

Memorandum

Date: July 10, 2025

To: West Linn Planning Commission

From: Darren Wyss, Planning Manager

Subject: Housing Production Strategy

At its July 16, 2025, meeting the Planning Commission hold the first of two work sessions to review the West Linn Waterfront Vision Plan in preparation for a public hearing to make a recommendation to City Council. The second work session is tentatively scheduled for August 20, 2025.

Background & Discussion

The [West Linn Waterfront Project](#) will develop a preferred community vision plan for the lands along the Willamette River from I-205 to the Willamette Neighborhood and the framework to implement that vision. The goal is to find consensus on future land uses and activities along the river, as well as make any necessary changes to the transportation network, zoning, and development codes; and establish a financial plan to support investment in the area.

The first phase of the project was conducted from 2016 to 2019 through a series of community engagement events that resulted in dividing the planning area into three districts (Historic City Hall District, Cultural Heritage District, and Pond District), establishing [Guiding Principles](#) for the project, identifying the preferred transportation improvements at Willamette Falls Drive and Hwy 43 (adopted as part of the [Willamette Falls Drive Concept Plan in 2021](#)), and getting initial feedback on preferred land use in the districts. Please see Appendix A linked below for more information on outreach efforts and feedback.

The West Linn Waterfront Project Guiding Principles:

1. Reinvestment Opportunities
2. Transportation Improvements
3. River Access
4. Historic Character

After a hiatus due to COVID, the project started back up with the City Council budgeting funds to hire a consultant team to assist with the project. The second phase began in 2023 when City Staff and Toole Design Group developed a Draft Community Vision Plan based on the prior work. The project team then spent Spring 2024 presenting that plan to the community through a series of public events, meetings with civic groups, and conducting an online survey to glean

feedback. The goal of the engagement was to confirm that the proposed vision plan is consistent with current community desires. Please see Appendix A linked below for more information on outreach efforts and feedback.

The project team then spent Summer 2024 updating the Draft Community Vision Plan to align with the feedback from the engagement efforts. The City Council appointed Waterfront Working Group, tasked to review and propose revisions to draft documents and make final recommendations, discussed the Draft Community Vision Plan at a meeting in September 2024.

Staff and the consultant team completed final check-ins with stakeholders and property owners to get comments on the Draft Community Vision Plan as updated. Edits were made and the document was posted for review from the community via an online survey asking for level of agreement that the plan accurately reflects the community vision. The survey was open from December 18, 2024 to January 31, 2025. Results of the survey showed:

	Strongly/Somewhat Agree	Neutral	Strongly/Somewhat Disagree
Overall Vision Plan	66.0	4.9	29.1
Historic City Hall District Vision	70.6	5.2	24.2
Historic City Hall District Map Visuals	66.4	9.3	24.3
Cultural Heritage District Vision	74.2	7.0	18.8
Cultural Heritage District Map Visuals	71.3	10.3	18.4
Pond District Vision	67.2	5.6	27.2
Pond District Map Visuals	61.3	9.2	29.5

Some final clean-up of the Community Vision Plan took place and responses to comments received during and after the final online survey were compiled.

The Working Group has met six times and has also reviewed the Market Trend Analysis, Community Engagement Summary, Land Use Policy and Regulatory Analysis, Implementation and Financing Plan, and Transportation Analysis. The group made a recommendation on the Vision Plan at its last meeting on July 10th.

West Linn Waterfront Working Group Recommendation

Move the West Linn Waterfront Vision Plan forward to City Council with the following comments/recommendations:

1. Consider including recommendations for affordable housing in the project area.
2. Consider including recommendations for Smart Growth Development concepts across the project area.
3. Access to area is a critical component of the project.
4. Consider including stronger language in Plan for reuse of existing structures.
5. Provide additional time for more community feedback.

6. Working Group Member Bob Schultz objected to the Vision Plan – wants more certainty on the future use of his property.
7. Working Group Member Confederated Tribes of the Grand Ronde did not take a position on whether to move the Plan forward.

All Waterfront Working Group meeting materials, videos, and summary notes are linked from the [West Linn Waterfront Project webpage](#).

The project team is bringing the Vision Plan for review to get more input and a separate recommendation from the PC. Staff will walk through the various sections of the Plan over the course of two work sessions. Comments from the community engagement efforts can be found here:

[Appendix A: Community Engagement Summary \(link only\)](#)

[Comments on Final Draft Vision Plan from December 2024 to May 2025](#) (link only)

Comment Response Matrix (attached)

The project team will bring the Final Draft Waterfront Community Vision Plan forward for adoption in Autumn 2025. The tentative schedule:

- Planning Commission Work Sessions – July 16 and August 20, 2025
- Planning Commission Public Hearing – September 17, 2025
- City Council Work Sessions – October 6 and 20, 2025
- City Council Public Hearing – November 10, 2025

After adoption of the Waterfront Community Vision Plan, staff will begin implementation work by analyzing appropriate zoning changes, development code amendments, and design standards for the West Linn Waterfront Project.

If you have any questions about the project or the materials, please reach out me at dwyss@westlinnoregon.gov or 503-742-6064.

Attachments

1. [West Linn Waterfront Vision Plan](#) (attached)
2. Comment Matrix (attached)
3. [West Linn Waterfront Vision Plan Appendix A](#) (link only)
4. [West Linn Waterfront Vision Plan Appendix B](#) (link only)
5. [Vision Plan January 2025 Survey Results](#) (link only)



Community Vision Plan

June 2025



ACKNOWLEDGMENTS

City Council Members

Mayor Rory Bialostosky

Council President Mary Baumgardner

Councilor Leo (Lou) Groner

Councilor Carol Bryck

Councilor Kevin Bonnington

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APPENDICES

- A Community Engagement Summary
- B Existing Conditions Analysis







01

Introduction



A scenic view of a river with a small dam and a forested hill in the background. The river flows from the top left towards the bottom right, with a small dam structure in the middle. The water is turbulent and white with foam. The background is a steep, forested hill with some buildings and power lines visible. The sky is clear and blue.

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

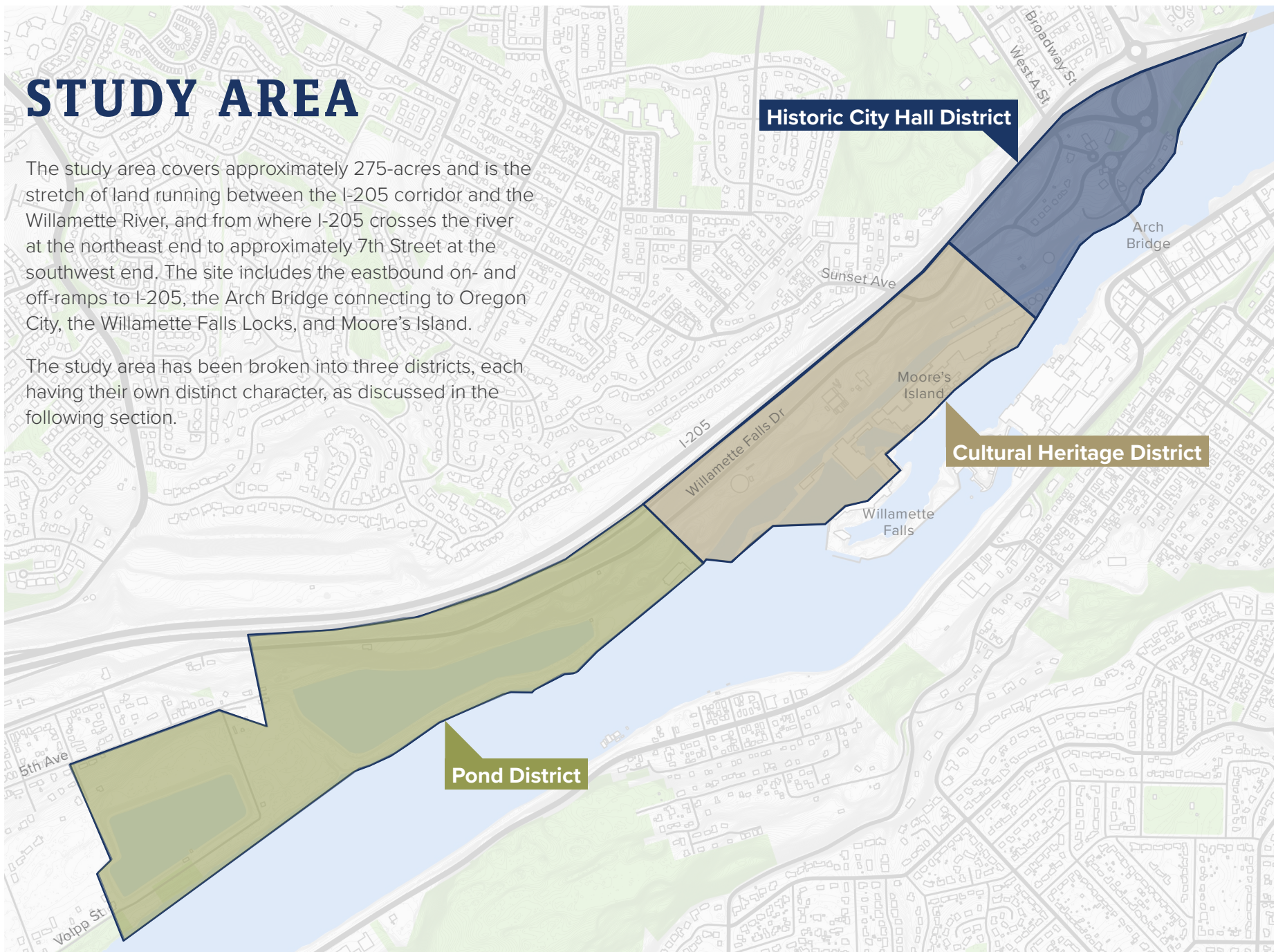
- » Policy / Regulatory Review
- » Implementation Strategies
- » Financing Plan
- » Public Review
- » Final Documentation

Adoption

STUDY AREA

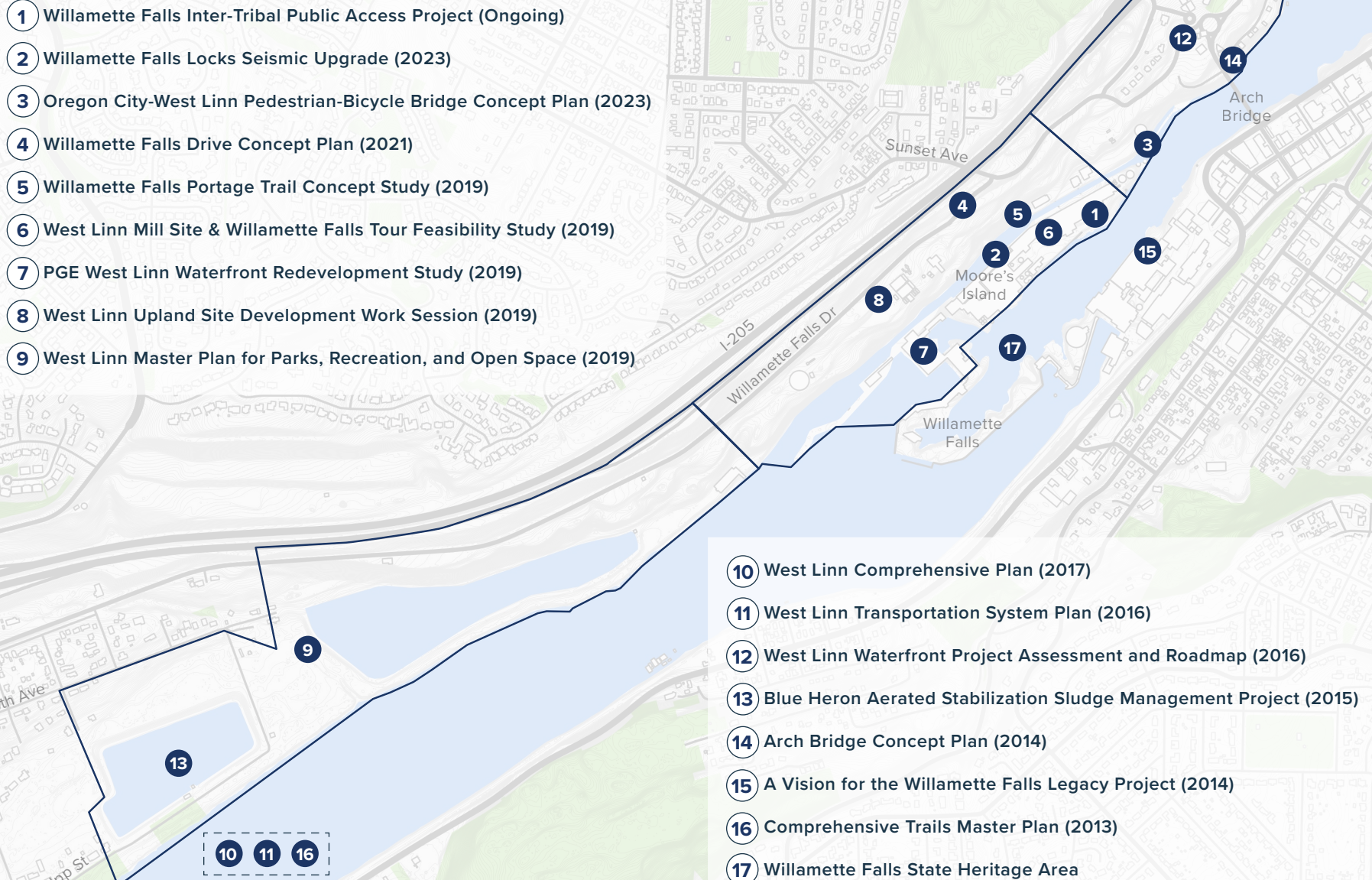
The study area covers approximately 275-acres and is the stretch of land running between the I-205 corridor and the Willamette River, and from where I-205 crosses the river at the northeast end to approximately 7th Street at the southwest end. The site includes the eastbound on- and off-ramps to I-205, 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

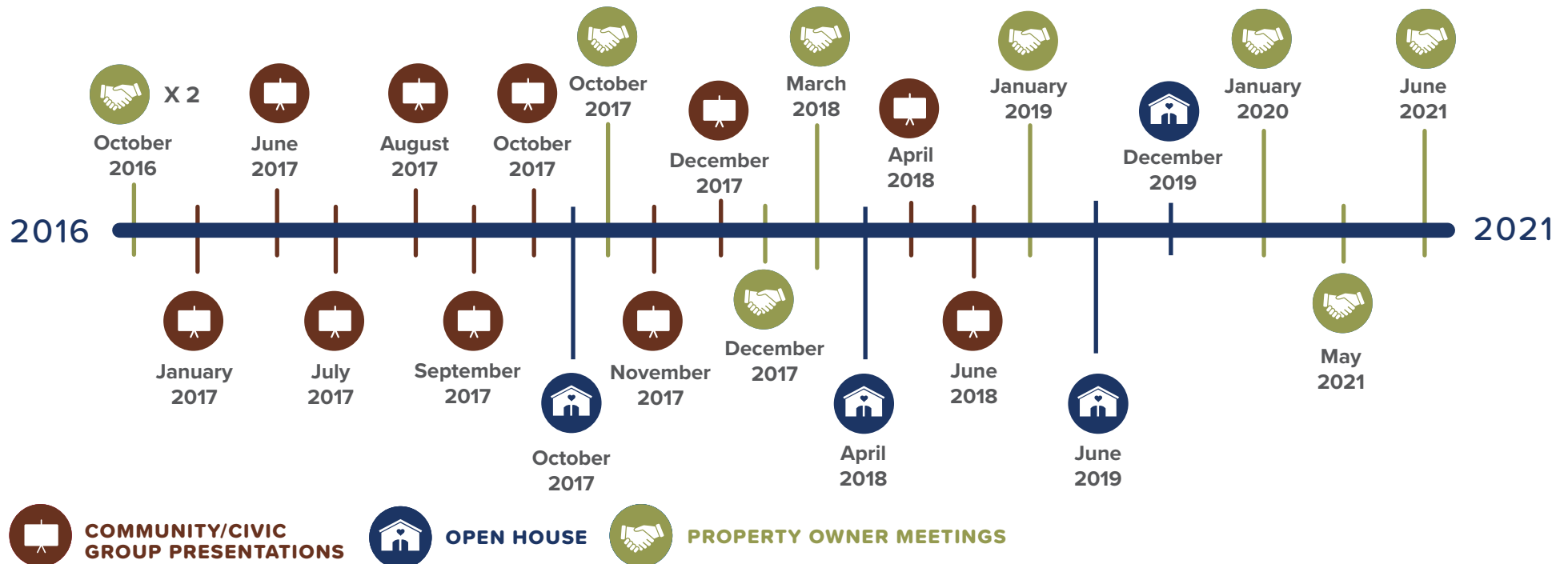
ENGAGEMENT

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



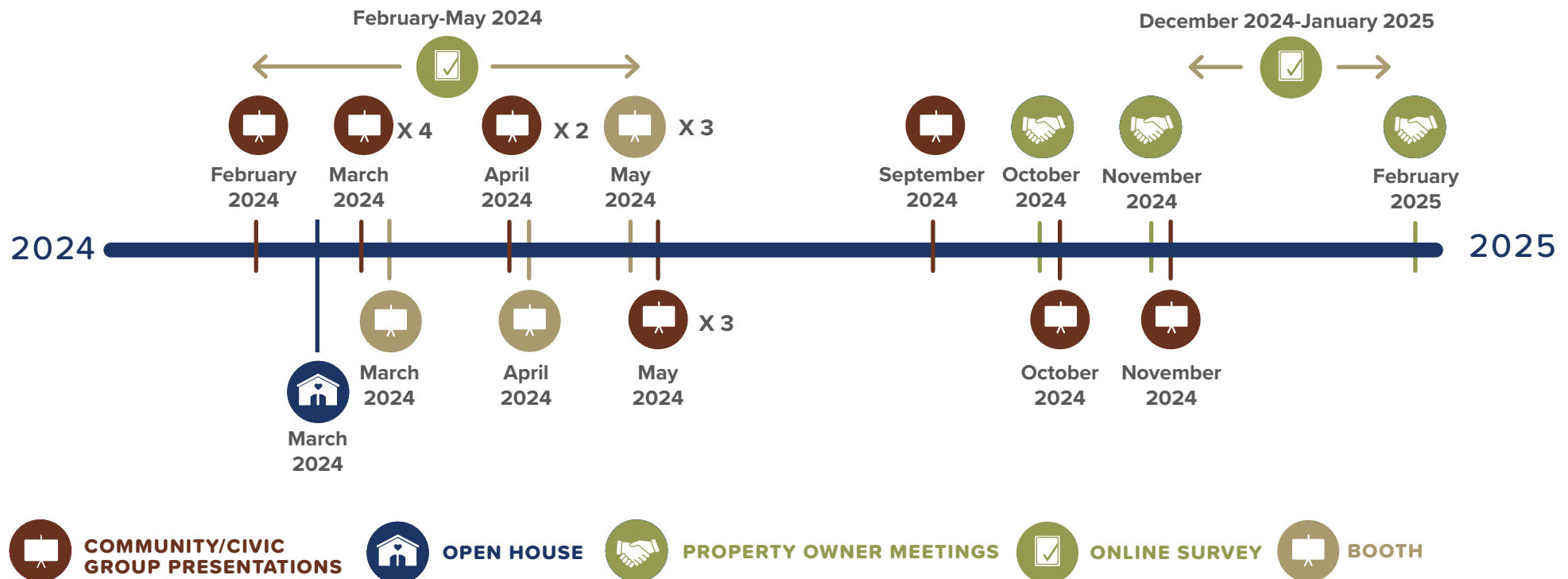
The launch of this Vision Plan led to the City's most recent 2024/2025 engagement efforts which obtained input on the Draft Vision Plan and confirmed the planning framework for each district. The input received was used to revise the final Vision Plan and will inform future phases of implementation including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

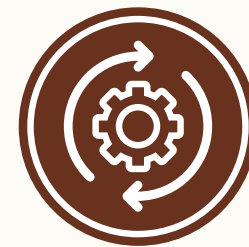
2024-2025 VISION PLAN ENGAGEMENT





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.

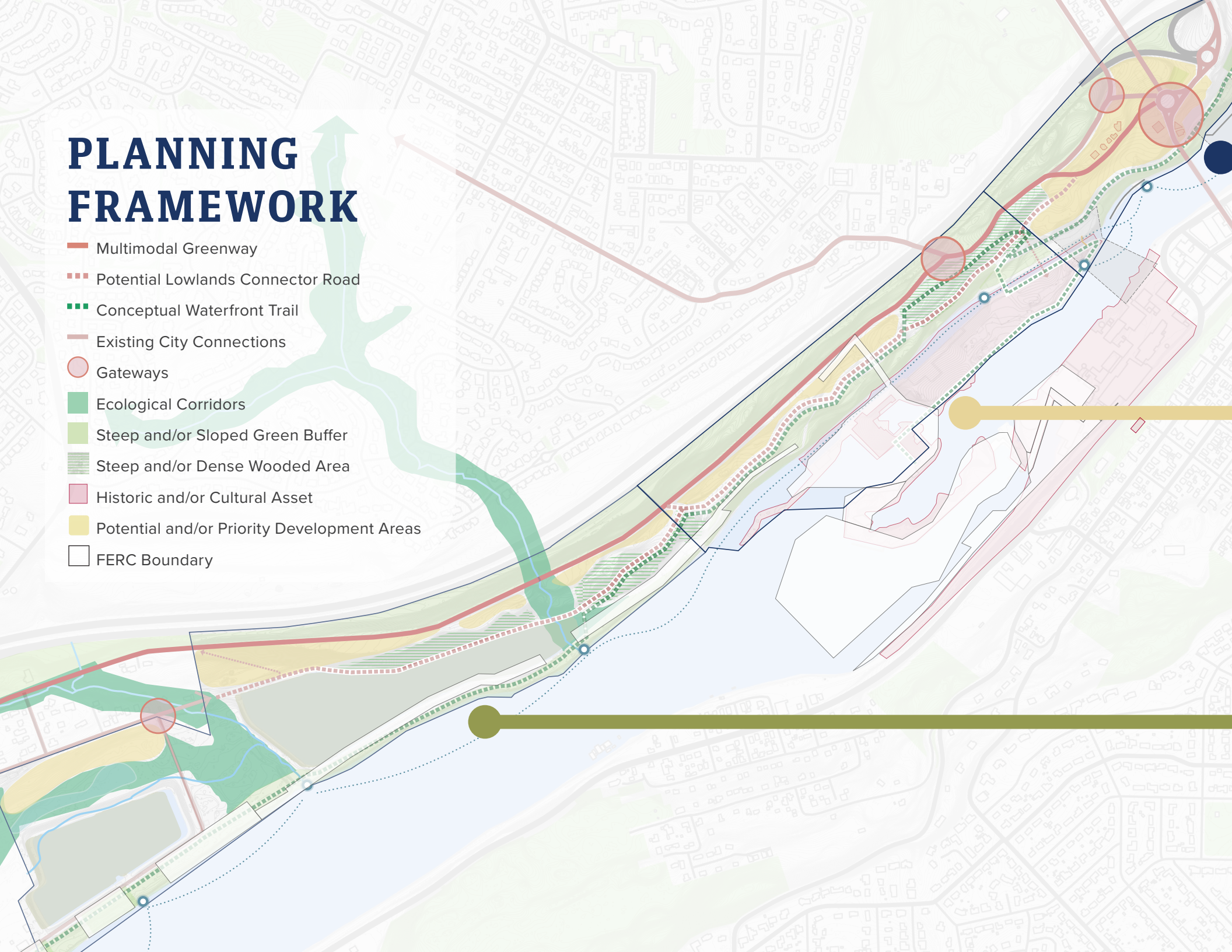
**THIS FRAMEWORK
PLACES THE NATURAL
AND CULTURAL ASSETS
OF THE SITE AT ITS
CORE.**





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.

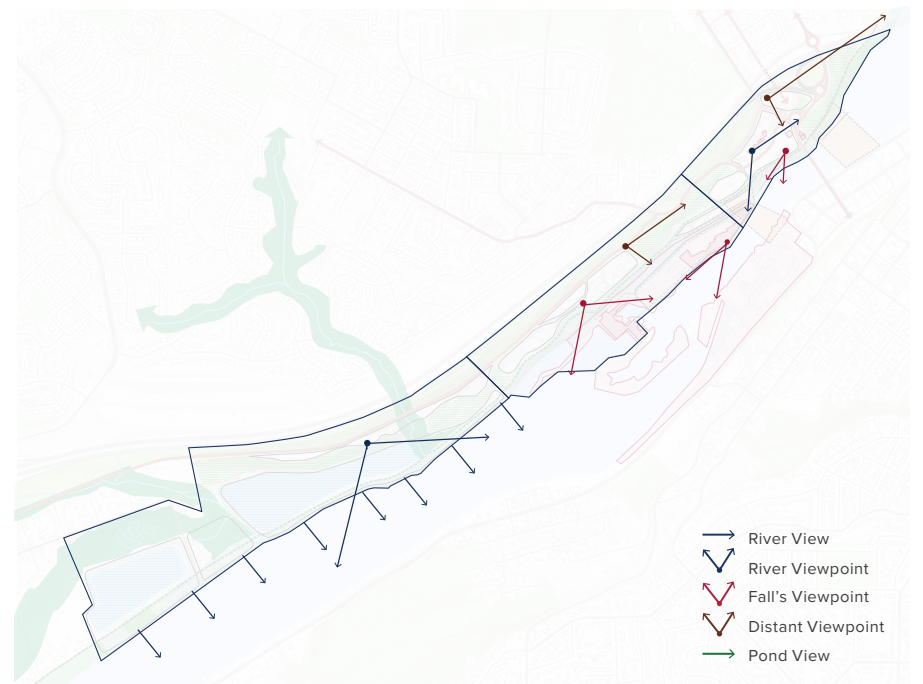
DESIGN PRINCIPLES

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.

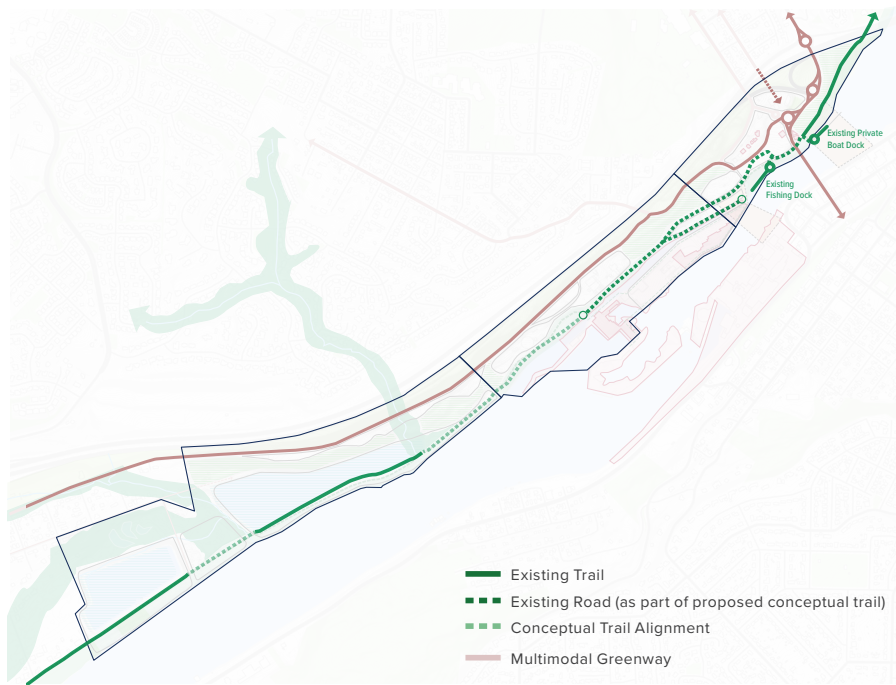
Placemaking and Form

- 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.







03

Market Analysis



MARKET ANALYSIS (DISTRICT WIDE)

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

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

HOUSING

Opportunities:

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

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

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

Rental vacancies are relatively low.

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

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

Unique location and views are a potential draw for tenants.

Challenges:

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

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

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

RETAIL

Opportunities:

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

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

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

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

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

Challenges:

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

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



Lake Oswego, OR - 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



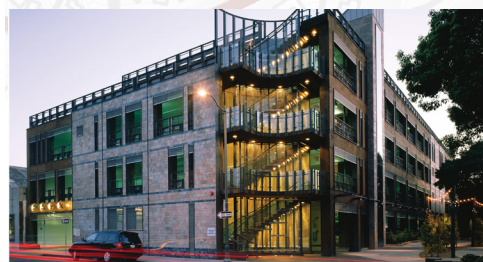
Public Square / Plaza for Civic Gathering



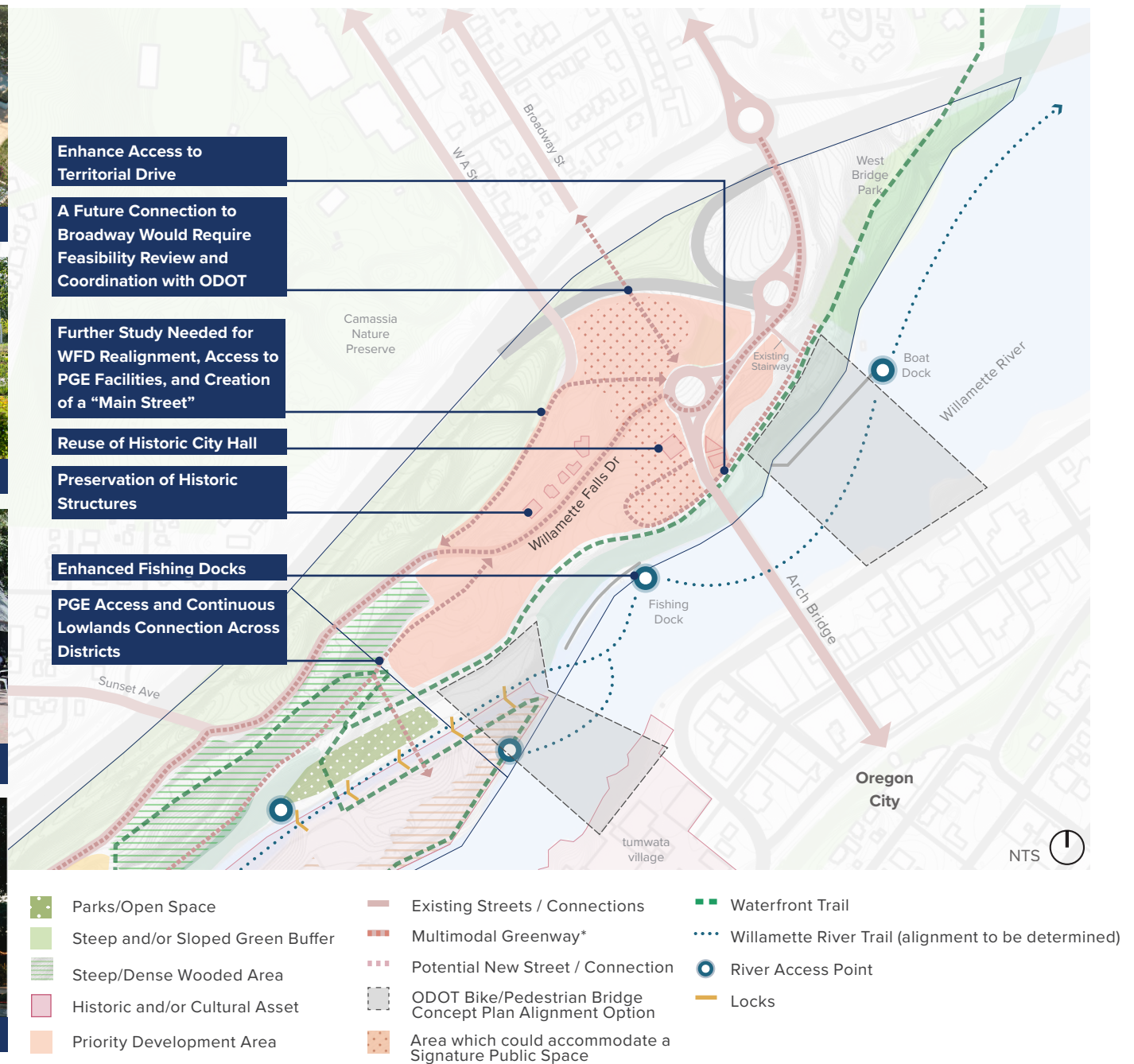
Active Trail Edges



"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

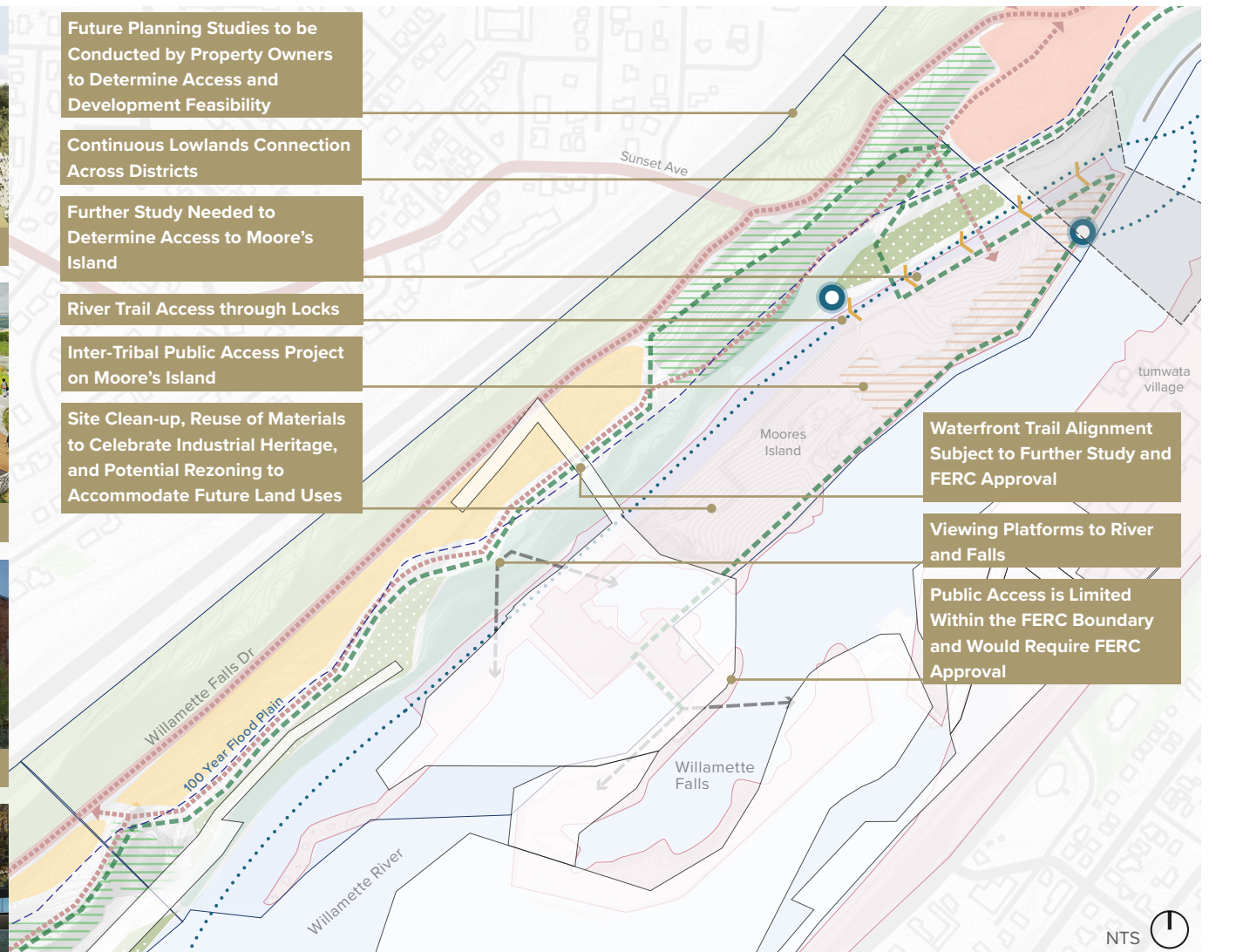
Inter-Tribal Public Access Project on Moore's Island

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:

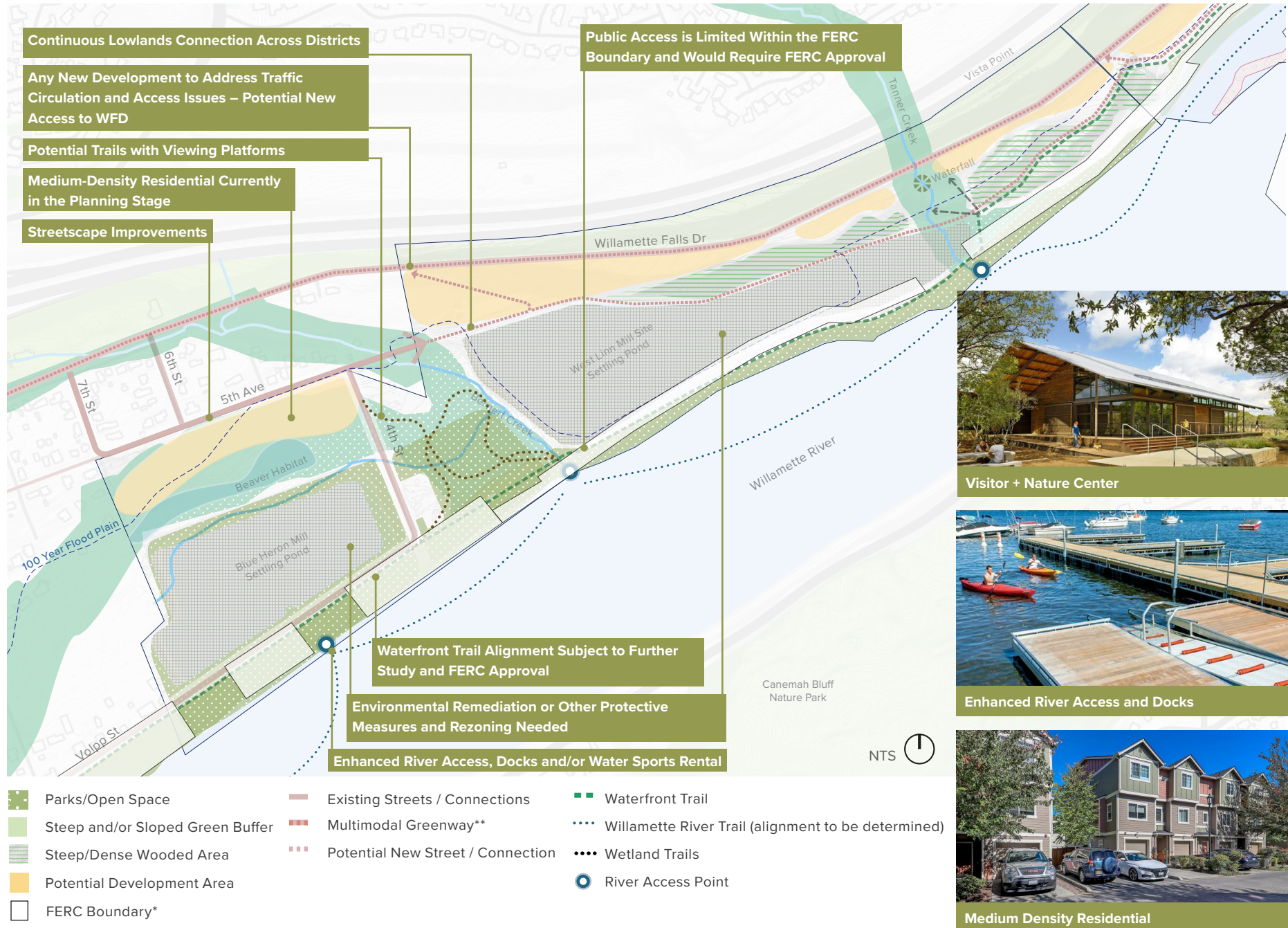
Lower intensity of uses. Preservation and rehabilitation of natural areas with development that is appropriately scaled to the adjacent neighborhood and natural resources. Collaborate with property owners to identify opportunities for ecological restoration alongside new development.

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.

.....

<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

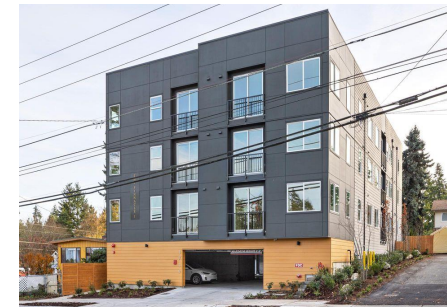
>30 UNITS PER ACRE

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.



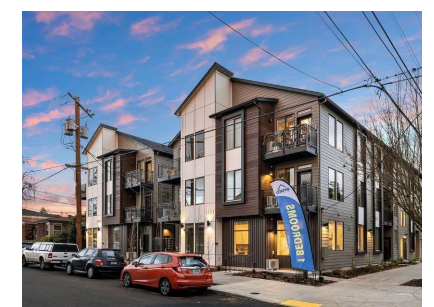
Abernethy Flats
Mixed Use: Housing over Retail

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

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

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>

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

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	Potential Programs - Pond District		No changes were made to the Waterfront Vision Plan
	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?	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.	
Friends of Willamette Wetlands	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?	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&R reviews all proposed development to ensure adequate access in emergency situations.	No changes were made to the Waterfront Vision Plan
Friends of Willamette Wetlands	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?	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
	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.		

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

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

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

	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