

## Memorandum

Date: August 15, 2025

To: West Linn Planning Commission

From: Darren Wyss, Principal Planner

Subject: West Linn Waterfront Vision Plan Work Session

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At its August 20, 2025, meeting the Planning Commission will hold the second 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 focus of the work session will be to discuss additional information related to questions and comments that were introduced at the first work session on [July 16, 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 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 10<sup>th</sup>.

#### 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](#) (link only)

#### Planning Commission Work Session 1 (July 16, 2025)

At its July 16, 2025, work session, the PC received five written comments and heard oral comments from three of the folks who submitted written comments. The PC requested staff to respond to the comments with additional information in preparation for the second work session.

[July 16<sup>th</sup> PC Meeting Packet](#)

[July 16<sup>th</sup> PC Meeting Video](#)

[July 16<sup>th</sup> PC Meeting Notes](#)

[July 16<sup>th</sup> Community Comments](#)

The primary topics of the comments were:

- Survey conducted from Dec. 2024 to Jan. 2025
- Conflicts with the West Linn Comprehensive Plan
- Contradictions in the Vision Plan
- Medium Density Residential in Ponds District
- Need to preserve the Ponds District
- Condition of the former Blue Heron Pond

Staff have created a [matrix of the comments with responses](#), and it can be found attached to this memo. PC member comments and questions are also included in the matrix.

#### Planning Commission Work Session 2 (August 20, 2025)

At its August 20<sup>th</sup> work session, the PC will revisit the 7/16 PC work session [comments](#) and associated [comment matrix](#) for final questions. Staff have provided a floodplain boundary map and a wetland delineation report map for the property shown as medium-density residential in the Ponds District. The intent of the maps is to show how final surveying on a development

proposal sets the resource boundaries. This level of detail is outside of the scope of the Vision Planning process, which is intended to represent potential future land uses, transportation improvements, trail connections, and natural resource protection areas.

The PC will also have the opportunity to ask questions and comment on the three implementation memos (Policy and Regulatory, Transportation, and Implementation and Financing – linked below) that were reviewed by the Working Group and will be packaged into an Appendix C that will be attached to the Vision Plan.

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

- Planning Commission Work Sessions – July 16 and August 20, 2025
- Planning Commission Public Hearing – September 17, 2025
- City Council Work Sessions – Autumn 2025
- City Council Public Hearing – Winter 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 [dwys@westlinnoregon.gov](mailto:dwys@westlinnoregon.gov) or 503-742-6064.

#### Attachments

1. [Comment Response Matrix for 7/16 PC Meeting](#) (attached)
2. [Comments Received for 7/16 PC Meeting](#) (link only)
3. [West Linn Waterfront Vision Plan](#) (attached)
4. [Comments Received Dec. 2024 to May 2025](#) (link only)
5. [Comment Matrix](#) (link only)
6. [West Linn Waterfront Vision Plan Appendix A](#) (link only)
7. [West Linn Waterfront Vision Plan Appendix B](#) (link only)
8. [Vision Plan January 2025 Survey Results](#) (link only)
9. [Policy and Regulatory Recommendations Memo](#) (link only)
10. [Transportation System Plan Update Needs Memo](#) (link only)
11. [Implementation and Financing Plan Memo](#) (link only)
12. 100-Year Floodplain Map (attached)
13. Wetland Boundary Delineation Map (attached)

## West Linn Waterfront Vision Plan – Comments Received for July 16, 2025, PC Work Session

Commenter	Comment	Project Team Response	Project Team Recommendation
Jennifer Aberg	Revise the Vision Plan to remove depiction of dense housing within the wetland and 100-year floodplain along 5 <sup>th</sup> Street.	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. Wetland delineations are also required to be submitted to the Division of State Lands for review and concurrence.	The FEMA 100-year floodplain elevation is 75 feet on the property containing the wetland, which is approximately the height of the 1996 Flood and the delineated wetland boundary provided by the applicant during the property consolidation process (MIP-23-07). Maps are attached to the Staff Memo. The PC could recommend using the 1996 flood boundary on the Ponds District map, or a disclaimer that site specific surveying will need to identify the exact boundary, or both.
Jennifer Aberg	Proposal conflicts with Vision Plan’s environmental stewardship goals to protect natural assets, ensure appropriate floodplain uses, and restore wetlands and habitat. Including dense housing here sends the wrong signal and violates West Linn’s comprehensive plan and development code.	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. Development and environmental protection can co-exist and any future development proposal will need to comply with floodplain regulations, Water Resource Area protections (wetland buffers), and Willamette River Greenway regulations.	Same as above.
Jennifer Aberg	Remove “in planning stages” from Medium Density Residential location.	Staff support removal of this language as it is not necessary or critical to the implementation of the Vision Plan.	Planning Commission recommendation to remove the language.
Jennifer Aberg	Contamination concerns with the former mill settling pond. Cleanup must be completed before any development is considered.	The Oregon Department of Environmental Quality (DEQ) oversees regulations and clean-up efforts for contaminated properties. Any development of the settling pond will need to complete DEQ processes prior to development.	The Pond District Map (pg. 36 of Vision Plan) clearly states for both the Blue Heron and PGE settling ponds that “environmental remediation and other environmental protective measures and rezoning needed”.
Jennifer Aberg	Remove inappropriate housing depiction.	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.	No changes recommended.
Shannen Knight	Working Group only provided summary of comments and not full record of comments.	The comment matrix specifically addressed comments related to the Vision Plan document. Many comments received were focused on a pre-application conference proposal for housing development along 5 <sup>th</sup> Avenue. The intent was to avoid confusion between the future vision and a potential current development	No changes recommended.

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		proposal. All comments have been provided to the Planning Commission.	
Shannen Knight	Working Group used consensus and not a vote in its recommendation to City Council on the Vision Plan.	City of West Linn Working Groups have always used consensus decision-making. The intent of the group is to review documents, comments, and proposed revisions throughout the planning process and provide feedback to ensure a final package is brought before them for a recommendation. The Working Group found consensus to forward the Vision Plan on to City Council with five recommendations.	No changes recommended.
Shannen Knight	Full letters need to be provided to Planning Commission and City Council.	All comments were provided to the Planning Commission at its July 16 <sup>th</sup> work session and again in the August 20 <sup>th</sup> work session packet. All comments will be provided to City Council.	No changes recommended.
Terrance Shumaker	Survey was “double-barreled” and should be discarded.	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 recommended.
Terrance Shumaker	Community feedback stressed need to preserve the Ponds District as a natural area (pg. 15, Appendix A). The Plan has no confirmation of this majority concern.	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 recommended.
Terrance Shumaker	Three land use options shown on pgs. 31-32 of Appendix A ignores preference for wetland trails and viewing platforms. Instead all three options specify high-density residential in the west pond area.	The maps were used during open houses in December 2019 to glean community feedback on the future types of uses that would be supported in each of the three districts. Potential development areas are included, but zoning changes will be addressed in the next phase. 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. The Vision Plan shows wetland trails and a continuous river front trail.	No changes recommended.
Terrance Shumaker	The former Blue Heron settling pond has not been maintained per DEQ. Burrowing animals may have breached lagoon (based on aerial surveys by Friends of Willamette Wetlands) and	The Oregon Department of Environmental Quality (DEQ) oversees regulations and clean-up efforts for contaminated properties. Any development of the settling pond will need to complete DEQ processes prior to development.	The Pond District Map (pg. 36 of Vision Plan) clearly states for both the Blue Heron and PGE settling ponds that “environmental remediation and other environmental protective measures and rezoning needed”.

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contaminated the wetlands and creek. A thorough study and cleanup must be completed prior to development.

Terrance Shumaker	<p>The property lies within the 100-year floodplain and building on this site violates the Vision Plan principles for environmental stewardship.</p>	<p>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. Wetland delineations are also required to be submitted to the Division of State Lands for review and concurrence.</p> <p>Development and environmental protection can co-exist and any future development proposal will need to comply with floodplain regulations, Water Resource Area protections (wetland buffers), and Willamette River Greenway regulations.</p>	<p>The FEMA 100-year floodplain elevation is 75 feet on the property containing the wetland, which is approximately the height of the 1996 Flood and the delineated wetland boundary provided by the applicant during the property consolidation process (MIP-23-07). Maps are attached to the Staff Memo. The PC could recommend using the 1996 flood boundary on the Ponds District map, or a disclaimer that site specific surveying will need to identify the exact boundary, or both.</p>
Terrance Shumaker	<p>Planning Commission should demand a thorough review of flaws in the plan since it ignores public preferences, assumes high-density housing when no proposal has been submitted, and ignores inconsistencies and contradictions in the plan.</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.</p>	<p>No changes recommended.</p>
Nicole Jackson	<p>Previous community feedback summarized in Community Engagement Summary feels largely ignored in Ponds District</p> <p>“The overwhelming majority of comments in this area were to retain and enhance this as a natural area with minimal development”</p> <p>“There was limited support for more intense development in the area because of the potential impact on natural areas and wetlands. There was little support and significant opposition to a hotel and to residential development. There were concerns these uses would contribute significant traffic to the narrow streets in the area and would also need to be resilient to flooding in this area”</p>	<p>The Vision Plan shows minimal development opportunities in the Ponds District. Most of the district is shown as ecological corridors, open space, or wetlands, which is consistent with community input and the principles of the district.</p> <p>There is no mention of a hotel in the Ponds District and the land use focus is “lower intensity of uses (pg. 35)”. 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. Development and environmental protection can co-exist. The City’s zoning code currently requires protection of natural resources.</p>	<p>No changes recommended.</p>

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Nicole Jackson	Survey was “double-barreled” and should be rewritten and a new survey conducted.	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 recommended.
Nicole Jackson	Visual depiction of the Ponds District on pg. 36, the map key omits important elements including the ecological corridor and 100-year floodplain	The ecological corridors are shown on page 17 of the Vision Plan but can be added to the legend for the Ponds District.	Planning Commission recommendation to update the map legends.
Nicole Jackson	West Linn’s largest remaining wetland is not properly delineated nor is the landslide and earthquake risks.	The Vision Plan intends to represent preferred future uses, infrastructure, and resource protections. Appendix B includes information on steep slopes and liquefaction hazards. Site specific wetland delineations are required as part of a development proposal.	No changes recommended.
Nicole Jackson	<p>Vision Plan includes a number of contradictions and does not adequately incorporate feedback from the community to preserve the Ponds District as a natural area with minimal development.</p> <p>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”.</p> <p>How will this be achieved with the map for the Ponds District includes a “priority development area” for “medium-density residential currently in the planning stage” along the wetland and beaver habitat?</p>	<p>The Vision Plan shows minimal development opportunities in the Ponds District. Most of the district is shown as ecological corridors, open space, or wetlands, which is consistent with community input and the principles of the district.</p> <p>The Ponds District map shows Medium Density Residential as a potential development area. Development and environmental protection can co-exist. The City’s zoning code currently requires protection of natural resources, including wetlands and habitat conservation areas.</p>	<p>No changes recommended.</p> <p>No changes recommended.</p>
Nicole Jackson	FEMA Model Code should be addressed before the Vision Plan is finalized and adopted.	The City has existing floodplain regulations that must be followed as part of a development proposal and Willamette River Greenway regulations require habitat restoration and mitigation. The City has a project to amend the current code this year to include the no-net-loss of salmonoid habitat during development in a floodplain. The Vision Plan intends to represent preferred future uses, infrastructure, and resource protections and floodplain code amendments do not impact the future vision, only site-specific development proposals.	No changes recommended.
Nicole Jackson	There are additional factors to address in addition, including the current risks of the Blue Heron settling pond and lack of progress on cleanup and remediation for over 10 years.	The Oregon Department of Environmental Quality (DEQ) oversees regulations and clean-up efforts for contaminated properties. Any	The Pond District Map (pg. 36 of Vision Plan) clearly states for both the Blue Heron and PGE settling ponds that

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		development of the settling pond will need to complete DEQ processes prior to development.	“environmental remediation and other environmental protective measures and rezoning needed”.
Nicole Jackson	Vision Plan conflicts with the comprehensive plan and Working Group packet contains memo recommending changes.	The Policy and Regulatory Recommendations Memo was reviewed by the Working Group and provided as an attachment to the PC Memo. The Memo recommends strengthening language for mixed-use development specifically in the Historic City Hall District. The property being focused on has existing West Linn Comprehensive Plan Map designation and zoning that permits 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.	No changes recommended.
Nicole Jackson	Comprehensive Plan Section 2.7 for designating residential land is a key contradiction with the “medium-density residential” area depicted in the Ponds District.	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. No changes are proposed with the Vision Plan.	No changes recommended.
Nicole Jackson	Designating residential areas in the 100-year floodplain is a key contradiction.	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. Wetland delineations are also required to be submitted to the Division of State Lands for review and concurrence.	The FEMA 100-year floodplain elevation is 75 feet on the property containing the wetland, which is approximately the height of the 1996 Flood and the delineated wetland boundary provided by the applicant during the property consolidation process (MIP-23-07). Maps are attached to the Staff Memo. The PC could recommend using the 1996 flood boundary on the Ponds District map, or a disclaimer that site specific surveying will need to identify the exact boundary, or both.
Russ Axelrod	Later phase (post COVID) of engagement has been a complete failure.	Please see Appendix A for the Community Engagement Summary.	No changes recommended.
Russ Axelrod	Vision Plan conflicts with CDC and Comprehensive Plan, sometimes internally in conflict with its own design principles and framework (most notably in the Ponds District), and in conflict with community sentiment for the Ponds District.	<p>The Vision Plan shows minimal development opportunities in the Ponds District. Most of the district is shown as ecological corridors, open space, or wetlands, which is consistent with community input and the principles of the district.</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. No changes are proposed with the Vision Plan.</p>	No changes recommended.

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Development and environmental protection can co-exist and any future development proposal will need to comply with floodplain regulations, Water Resource Area protections (wetland buffers), and Willamette River Greenway regulations.

Russ Axelrod	I submitted two sets of comments (Dec. 2024 and April 2025) and none were shared with all Working Group members. I have heard other comments were apparently not shared either.	A comment matrix, including Mr. Axelrod’s comments and all others received from Dec. 2024 to May 2025, was provided to the Working Group. The matrix specifically addressed comments related to the Vision Plan document. Many comments received were focused on a pre-application conference proposal for housing development along 5 <sup>th</sup> Avenue. The intent was to avoid confusion between the future vision and a potential current development proposal. All comments have been provided to the Planning Commission.	No changes recommended.
Russ Axelrod	I realize the plan is intended to be more conceptual and subject to change, however it is critical to get it as accurate as possible for when actual land and project decisions are made and implemented.	The Vision Plan intends to represent preferred future uses, infrastructure, and resource protections.  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.	No changes recommended.
Russ Axelrod	I urge the city and PC to pause the schedule and engage more to prepare a revised plan later in 2025 or 2026.	Staff will bring the Vision Plan forward in the timeframe requested by City Council.	Planning Commission can recommend the Vision Plan to have more outreach before a decision by City Council.
Russ Axelrod	The plan should acknowledge the vision of the Willamette Falls & Landings Heritage Area Coalition.	The Vision Plan (pg. 8) recognizes the Willamette Falls State Heritage Area as an aligned project and planning effort.	No changes recommended.
Russ Axelrod	The plan commits a large area of Moore’s Island to the Willamette Falls Inter-Tribal Public Access Project. No project or plan has been vetted. I suggest the plan includes further context and clarity on intended use of the property, and recognition of the engagement and approval process of any future project that must meet planning and development protocols.	The Trust’s mission is to provide public access to Willamette Falls. This aligns with the Waterfront Project Guiding Principle of River Access, including views of the falls and river. The Trust has a <a href="#">Feasibility and Cooperation Agreement</a> with PGE to determine establishing future public access. West Linn Elected Officials have been engaged in the discussion.	No changes recommended.
Russ Axelrod	Remove depiction of dense housing construction shown within the 100-year floodplain and wetland along 5 <sup>th</sup> Avenue. It conflicts with the plan’s “Design Principles for Environmental Stewardship” and violates aspects of the West Linn Comprehensive Plan and Development Code.	The Vision Plan shows minimal development opportunities in the Ponds District. Most of the district is shown as ecological corridors, open space, or wetlands, which is consistent with community input and the principles of the district.  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	No changes recommended.



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the area to remain the same zoning since Open Houses in December 2019. No changes are proposed with the Vision Plan.

Development and environmental protection can co-exist and any future development proposal will need to comply with floodplain regulations, Water Resource Area protections (wetland buffers), and Willamette River Greenway regulations.

Russ Axelrod	Remove “in the planning stages” from Ponds District map as no project has been filed.	Staff support removal of this language as it is not necessary or critical to the implementation of the Vision Plan.	Planning Commission recommendation to remove the language.
Russ Axelrod	Contamination and potential leakage from the settling pond needs to be cleaned up before any further development of the ponds property/area is considered. In accordance with state/federal rules, the cleanup plan process/approach must involve public engagement. The PC should make a similar recommendation to Council.	The Oregon Department of Environmental Quality (DEQ) oversees regulations and clean-up efforts for contaminated properties. Any development of the settling pond will need to complete DEQ processes prior to development.	The Pond District Map (pg. 36 of Vision Plan) clearly states for both the Blue Heron and PGE settling ponds that “environmental remediation and other environmental protective measures and rezoning needed”.
Russ Axelrod	In prior written comments, I recommended the plan should explicitly prohibit casino operations. This was never provided to the Working Group and not responded to by staff.	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. Developing a casino in Oregon must follow federal and state rules. Mr. Axelrod’s comment was provided to the Working Group in the comment matrix and responded to by staff.	No changes recommended.

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Russ Axelrod	There were several staff memos and other planning related documents included in recent Working Group packets that did not appear to be discussed/considered on any meaningful level by Working Group members or by the public. This needs clarification by staff and review by the Planning Commission.	The consultant team produced three implementation memos (Policy and Regulatory, Transportation, and Implementation and Financing) with associated recommendations. The Working Group was provided with the memos a week in advance of meetings. The group reviewed the Policy and Regulatory Memo at its May and July meetings. The Transportation and Implementation and Financing Memos were reviewed at the July meeting. The three memos will be packaged into an Appendix C and brought forward with the Vision Plan as part of the adoption process.	The three memos are attached to the Staff Memo.
Planning Commission	There are federal/state regulations for permitting in wetlands. Landowner rights aside, they need to follow the stringent requirements.	The City's zoning code currently requires protection of natural resources and will continue to do so. Any development proposal is required to follow all federal/state wetland permitting requirements. The Vision Plan intends to represent preferred future uses, infrastructure, and resource protections and does not alter wetland permitting requirements.	No changes recommended.
Planning Commission	As this is a Vision Plan and no zoning changes are proposed, could a private property owner develop now under current zoning and rules without this plan?	Correct, the Vision Plan does not propose any zoning or development code changes. That will be the next phase of the Waterfront Project and include additional community engagement. Property owners can currently propose development under existing regulations if they wish.	No changes recommended.
Planning Commission	The Willamette Falls Drive Concept Plan was 30% design but treated as 100% design. How will WF Drive properties take access?	Willamette Falls Drive properties will continue taking access from the shared drive. Re-routing the street will remove pass-through traffic, making it easier to exit the shared drive. Two properties requested access from the new street alignment, and this will be provided as part of the infrastructure improvements.	No changes recommended.
Planning Commission	A second roundabout can be confusing. Leave WF Drive as is and not benefit the property owner who should be developing the road.	One of the Waterfront Project Guiding Principles was Transportation Improvements, including improved local access through the area. The preferred solution to improve traffic flow through the WF Drive/Hwy 43 intersection was a roundabout. This was modeled by ODOT as part of the I-205 Project. The City studied options to maintain the route north to A Street from the roundabout but it is too steep without the purchase and removal of existing structures. The property owner will pay its	The Vision Plan map (pg. 32) has language "Further study needed for WFD realignment, access to PGE facilities, and creation of Main Street" as final engineering studies will be needed to determine exact location of the streets.

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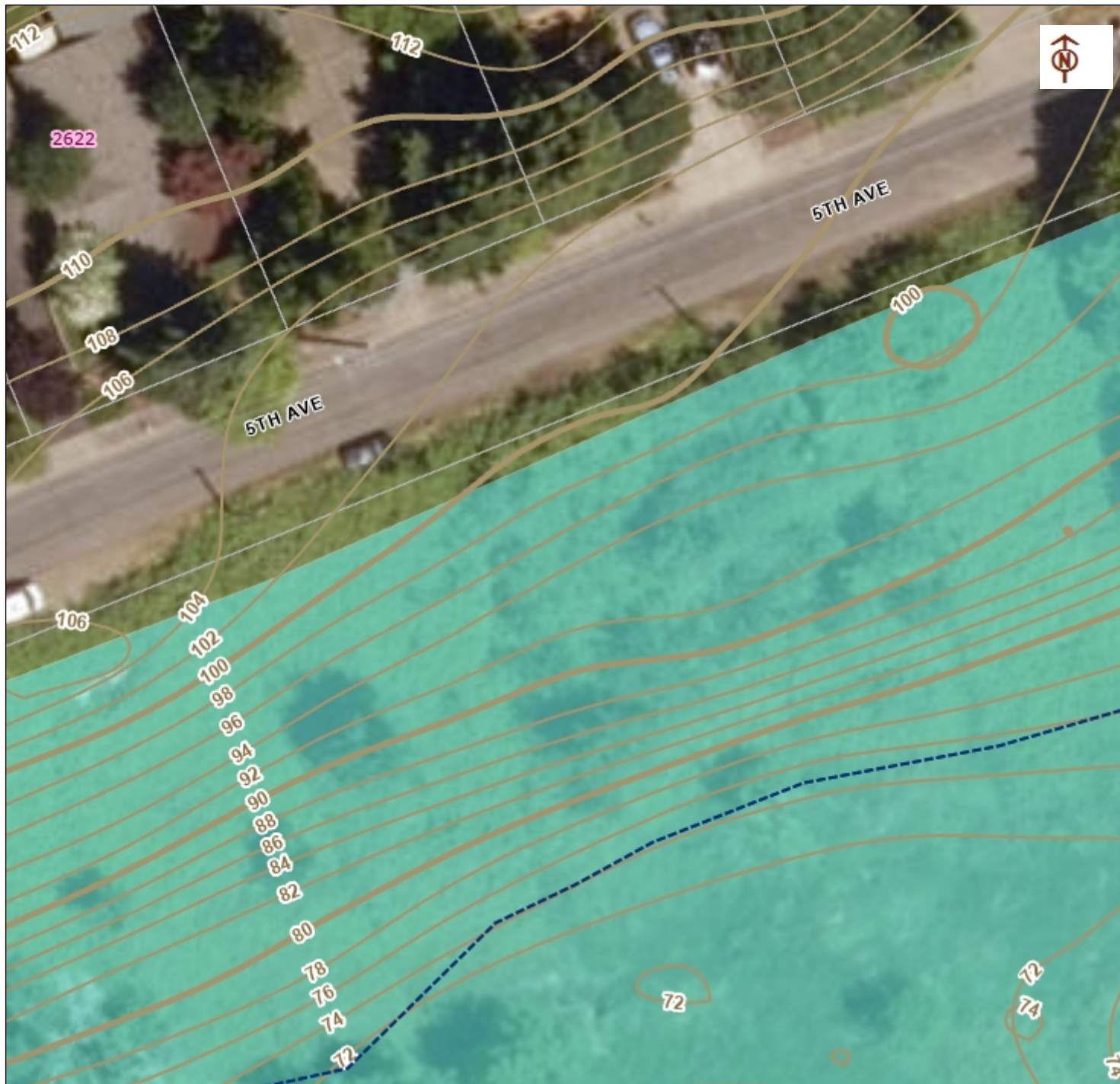
proportional share of the improvements as part of any development proposal.

Planning Commission	The Willamette Falls Trust project is a small group of tribes and is leaving out the Grand Ronde.	The Trust has an open seat for the Grand Ronde. The Trust and Grand Ronde were represented in the Working Group.	No changes recommended.
Planning Commission	There is a competing hierarchy surrounding future development under this plan. How do the following interlock?  100-year floodplain, FEMA Model Code, Private ownership, Stewardship plan, Ecological corridor, Comprehensive Plan	Please see answers provided to the different comments submitted by the community. The Vision Plan intends to represent preferred future uses, infrastructure, and resource protections. Any proposed development will need to comply with existing regulations. The next phase of the Waterfront Project will look at potential zoning/code changes to implement the vision and further community engagement will occur.	No changes recommended.
Planning Commission	The testimony raised questions on the viability of the survey, whether all public comments were represented, and Working Group member comments not considered.	Please see answers on these subjects in the above community comments.	No changes recommended.
Planning Commission	Survey shows opposition to dense development in Ponds District.	<p>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.</p> <p>The Vision Plan shows minimal development opportunities in the Ponds District. Most of the district is shown as ecological corridors, open space, or wetlands, which is consistent with community input and the principles of the district. The City’s zoning code currently requires protection of natural resources and the area shown as medium-density residential is currently zoned for that type of development.</p>	No changes recommended.
Planning Commission	Prior concept plans ignored further feedback during final design.	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 recommended.
Planning Commission	Stark difference between interpreting data and debating accuracy of data. The PC needs access to full comments.	The PC was provided with all comments received from Dec. 2024 to May 2025 on the Final Draft Vision Plan, including the matrix with staff responses, as part of its July 16 <sup>th</sup> work session packet. All comments, including the ones received for the July 16 <sup>th</sup> work	No changes recommended.

West Linn Waterfront Vision Plan – Comments Received for July 16, 2025, PC Work Session

session, have been attached to the Staff Memo and this comment matrix is intended to provide the PC some additional context.

Planning Commission	Risk to Vision Plan implementation if no further community input is taken.	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 recommended.
Planning Commission	The language “in planning stages” looks like an endorsement and recommend removing.	Staff support removal of this language as it is not necessary or critical to the implementation of the Vision Plan.	Planning Commission recommendation to remove the language.
Planning Commission	Need to rectify the 100-year floodplain boundary and medium density residential area that overlap.	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. Wetland delineations are also required to be submitted to the Division of State Lands for review and concurrence.	The FEMA 100-year floodplain elevation is 75 feet on the property containing the wetland, which is approximately the height of the 1996 Flood and the delineated wetland boundary provided by the applicant during the property consolidation process (MIP-23-07). Maps are attached to the Staff Memo. The PC could recommend using the 1996 flood boundary on the Ponds District map, or a disclaimer that site specific surveying will need to identify the exact boundary, or both.
Planning Commission	Was the Willamette Falls Trust represented in the Working Group?	The Trust and Grand Ronde were represented in the Working Group.	No changes recommended.
Planning Commission	What type of Comprehensive Plan changes will be required?	The Policy and Regulatory Recommendations Memo was reviewed by the Working Group and provided as an attachment to the PC Memo. The Memo recommends strengthening language for mixed-use development specifically in the Historic City Hall District. The property being focused on in the Ponds District has existing West Linn Comprehensive Plan Map designation and zoning that permits 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.	No changes recommended.




### Legend

Addresses

dissolved 0-5K

Points of Interest


 Fire Station

 City Hall


 Police Station

 Public School


Named Parks and OS

 Approximate 1996 Flood Lin


Scale 2200


 10 ft interval

 2 ft interval

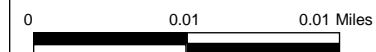
 FEMA Cross-Section Elevat

FEMA Flood Hazard Zones

 Floodway

 Special Flood Hazard Area 100-

 Other Flood Area 500-year

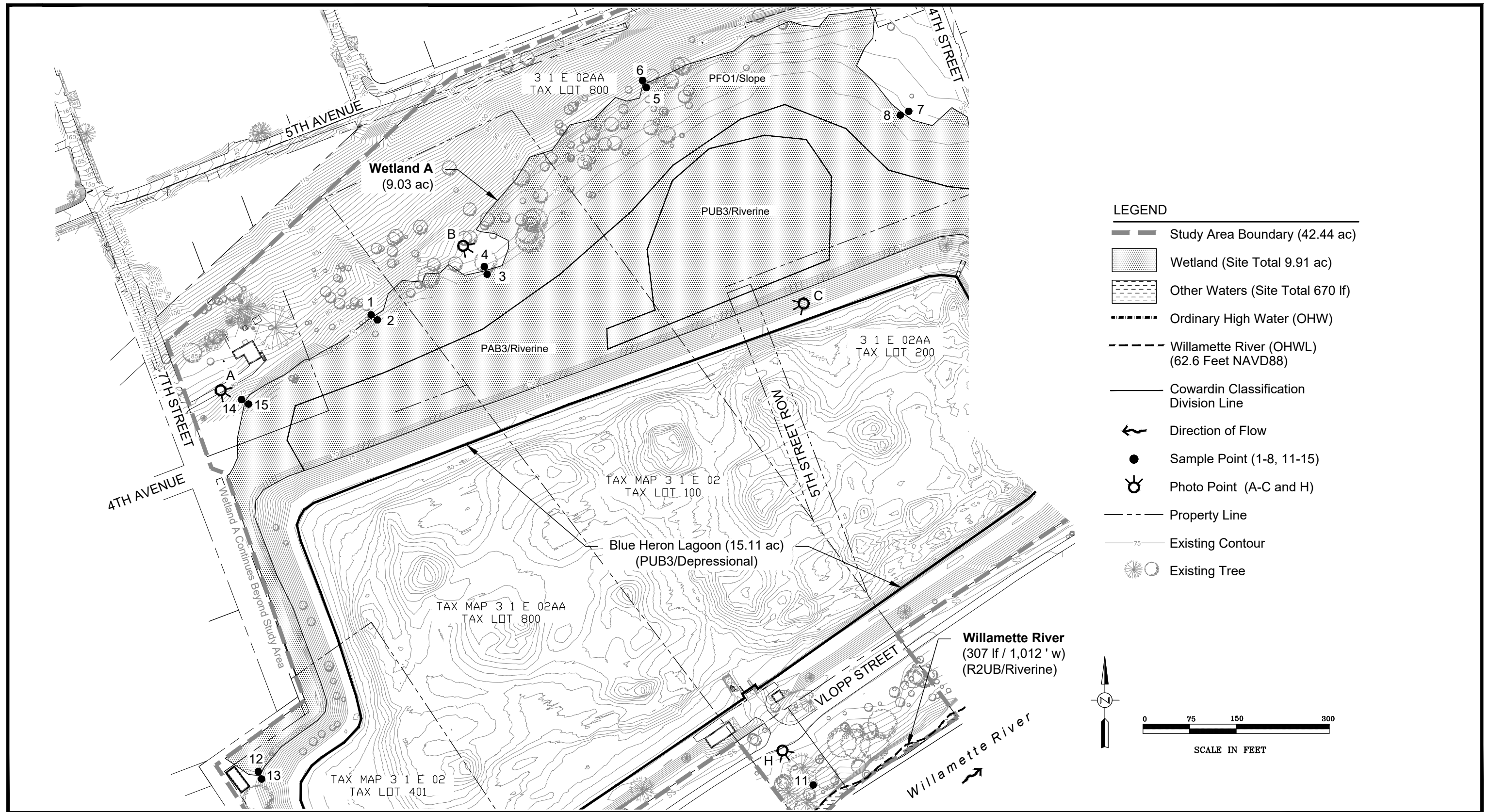


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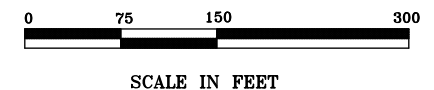
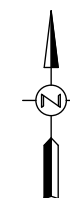
### Notes

This map was automatically generated using Geocortex Essentials.



# LEGEND

- Study Area Boundary (42.44 ac)
- Wetland (Site Total 9.91 ac)
- Other Waters (Site Total 670 lf)
- Ordinary High Water (OHW)
- Willamette River (OHWL) (62.6 Feet NAVD88)
- Cowardin Classification Division Line
- Direction of Flow
- Sample Point (1-8, 11-15)
- Photo Point (A-C and H)
- Property Line
- Existing Contour
- Existing Tree



Survey provided by 3J Consulting  
Survey accuracy is sub-centimeter.  
Sample points, wetland flags collected by PHS with submeter accuracy using Trimble GPS (Geo7x)  
Ordinary High Water of Willamette River determined by Public Lands Map, DSL 1975

Wetland Delineation  
Riviannna Beach Development - West Linn, Oregon

FIGURE  
**6A**

4-10-2024





# 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

## Planning Commission Members

John Carr

Joel Metlen

Jason Evans

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David D. Jones

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Gary Walvatne

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Darren Wyss – City of West Linn, Planning

Toole Design

Leland Consulting Group

Mayer Reed



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### APPENDICES

- 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

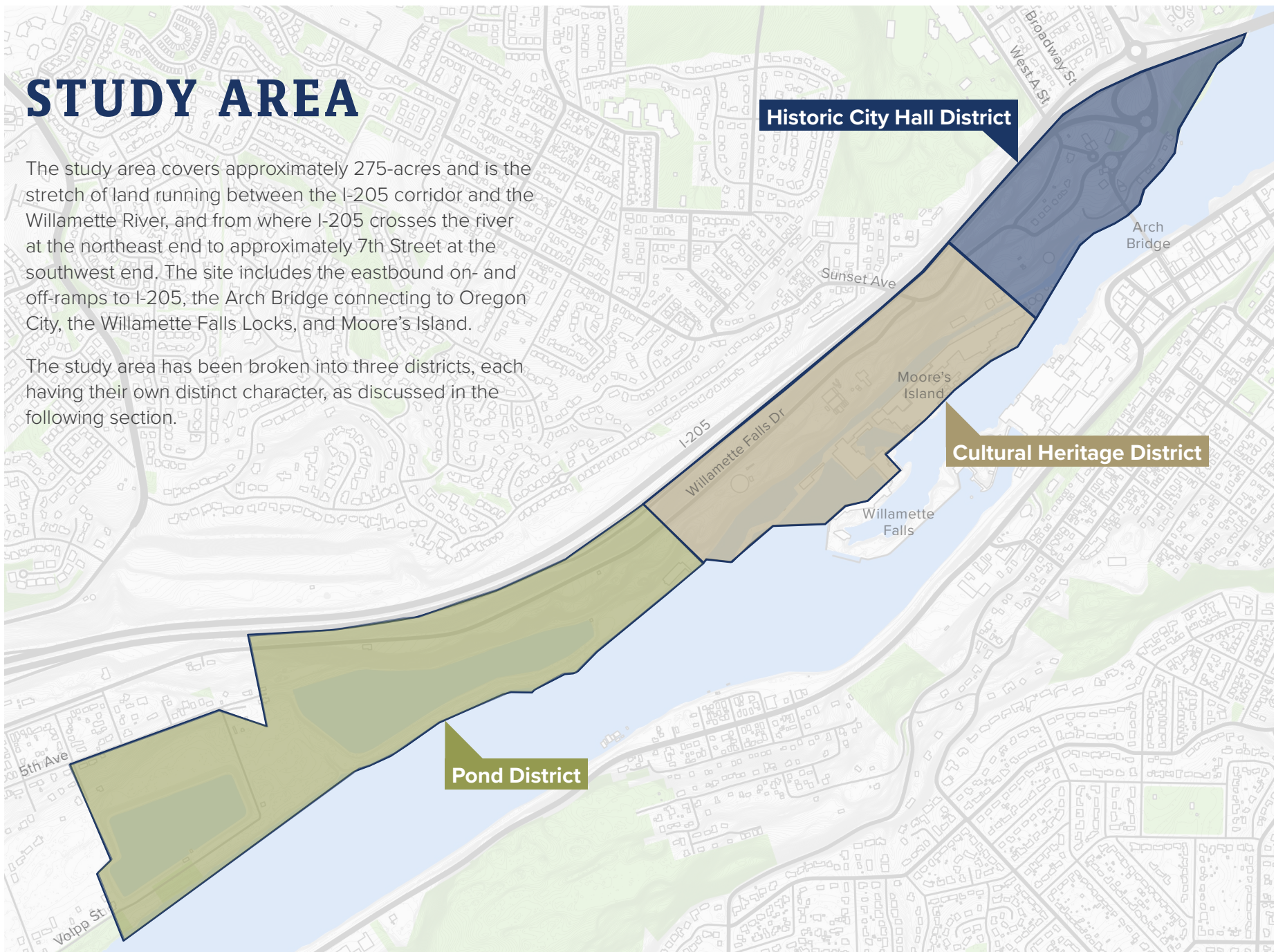
- » Policy / Regulatory Review
- » Implementation Strategies
- » Financing Plan
- » Public Review
- » Final Documentation

### 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

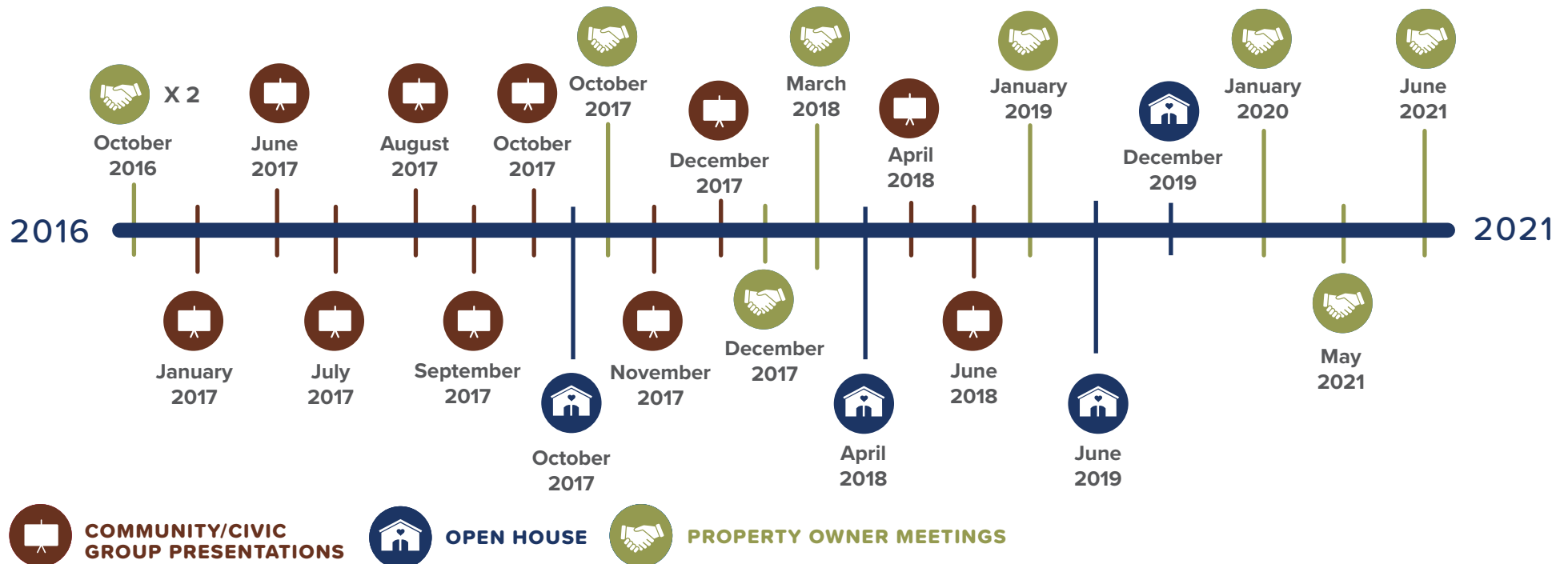
# ENGAGEMENT

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



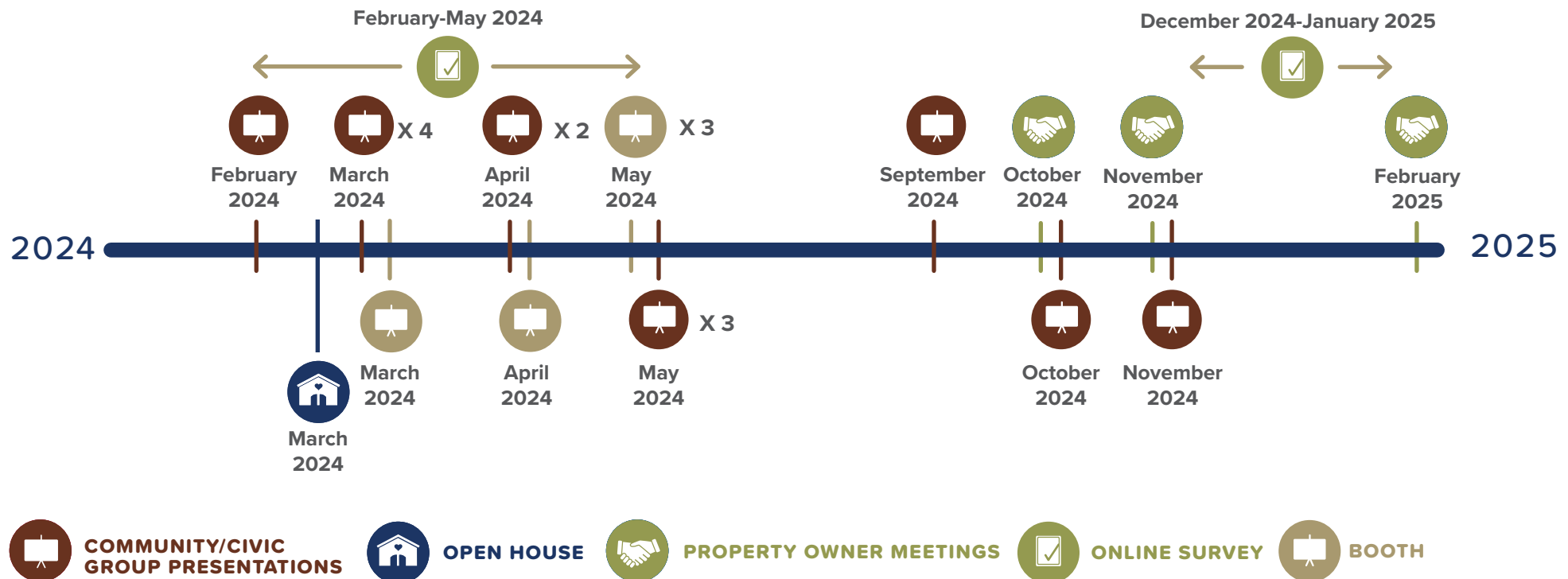
The launch of this Vision Plan led to the City's most recent 2024/2025 engagement efforts which obtained input on the Draft Vision Plan and confirmed the planning framework for each district. The input received was used to revise the final Vision Plan and will inform future phases of implementation including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

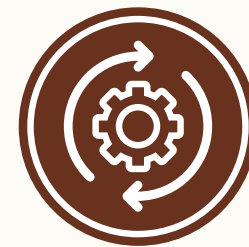






## GUIDING PRINCIPLES

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.**



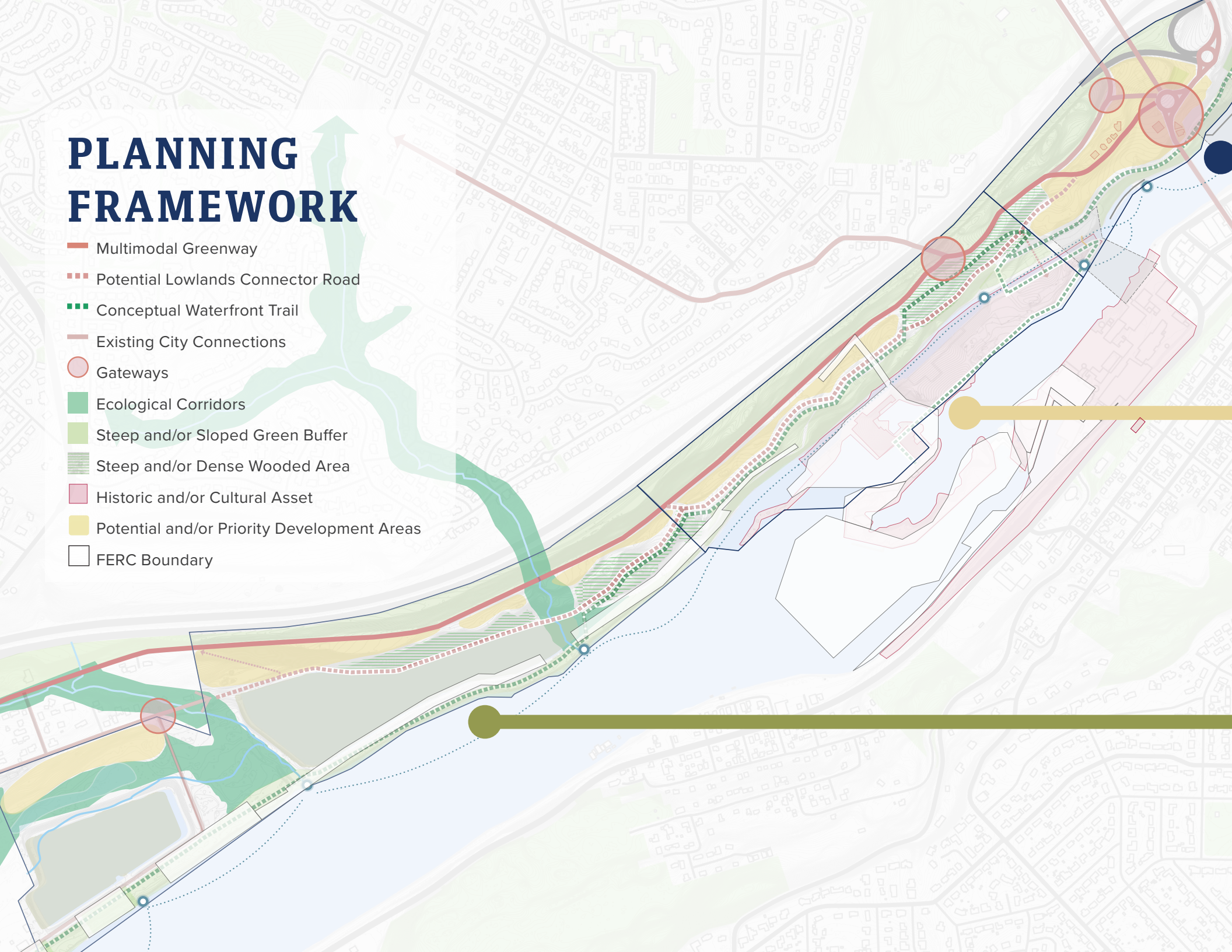






# PLANNING FRAMEWORK

- 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.

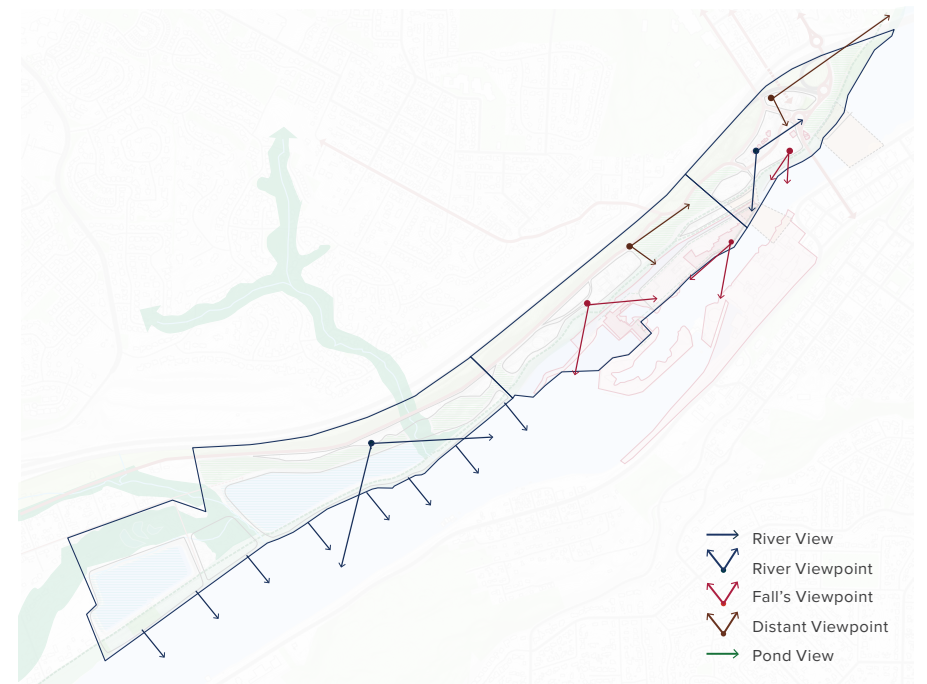
# DESIGN PRINCIPLES

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

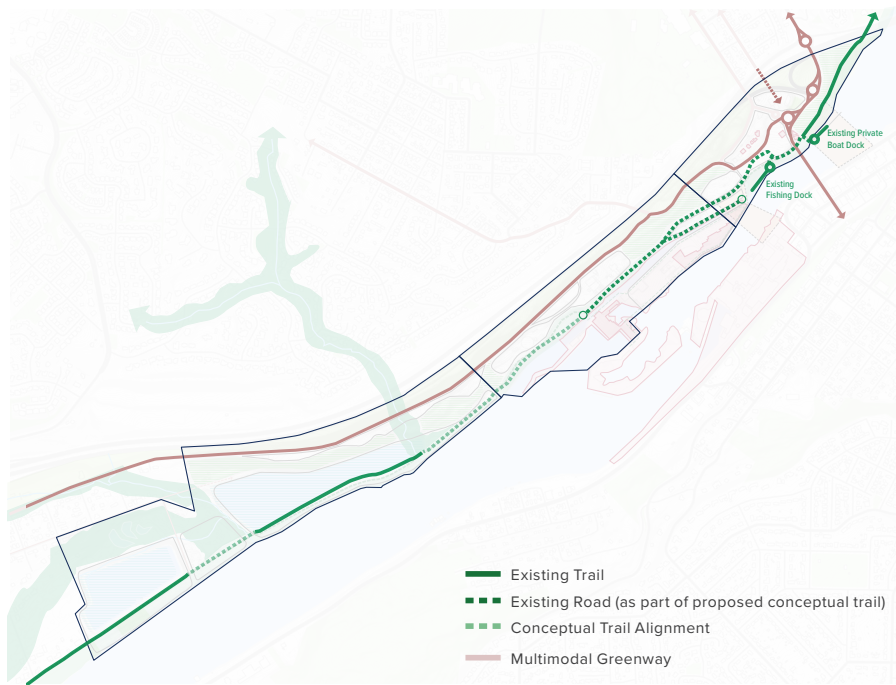
- Ensure that public space appears public (this applies to streets, trails, and public spaces throughout).
- Preserve important sightlines to the river and falls and position new development and open spaces to maximize views. Establish clear gateways to create a sense of arrival and identity of a district 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.





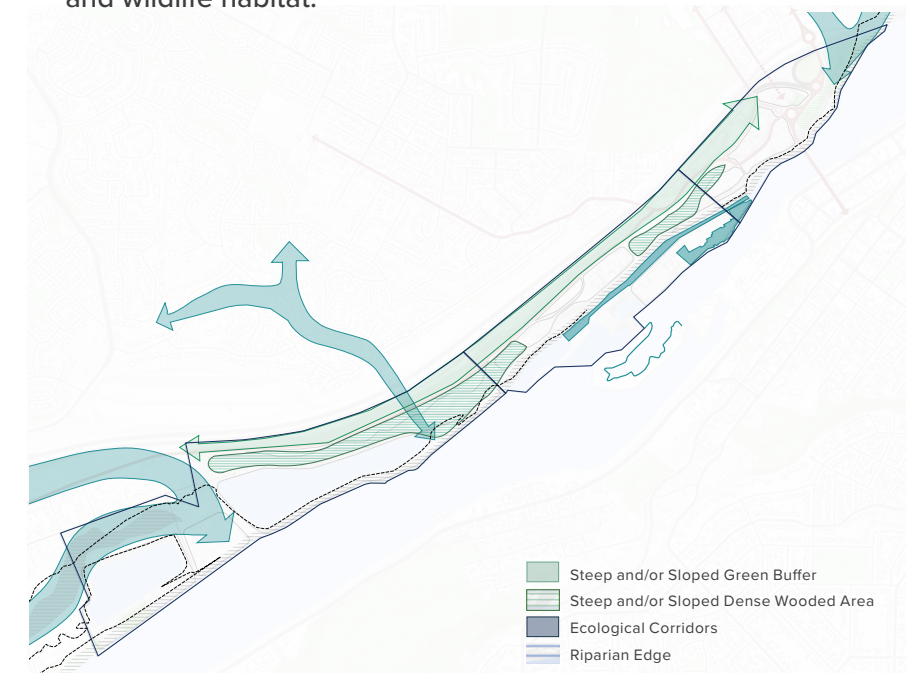
## Mobility and Access

- 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.











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



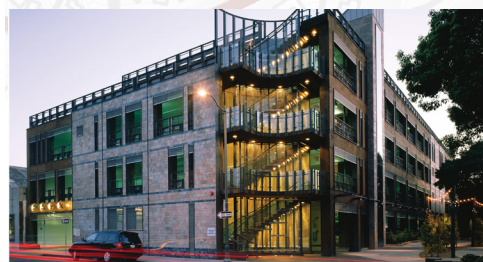
Public Square / Plaza for Civic Gathering



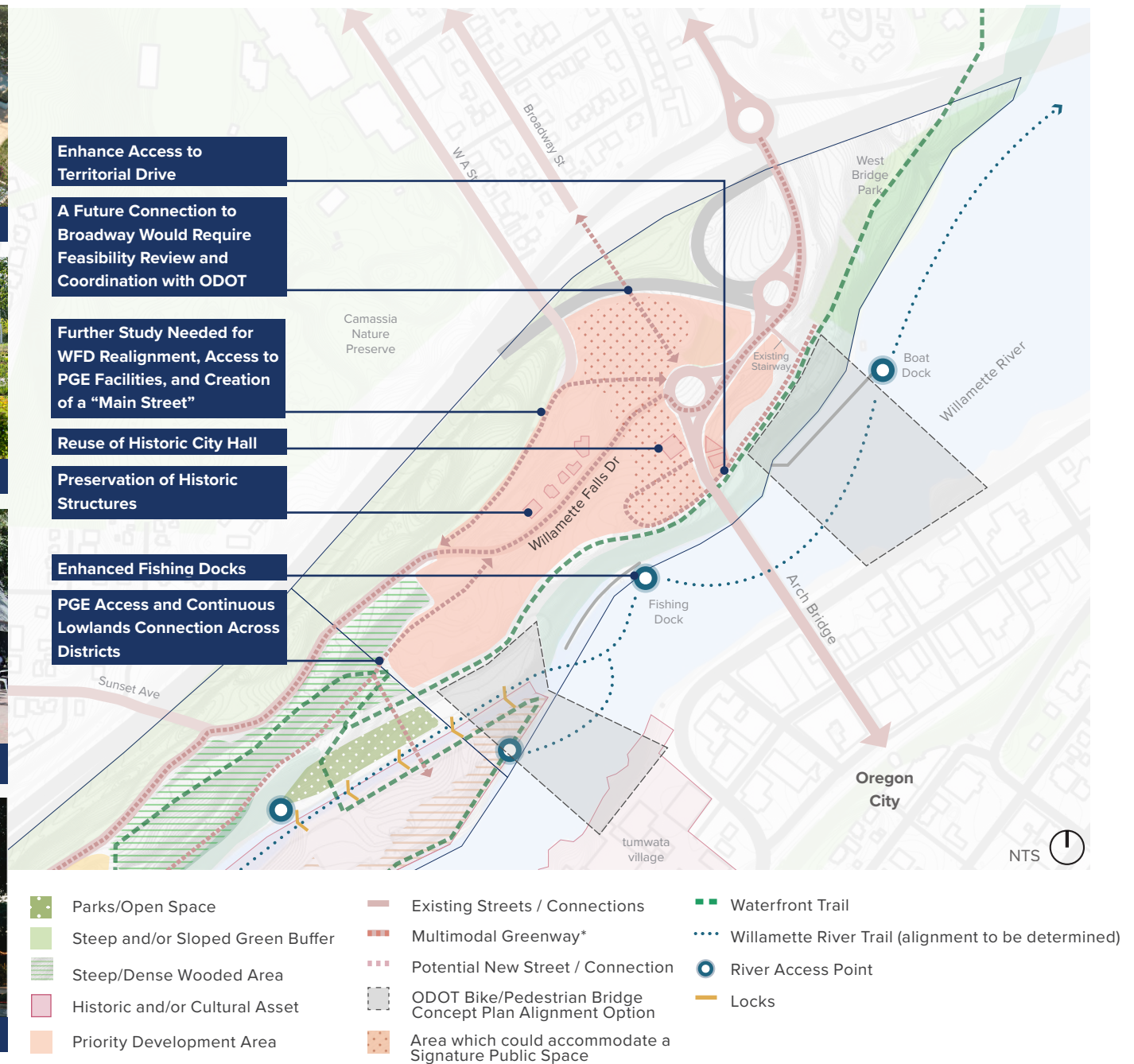
Active Trail Edges



"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

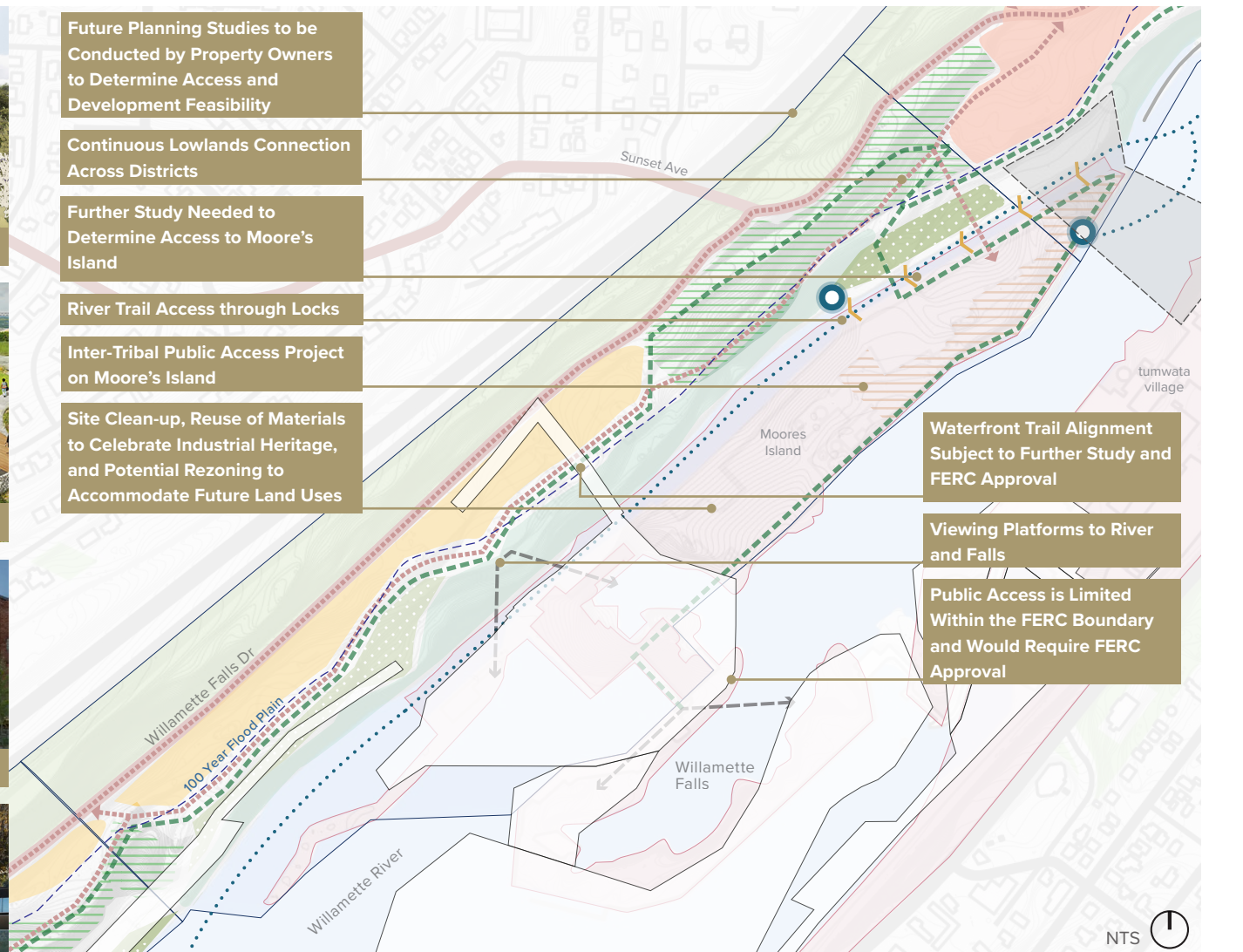
Inter-Tribal Public Access Project on Moore's Island

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.

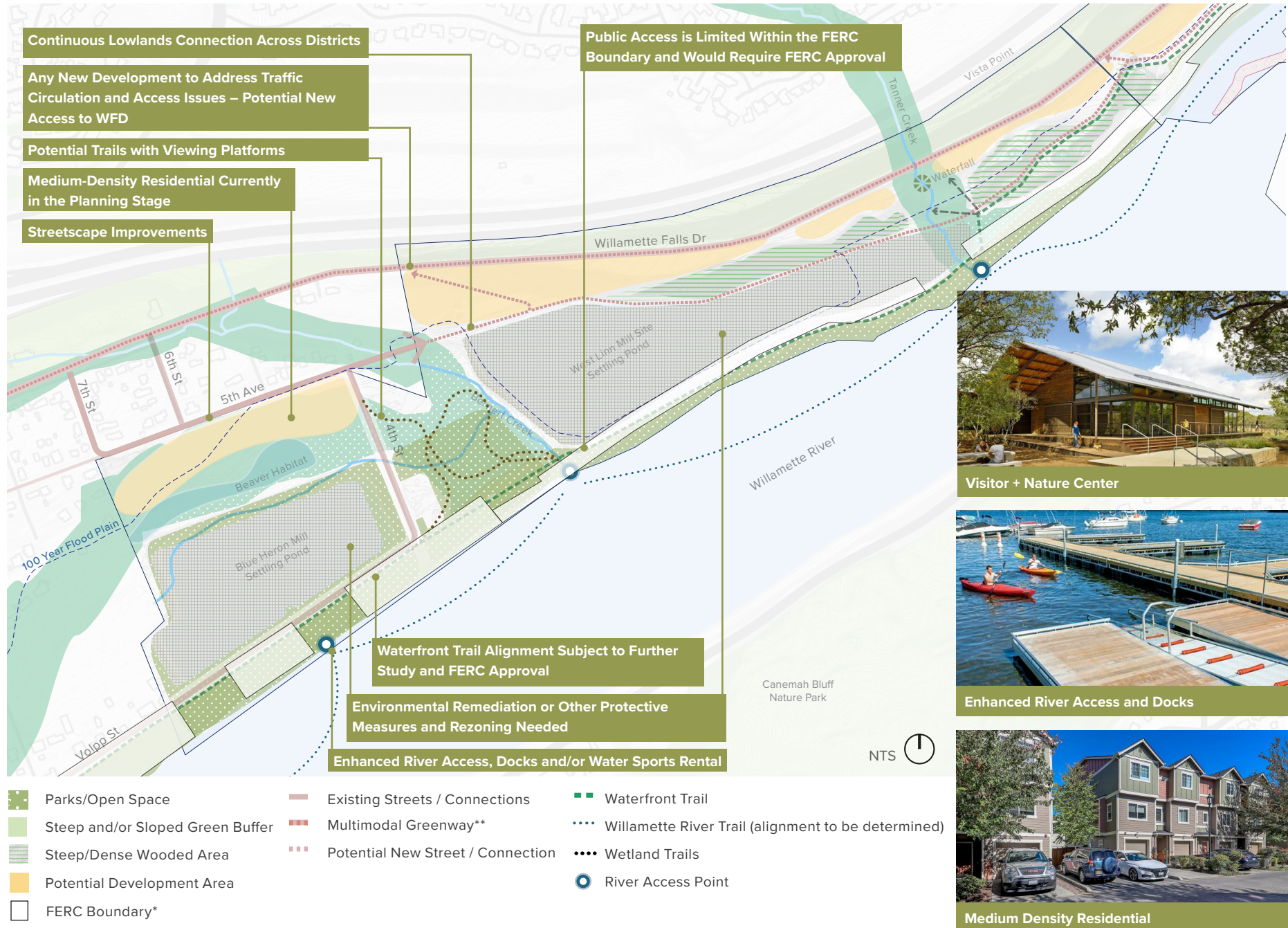
### POTENTIAL PROGRAMS:

- 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.

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# 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

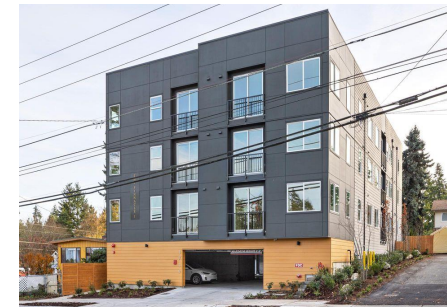
## >30 UNITS PER ACRE

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.



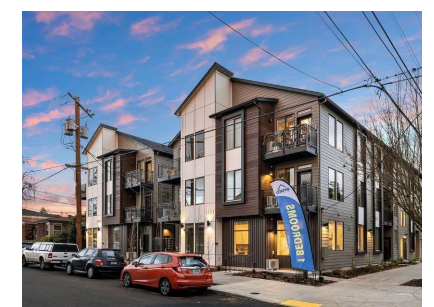
**Abernethy Flats**  
*Mixed Use: Housing over Retail*

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