian bridge between the cities problematic.	Final design and location has not been agreed upon.	No changes were made to the Waterfront Vision Plan
Sandy Carter	Mobility and access graphic seem to indicate a trail along the canal. Given the ownership and control, this seems unlikely.	The Vision Plan is intended to represent the feedback from the community. Exact and final alignment of trails will need to go through a design/engineering process prior to development.	No changes were made to the Waterfront Vision Plan

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Sandy Carter	The environmental stewardship map is meaningless.	The map is intended to show the complex natural systems existing along the riverfront.	No changes were made to the Waterfront Vision Plan
Sandy Carter	Future floods to the lowland floodplains are a likely event in the future. Any pathway built along the seawall or east back will be impacted by highwater events.	The Vision Plan is intended to represent the feedback from the community. Many recreational trails are developed within the floodplain knowing they may be under water during flood events when no one will be using them.	No changes were made to the Waterfront Vision Plan
Sandy Carter	The intertribal project will not anchor this district. Public access across the Locks is not feasible or congruent with the marine transportation facility. All heritage on the site should be equally displayed.	The Vision Plan is intended to represent the feedback from the community. Balancing and representing competing interests was the goal.	No changes were made to the Waterfront Vision Plan
ODOT	Oregon Department of Transportation (ODOT) has not been in discussions about a future connection at Broadway. We appreciate the note that “Future connection to Broadway to be determined with ODOT” on page 32 but would recommend the statement to note “A future connection to Broadway would require feasibility review and coordination with ODOT.	The project team agrees with this change in language.	Language updated on Page 32 to reflect ODOT’s comment.
ODOT	ODOT finds that the planning framework presented in the West Linn Waterfront Project Community Vision Plan is consistent with the City’s Transportation System Plan (TSP) projects.	A transportation report will also be produced that outlines any potential TSP updates and processes.	No changes were made to the Waterfront Vision Plan
ODOT	The ODOT bike/pedestrian bridge alignment options presented on page 32 is a concept plan and there are no current Statewide Transportation Improvement Program (STIP) funds allocated to further planning, design, or construction of any of these alignment options presented in the concept plan.	The City understands and has represented the alignments as conceptual.	No changes were made to the Waterfront Vision Plan
ODOT	Any future zoning changes to allow for residential development could affect transportation movements near and on ODOT’s facilities and would require further coordination with ODOT.	The City understands the need to coordinate with ODOT during the next phase of zoning/code work. ODOT will again be invited to join the TAC group.	No changes were made to the Waterfront Vision Plan
Willamette Falls Trust	Partnerships, including with Willamette Falls Trust, are necessary to realize the waterfront vision.	The list of aligned projects and planning efforts on Page 8 is meant to recognize the importance of collaboration and partnerships to make the Waterfront area vibrant. An implementation memo is also being produced that will identify public-private partnerships as a key component.	No changes were made to the Waterfront Vision Plan
Willamette Falls Trust	Create opportunities to enhance cultural assets, encourage private investment and improve transportation.	The Guiding Principles are aligned with these topics.	No changes were made to the Waterfront Vision Plan
Willamette Falls Trust	The Trust is focused on creating year-round experience of the Falls.	The Vision Plan encourages reinvestment in the area and activating spaces to provide river access to the community.	No changes were made to the Waterfront Vision Plan

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Willamette Falls Trust	The Cultural Heritage District will be shaped through collaboration, especially with the Trust’s Tribal Leadership Committee, and emphasize the need for improved site access to honor the area’s cultural significance.	The Guiding Principle: Historic Character, Key Planning Issues, and Cultural Heritage District all acknowledge the importance of the area to Tribal history. The City knows collaboration and partnerships will be key to redevelopment and site access.	No changes were made to the Waterfront Vision Plan
Willamette Falls Trust	Environmental stewardship is important in overall site development.	This is captured in the Guiding Principles, Key Planning Issues, and in the specific Districts.	No changes were made to the Waterfront Vision Plan
Willamette Falls Trust	Consider that financial constraints will limit the ability to safely repurpose buildings requiring significant upgrades; instead seek to create unique spaces and architecture that honors and reflects the site’s distinct periods of evolution.	The Vision Plan encourages repurposing of buildings, while also acknowledging site adaptation may be necessary.	No changes were made to the Waterfront Vision Plan
Willamette Falls & Landings Heritage Area Coalition	The WFLHAC seeks to create a vibrant Cultural Center at Historic City Hall adjacent to Willamette Falls to welcome visitors and inspire them to explore the heritage area without competing with other heritage sites.	The Vision Plan identifies Historic City Hall as the anchor. The state heritage area is also recognized as an aligned project/planning effort.	No changes were made to the Waterfront Vision Plan
Willamette Falls & Landings Heritage Area Coalition	The Coalition would like there to be an accessible place to view the Willamette Falls from or near the Cultural Center.	River and falls access, whether visual or physical, is a primary tenant of the Vision Plan. Details will be worked out during development.	No changes were made to the Waterfront Vision Plan
Advocates for Willamette Falls Heritage	Ensure the history of industrial use and heritage is reflected in the plan, especially via the map symbology that is confusing.	The Vision Plan strives to strike a balance between historical preservation and reinvestment/redevelopment, including celebrating indigenous and industrial heritage.	Added language “site clean-up, reuse of materials to celebrate industrial heritage..”  Reconfigured map symbology to emphasize all of Moore’s Island is historical/cultural asset
Advocates for Willamette Falls Heritage	Preservation of existing buildings on Moore’s Island should be a priority.	The Vision Plan strives to strike a balance between historical preservation and reinvestment/redevelopment.	Added language “encourage rehabilitation and reuse of historic structures”
Jake Walker	Access for fishing with habitat enhancements and educational signage about species, regulations, and conservation.	The Vision Plan is intended to represent the feedback from the community, which includes both physical and visual access to the river. Exact programming will happen during final alignment of trails/design/engineering process.	No changes were made to the Waterfront Vision Plan
Russ Axelrod	Guiding Principles, Historic Character, page 12. The Key Elements section should include mention of the National Heritage Area (NHA) goal in progress for the 56-river mile reach of the Willamette River that includes the West Linn Waterfront area.	Language in the plan was updated to acknowledge the important partnership with the NHA.	Added language to Guiding Principle: Historic Character  Added State Heritage Area to Aligned Projects Map
Russ Axelrod	Key Planning Issues, Historic City Hall District, page 18. The 3rd bullet be revised as follows: “Most connected area with key entrances to the waterfront and connections to the Arch Bridge, I-205, and Bolton and Sunset Neighborhoods.	The intent was to acknowledge the Historic City Hall District has the best access of the three districts.	Sunset Neighborhood was added to the bullet



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Russ Axelrod	Key Planning Issues, Pond District, page 18. Revise the 5th bullet to read: “Includes two settling ponds that would need remediation or other protective measures to convert to other uses.	The intent was to acknowledge a level of effort would be needed to convert to a different use.	Language was added to the bullet
Russ Axelrod	The Plan inadequately addresses West Linn’s current and future need for hotel facilities. While traditional hotels may not be ideal, smaller boutique-style hotels could be successful. Retain the option for one or two small hotels in the Historic City Hall and Cultural Heritage Districts and suggest considering a hotel near the I-205 corridor in Willamette as an important opportunity for regional economic development.	The Market Analysis identifies hotel as an opportunity. The next phase of the Waterfront Project will be implementation of the Vision Plan, including zoning/code development/design standards. The City will again engage the community in the process and ensure appropriate opportunities for hotel development.	No changes were made to the Waterfront Vision Plan
Russ Axelrod	The Plan’s characterization of the Historic City Hall’s reuse as a “potential” program is not accurate. The building is currently being developed as a cultural/heritage center in partnership with the Willamette Falls & Landings Heritage Area Coalition.	Language was updated.	Language was updated.
Russ Axelrod	The Waterfront Plan’s designation of land for future use in the Cultural Heritage District without a fully developed, proposed, and vetted project. Revise the plan to avoid making firm designations until a concrete project is proposed and vetted through the City’s planning process.	The Vision Plan is intended to represent the feedback from the community as well as the topography/challenges/access to the districts. Locations are identified as potential as zoning/code/design standards and private investment decisions will ultimately determine where development occurs.	No changes were made to the Waterfront Vision Plan
Russ Axelrod	The Pond District should prioritize environmental preservation and low-impact recreation. The proposed housing density (10-30 units per acre) conflicts with this vision. Key concerns include insufficient infrastructure, increased traffic impacts, and the unsuitability of extending dense development into the floodplain.	The Pond District identifies these key concerns. The existing West Linn Comprehensive Plan Map designation for those properties is currently medium-density residential. The City has consistently represented the area to remain the same zoning since Open Houses in December 2019. The floodplain boundary data is from FEMA and approximates the location. Development proposals are required to survey the flood elevation height as part of an application, so the site-specific location is known.	No changes were made to the Waterfront Vision Plan
Russ Axelrod	Ther Vision Plan should clarify the future vision for Settlement Pond #2. The 2018/19 Parks Master Plan envisions restoring the northern half of the pond as part of a larger wetland while incorporating decks for wildlife viewing and science education.	The property is under private ownership and is currently zoned for industrial use. Any new development/use, even for park purposes, will require remediation and rezoning.	No changes were made to the Waterfront Vision Plan
Russ Axelrod	The Waterfront Plan to explicitly prohibit casino operations.	The next phase of the Waterfront Project will be implementation of the Vision Plan, including zoning/code development/design standards. The City will again engage the community in the process and ensure implementation reflects the Vision Plan and Guiding Principles.	No changes were made to the Waterfront Vision Plan