

# Appendix A Community Engagement Summary

#### West Linn Waterfront Master Plan

# COMMUNITY ENGAGEMENT SUMMARY

Prepared by Toole Design

June 26, 2024 | DRAFT

#### PROJECT OVERVIEW

The goal of the West Linn Waterfront 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 Vision Plan puts the community's interests at the center of the process and aligns their thoughts with analysis of the area's physical, economic, and regulatory issues to develop a physical plan for realizing the potential of the Waterfront.

The study area is shown on Figure 1 and 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 Abernathy Bridge 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 history, character, challenges, and opportunities.

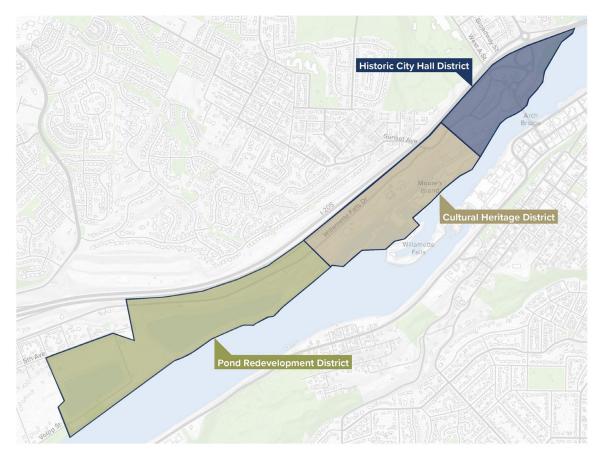


Figure 1: West Linn Waterfront Planning Districts.

The Vision Plan builds on decades of 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 as shown on Figure 2. 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 most recent planning effort between 2016 and 2021.

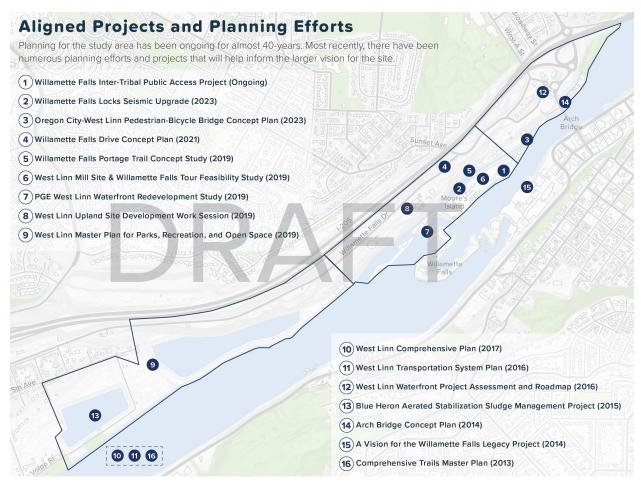


Figure 2: Summary of Previous Planning Efforts.

Public engagement conducted between 2016 and 2021 is shown on Figure 3 and included open houses, community group presentations, and property owner meetings. This resulted in refinements to the guiding principles and identification of land uses and amenities that the community would like to see on the Waterfront. From this 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 their own planning processes to understand how they can best realize the potential for the Waterfront. A summary of previous community engagement is included in Appendix A.

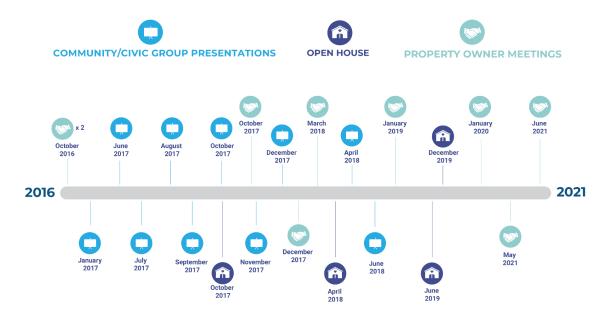


Figure 3: Prior Community Engagement conducted from 2016 to 2021.

#### ENGAGEMENT APPROACH

The intent of this round of community engagement was to take a Draft Vision Plan for the West Linn Waterfront that was built from previous planning and community input and vetted by key project partners including property owners, tribal interests, and community group input out to the public.

The approach to community engagement involved two steps:

- Partner Engagement: including meetings of a Project Working Group (PWG), a Technical Advisory Committee (TAC), and interviews with major property owners and tribal interests. This engagement was used to inform and review the content of the Draft Vision Plan that was taken out for public engagement.
- Public Engagement: including virtual engagement through a project website, online survey, interested parties sign-up link, social media, city newsletters, and comment form; and in-person engagement through a public open house, presentations to community organizations, and tabling events. Public engagement was used to obtain input on the Draft Vision Plan and confirm the direction of the vision in each of the planning districts.

Input received from this process will be used to revise the Final Vision Plan and will inform future phases of implementation including zoning, land use, transportation, and code development.

Future community engagement will be conducted to provide partners and the public with an opportunity to comment on these stages of implementation.

#### ENGAGEMENT STRATEGIES

This section summarizes the techniques that were used to date to conduct partner and public engagement.

#### PARTNER ENGAGEMENT

Partner engagement includes meetings with the PWG and interviews with key project partners to inform the content of the Draft Vision Plan and a meeting with the TAC to review the Draft Vision Plan.

#### PROJECT WORKING GROUP (PWG)

The project team met with the PWG in November and December 2023 to introduce the project, summarize previous planning and engagement efforts, to gather information, and to receive comments and feedback on the Draft Vision Plan that would go out to the public.

The PWG was comprised of representatives from the following organizations. The PWG charter and full membership list is included in Appendix B.

- West Linn City Council.
- West Linn Planning Commission.
- West Linn Historic Review Board.
- The Confederated Tribes of the Grand Ronde.
- Willamette Falls Trust.
- Belgravia (property owner).
- Individual Property Owner.
- PGE (property owner).
- Bolton Neighborhood Association.
- Sunset Neighborhood Association.
- Willamette Neighborhood Association.
- Economic Development Committee.
- River Access & Recreation.
- Sustainability Advisory Board.
- Waterfront Development Professional Community Member at Large.
- Willamette Falls and Landings Heritage Area Coalition.
- Willamette River Keepers.
- Youth Advisory Council.

#### PARTNER INTERVIEWS

The project team conducted follow-up interviews with several partners from the PWG that have major stake in the West Linn Waterfront. These included:

- Belgravia (property owner).
- PGE (property owner).
- The Confederated Tribes of the Grand Ronde (CTGR).
- Willamette Falls Trust: representing the Confederated Tribes and Bands of the Yakama Nation, the Confederated Tribes of Siletz Indians, the Confederated Tribes of the Umatilla Indian Reservation, and the Confederated Tribes of Warm Springs.

City staff also had conversations with all other project partners on the PWG. Feedback received from these groups informed the project team's understanding of the area and supported the development of the Draft Vision Plan that went out for public engagement.

#### TECHNICAL ADVISORY COMMITTEE (TAC)

The project team will present at a TAC meeting in June 2024 to gather input on the Draft Vision Plan and ensure the work is performed in a coordinated manner with other regional partners and regional and state requirements. The TAC is comprised of representatives from the following organizations:

- City of Oregon City.
- Oregon Department of Land Conservation and Development (DLCD).
- Oregon Department of Transportation (ODOT).
- Oregon Department of State Lands (DSL).
- Oregon Metro.
- West Linn Economic Development.
- West Linn Engineering.
- West Linn Parks.

#### PUBLIC ENGAGEMENT

The public engagement period seeking feedback on the Draft Vision Plan was open for input on the Draft Vision Plan from the start of February to the end of May 2024.

#### ONLINE PUBLIC ENGAGEMENT

#### **PROJECT WEBSITE**

The project team created a <u>project website</u> as a central point for virtual public engagement. The website included a project overview and timeline, links to the Draft Vision Plan and online survey, a list of upcoming in-person engagement events, a sign-up option for an interested parties email list, the City project manager's contact information, and an input link to submit a comment or question on the Draft Vision Plan. The public was directed to the website through social media posts, advertisements in newsletters, and handouts at outreach events.

#### Key statistics:

- Website address: <u>www.westlinnwaterfrontproject.com</u>.
- Number of visits: 3.2k since January 2024.
- Other stats: 52% from desktop, 46% from mobile, 2% from tablet.

#### **INTERESTED PARTIES LIST**

The website provided a link for people to sign up for an interested parties list to receive email updates on the project.

#### Key statistics:

Approximately 167 people signed up to the interested parties list.

#### ONLINE SURVEY

The survey was available from February 5, 2024 to May 31, 2024, and asked for input on the identify and character statements and specific land use and programming preferences in each of the planning districts. The survey also included several demographic questions.

#### Key statistics:

- A total of 573 survey responses were received. Of those, 54 percent (311) were complete surveys responding to all questions and 46 percent (262) were partial survey responses.
- Nearly two thirds (64 percent) of respondents indicated they had not participated in prior engagement activities related to the West Linn Waterfront.
- Over 90 percent of respondents indicated they live in West Linn, while 43 percent indicated they shop or use services in West Linn. Only 18 percent said they work in West Linn. (Respondents were able to select more than one option).
- Over half of respondents (52 percent) were between 25 and 54 years old. A majority (83 percent) identified as white or Caucasian. Most (60 percent) identified as female, while 35 percent were male. Five percent were nonbinary or preferred not to answer.

Survey responses were received from West Linn residents, residents of neighboring communities, and from people that live further afield but visit or would visit West Linn. The demographic questions were used to determine how representative survey respondents were of the West Linn community. An analysis was conducted to compare the demographics of survey respondents living in West Linn to census data of the wider community. The analysis is summarized in Appendix C and shows that the survey generally over-represented people living in West Linn between the ages of 25 and 74, and under-represented people under 24 and 75 or older. Women were overrepresented in the survey compared to men.

#### WRITTEN COMMENTS AND QUESTIONS

The project website provided an opportunity for people to comment on the Draft Vision Plan or email the City's project manager a question or comment.

#### Key statistics:

- 11 people or organizations left written comments on the Draft Vision Plan.
- 15 people submitted waterfront specific questions to the City's project manager by email, phone, or a visit to the permit counter after reviewing the website.

#### IN-PERSON ENGAGEMENT

In-person engagement included the presentations to community organizations and tabling events listed in Table 1. These were conducted by City staff with some events attended by the project team. A summary of the public open house is included in Appendix D.

**Table 1: In-Person Engagement Events** 

Date	Event	Event Type	Other Notes
02/08/24	Historic Willamette	Presentation	General project update
03/04/23	City Council	Presentation	General project update
03/06/23	Planning Commission	Presentation	General project update
03/09/24	Public Open House	Open House	Project boards, handouts
03/13/24	<u>Willamette</u>	Presentation	Over 100 members of the public attended
	Neighborhood		
	Association		
03/14/24	West Linn Economic	Presentation	General project update
	Development Committee		
03/17/24	St. Patrick's Day in	Booth	Project boards, handouts
	<u>Willamette</u>		
04/16/24	Bolton Neighborhood	Presentation	General project update
2.112.12.1	Association		
04/16/24	<u>Historic Review Board</u>	Presentation	General project update
04/20/24	Volpp Street & 4 <sup>th</sup> Street	Booth	Popular location for morning dog-walking
			in the study area (booth from 7am-11am).
			Approximately 30 members of the public
05/05/04		- ·	engaged with city staff at this event.
05/05/24	Cinco de Mayo in	Booth	Project boards, handouts
05/00/24	Willamette	Daath	Due in a to be a rule of the r
05/08/24	<u>Willamette Farmers</u> Market	Booth	Project boards, handouts
05/15/24	Willamette Farmers	Booth	Project boards, handouts
05/15/24	Market	Вооп	Froject boards, nandodts
05/16/24	Neighborhood	Presentation	General project update
	Association Presidents		
05/21/24	Historic Review Board	Presentation	General project update
05/22/24	Friends of Willamette	Presentation	General project update
	Wetlands		

In-person events included project boards or a powerpoint showing a summary of the overall project and the draft vision in each of the planning districts. Attendees were able to discuss the project with City staff and the project team, complete an online survey, or add their comments to the project boards using sticky notes. Handouts containing project information and a QR code to access the project website and virtual survey were distributed at every event.

#### Key stats:

- Public open house attendees: approximately 100 people.
- City staff conducted presentations at 10 community meetings.
- City staff provided a booth at 5 different community events.

#### TAKEAWAYS

The section below summarizes input received from partner engagement and from the public – summarized by district. This input will be used to refine the Draft Vision Plan and inform future phases of project implementation.

#### PARTNER ENGAGEMENT

Some of the key themes coming out of engagement with partners and the Project Working Group included:

- Partnerships are essential to the delivery of the Vision Plan. The City owns very little land on the Waterfront, but has a critical role in creating policy that allows the community's vision to develop. The majority property owners Belgravia and PGE have both conducted or are conducting master planning exercises to determine the best use of their sites. This process can help inform that planning. As well, Willamette Falls Trust and the Confederated Tribes of the Grand Ronde are important partners moving forward initiates to restore Tribal access to the waterfront. There is significant support for the Willamette Falls Inter-Tribal Public Access project, which could provide a catalyst for future development.
- The West Linn Waterfront has significant assets that could make it a regional attraction including
  Willamette Falls, an opportunity to celebrate the area's Tribal history and restore traditional
  Indigenous practices, industrial heritage and salvageable buildings, an historic and working lock for
  river navigation, and connections to Oregon City and the Willamette, Bolton, and Robinwood
  neighborhoods in West Linn.
- Public access projects can bring funding to create a destination that will then encourage private investment in the planning area.
- The Vancouver Waterfront provides a good comparable to parts of the West Linn Waterfront in that it is former industrial land along the Columbia River, owned primarily by the Port of Vancouver and other private land owners, subject to a planning process led by the City and materializing over 30 years into a economic hub with increased public access to the waterfront. PWG members also encouraged the project team to look at lower-intensity developments and natural enhancement / wetland restoration examples to inform options in lower-lying parts of the project area.
- The steep sloping topography down to the river creates an uplands and a lowlands. Some uses such as commercial and residential may be better suited to uplands development with wetland restoration, natural and open space, and other lower intensity uses more suitable for the lowlands.
- Access will be a key driver of what is feasible in the project area, particularly on Moore's island
  where access is via a single drawbridge. The T.E. Sullivan Hydroelectric Station will remain in place
  and other industrial uses including the Paper Mill will need to retain access so long as they are
  operating. Topography limits options for the street network and significant infrastructure and cost
  may be required to reconstruct Willamette Falls Drive to accommodate multimodal traffic and
  support increased development.
- The upgrade of the locks provides a significant opportunity for river access and navigation up and down the river with unprecedented access to the Falls.
- PGE owns a significant amount of property in the project area. Parts of the property are related directly to the generation of electricity and within a Federal Energy Regulatory Commission (FERC) boundary. PGE's FERC license renewal comes up in 2035 and it is PGE's intent to secure a 50-year renewal for the T.E. Sullivan Hydroelectric Station. Safety and security are top priorities within the FERC boundary and the current natural state and limited access have historically provided this buffer changes will need to take this into account. Other property not related to power generation

- is similar to any other private property where decisions would be subject to approval from PGE's shareholders.
- ODOT explored two alignments for a ped-bike bridge connection between West Linn and Oregon
  City. One is downstream of the Arch Bridge and the other would connect from the Historic City Hall
  District to the tip of Moore's Island to Tumwata Village.
- Historic City Hall District provides the most logical place for higher-density and mixed-use
  development built around public gathering spaces. Densities will need to balance the need for
  sufficient densities and intensities to be economically viable, while also staying within a reasonable
  scale in the context of West Linn.

#### PUBLIC ENGAGEMENT

Key takeaways from public engagement have been organized by district below.

#### HISTORIC CITY HALL DISTRICT

#### **Survey Results**

Almost two-thirds of respondents (64 percent) indicated that the proposed Identify and Character statement and the Land Use focus of the Historic City Hall District aligns with their vision for the District. A further 22 percent mostly supported the Vision. Approximately 14 percent did not support the draft Vision, although some of these people indicated that they could support the Vision if certain issues (such as traffic and parking) were adequately addressed (see below).

Within the Historic City Hall District, survey respondents favored a central public square as a park and recreational space, along with street-facing cafes and restaurants as cultural and commercial spaces. For housing, respondents preferred low-rise apartments, and structured parking for public use. See Table 2.

General themes heard from community engagement for this district include:

#### Support:

• Amongst supporters, there was a general sense of excitement around something happening with the West Linn Waterfront. People were excited about the opportunity to create an iconic and central heart that could create an identify for West Linn. This was seen as an opportunity to create interest and excitement in West Linn and further economic development for other parts of the City by linking this area with the Willamette, Bolton, and Robinwood neighborhoods. The connection to Oregon City and Tumwata Village was also seen as important in creating a regional destination and attraction, including the mutual benefits of locating a new ped/bike bridge that would connect development on both sides of the river.

Table 2. Historic City Hall District - Ranking of Preferences

Category			Respo	onses			Weighted			d Points		*
		1st	2nd	3rd	4th	Responses	1st (4pts)	2nd (3pts)	3rd (2pts)	4th (1pt)	Total Points	Normalized Score*
	Central Public Square	151	58	57	41	307	604	174	114	41	933	30 4
Parks and	Terraced Outdoor Amphitheater	65	105	75	52	297	260	315	150	52	777	26 2
Recreation Spaces	Open Lawn Area	67	77	89	62	295	268	231	178	62	739	251
	Improved Boat Launch + Fishing Docks	51	71	70	90	282	204	213	140	90	647	22 9
	Street-Facing Cafe/Restaurants	216	54	25	16	311	864	162	50	16	1092	351
Cultural and Commercial	Concert/Performance Venue	45	118	89	36	288	180	354	178	36	748	26 0
Spaces	Destination Hotel/Lodging	38	78	76	78	270	152	234	152	78	616	22 8
	Tourist Center	23	54	87	116	280	92	162	174	116	544	194
Housing	Low-Rise Apartments	100	145	24	-	269	400	435	48	-	883	32 8
Housing Types	Townhomes	129	51	102	-	282	516	153	204	-	873	310
	Mid-Rise Apartments	79	73	115	-	267	316	219	230	-	765	287
Parking	Structured Parking	184	103	-	-	287	736	309	-	-	1045	364
	Surface/Field Parking	137	145	-	-	282	548	435	-	-	983	349

\*Normalized scores are calculated as the total points divided by the number of responses and then multiplied by 100, i.e., (Total Points / Responses) x 100.

#### Support (continued):

There was a lot of support in this District for creating a central place – such as a public square where people could gather and meet. There was also overwhelming support for creating a mixeduse environment, particularly one that brings opportunities for restaurants, shops, and local businesses. People saw this as the most logical district to create density (if space and topography allows - see below). There was support for low-rise housing - particularly above retail in a mixeduse building – though there were some comments that did not support housing in this district.

- Walkability was seen as critical in this district along with strong urban design principles that tied
  into the historic character of the District and created pedestrian-oriented spaces supported by
  trees, natural surfaces, and street activity.
- Overall, there was an interest in reusing and preserving historic buildings and the District's historic character - including ideas to reuse Historic City Hall as a library, theater, museum, arts center, or community center. However, there were some respondents that did not see preserving the Historic City Hall as important. There were some supporters for a hotel in this District, but just as many that did not support this.
- One of the key aspects of the Vision Plan that was well supported in this District was the connection to the river both in terms of utilizing the topography to create views of the River and Falls or direct access to the river. There were strong themes to ensure this area celebrates the natural and cultural assets of the area. Specifically, people generally supported the idea of a riverfront trail, incorporating other open space where possible, and enhancements to the fishing dock, either in its current form or creating more opportunities for launching and docking watercraft or swimming. Some commenters raised important points about the challenges with topography in creating accessible pathways down to the waterfront.
- Some other ideas brought forward from public comment were ensuring there were no/low cost activities programmed into the space, play areas for kids, and more opportunities for art and music.

#### Examples and case studies:

 People saw parallels to other communities in the Metro region including an opportunity to create similar benefits and successes as the Vancouver Waterfront (especially river-access components) and Downtown Oregon City redevelopments. People saw parallels between this area and mixeduse and commercial developments in Downtown Lake Oswego. There were also some comparisons made to the Hood River Waterfront.

#### Concerns:

- Although many community members agreed with the draft vision plan for this district, they had
  concerns about how traffic and parking impacts would be accommodated and whether there was
  physical space for the proposed programming to be constructed in a cost-effective way. These are
  areas that will need to be addressed to confirm the scale and feasibility and will drive final
  programming in this district.
- There were concerns around environmental sensitivity and the need to preserve natural space. It is noted that some of these comments were related to the project area as a whole, but people respected the natural beauty and environmental sensitivity of this District and believed any future vision needed to be respectful, preserve, and/or enhance these community assets.
- There were also localized concerns about impacts on individual properties and houses that should be addressed through future public engagement. There were also some concerns expressed around gentrification, the "sameness" of development with other communities in the Metro area, and attracting crime and homelessness.
- Some commenters raised concerns about industrial land uses in this area and the traffic, truck, and parking needs and the future of the Paper Mill.

Some quotes that captured some of the more common themes above included:

- "Reclaiming the site at the Arch Bridge as a public space for walking/dining/meeting is vital and would give the City a focus that it doesn't currently have. Rosemont/Old Willamette/Bolton and Robinwood are disparate and unconnected. We need a center and this is the place."
- "This area is uniquely situated for commercial development due to proximity to OR43, I-205, Downtown Oregon City, historical resources, and relative (to other defined districts) lack of natural

resources. Accordingly, denser development with increased activity and diverse uses is desirable at this site."

- "We need this."
- "It sounds good. I would have questions and concerns about the environmental impact and on how
  accessible the area would be given the congestion that already plagues the area. Would bicycle /
  public transit etc. options be available so that less space would need to be taken up for parking?"
- "The proposal aligns fine but I don't feel that the intense traffic problems around and coming into/out of West Linn are being addressed currently and these developments will only exacerbate the issues."
- "What is wrong with what we have."

#### CULTURAL HERITAGE DISTRICT

#### **Survey Results**

Over three-quarters of respondents (77 percent) indicated that the proposed Identify and Character statement and the Land Use focus of the Cultural Heritage District aligns with their vision for the District. A further 15 percent mostly supported the Vision. Approximately 8 percent did not support the draft Vision.

Within the Cultural Heritage District, survey respondents indicated a strong preference for trails with viewing platforms as a park and recreation option and tribal specific spaces for cultural and commercial spaces. Respondents also favored low-rise apartments and structured parking. See Table 3.

General themes heard from community engagement for this district include:

#### Support:

- Amongst supporters, there was a general acknowledgement that this is an under-utilized area and
  an excitement around creating access in an area that has historically been difficult for the public to
  access. One of the major themes for this District was celebrating and preserving the natural assets
  and beauty of the area and providing more access to the river including to Willamette Falls and the
  Locks. There was a particular interest in more connections to the river this included more access
  to trails as well as water uses (such as kayaking).
- Supporters saw this as an opportunity to create an iconic location and visitor attraction for West
  Linn that provides educational and interpretive opportunities to learn about and acknowledge the
  area's Tribal significance and its cultural and industrial heritage.
- There was significant support for Tribal recognition and celebration in the District and an extremely positive response to the materials included in the Vision Plan showing the Willamette Falls Trust's vision for public access to Moore's Island and the Falls.
- There was also support for acknowledging the area's industrial heritage through repurposing existing buildings (where appropriate) for new uses. There was some interest in a public market and other light industrial / maker spaces and a strong reaction against a hotel in this area. There were several comments received about the Paper Mill including responses that valued it staying open as long as it was viable to maintain manufacturing jobs to cleaning up the site and repurposing the site. There was an acknowledgement from the public that this District is reliant on public-private partnerships including PGE's long-term plans for its property.

Table 3. Cultural Heritage District Ranking of Preferences

Categories			Respo	nses			Weighted Points					ē
		1st	2nd	3rd	4th	Responses	1st (4pts)	2nd (3pts)	3rd (2pts)	4th (1pt)	Total Points	Normalized Score
	Trails with Viewing Platforms to the River and Falls	163	91	29	5	288	652	273	58	5	988	343
Parks and	Nature Preserve with Limited Access	80	90	67	49	286	320	270	134	49	773	270
Recreation Spaces	Flexible Outdoor Venue	44	52	83	92	271	176	156	166	92	590	218
	Learning Landscapes + Outdoor Classrooms	16	59	91	91	257	64	177	182	91	514	200
	Tribal Specific Spaces	141	37	32	40	250	564	111	64	40	779	312
	Market Space	99	91	42	25	257	396	273	84	25	778	303
Cultural and Commercial Spaces	Destination Hotel/Lodging	19	33	38	39	129	76	99	76	39	290	225
Spaces	Flexible Venue/Event Space	25	67	95	60	247	100	201	190	60	551	223
	Maker Space	10	48	51	73	182	40	144	102	73	359	197
	Low-Rise Apartments	102	133	23	-	258	408	399	46	-	853	331
Housing Types	Townhomes	110	53	100	-	263	440	159	200	-	799	304
	Mid-Rise Apartments	67	66	112	-	245	268	198	224	-	690	282
Doulding	Structured Parking	160	87	-	-	247	640	261	-	-	901	365
Parking	Surface/Field Parking	121	136	-	-	257	484	408	-	-	892	347

<sup>\*</sup>Normalized scores are calculated as the total points divided by the number of responses and then multiplied by 100, i.e., (Total Points / Responses) x 100.

#### Examples and case studies:

- People saw parallels to the Vancouver Waterfront and its transition from prior industrial use to active mixed-use development that promotes and celebrates the Columbia River Waterfront and provides access to the water.
- One commenter also drew comparisons to Granville Island in Vancouver, BC and its adaptive reuse of old buildings into a public market, light-industrial spaces, art spaces, and an active concrete batching plant that is still in operation.

#### Concerns:

The most concern in this District related to over-programming the area and adversely impacting natural areas and wildlife habitat. There was also recognition that any development occurring in

- this area would need to be cognizant and resilient to potential flooding of the lower parts of the District.
- There were also concerns with traffic and access to the District given its steep topography and challenging property ownership as well as the cost of needed infrastructure and clean-up of pollution and industrial sites for any potential re-use.

Some quotes that captured some of the more common themes above included:

- "Celebrating the cultural heritage and importance of Willamette falls should be a top priority." Access to the falls for pedestrians and also an educational experience should be strongly encouraged."
- "This district has to be the centerpiece for the waterfront vision considering the amazing historical and natural resources contained in and around it."
- "Access to the river is paramount we've been looking at the falls from Willamette Falls Drive our whole lives and it would be a travesty if we don't implement public access for getting close and viewing them and the locks in this project."
- "The preservation of natural spaces and environments is a top priority for me."
- "I would like to see the structures, as old as they are and still standing, repurposed into something that retains the history and legacy of the area."

#### PONDS DISTRICT

#### **Survey Results**

Sixty-nine percent of respondents indicated that the proposed Identify and Character statement and the Land Use focus of the Ponds District aligns with their vision for the District. A further 18 percent mostly supported the Vision. Approximately 13 percent did not support the draft Vision.

Within the Ponds District, survey respondents strongly favored wetland trails with viewing platforms as the option that was ranked highest by the most respondents. Visitor and nature center was ranked the highest for cultural and commercial spaces, while townhomes and surface/field parking were ranked highest for housing types and public parking strategies, respectively. See Table 4.

General themes heard from community engagement for this district include:

#### Support:

- The overwhelming majority of comments in this area were to retain and enhance this as a natural area with minimal development. There was also a desire to see environmental clean-up of the ponds to help restore wetlands and species habitat.
- People also wanted increased access to open space with more trails in the area as well as access to the river for paddling, swimming, and fishing. There was few comments and only mixed support for a more intensive marina.
- 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 that 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.
- There was general push back to creating sports fields in the District and people identified that there were already other locations in West Linn for this use. Nevertheless, there was some support for a community pool that does not currently exist in West Linn.

Table 4. Ponds District Ranking of Preferences

Categories			Respo	onses			Weighted			d Points		Φ
		1st	2nd	3rd	4th	Responses	1st (4pts)	2nd (3pts)	3rd (2pts)	4th (1pt)	Total Points	Normalized Score
	Wetland Trails with Viewing Platforms	196	49	22	13	280	784	147	44	13	988	353
Parks and Recreation	Boat Launch + Fishing Docks	27	126	79	16	248	108	378	158	16	660	266
Spaces	Sports Field + Courts	42	54	66	65	227	168	162	132	65	527	232
	Marina	19	28	61	109	217	76	84	122	109	391	180
	Visitor + Nature Center	136	55	48	29	268	544	165	96	29	834	311
Cultural and Commercial	Sports + Recreation Facility	97	47	58	27	229	388	141	116	27	672	293
Spaces	Community Center	28	28	28	28	112	112	84	56	28	280	250
	Destination Hotel/Lodging	15	29	40	126	210	60	87	80	126	353	168
	Townhomes	56	159	13	-	228	224	477	26	-	727	319
Housing Types	Single Family	102	34	92	-	228	408	102	184	-	694	304
.,,,,,,,,	Low-Rise Apartments	95	32	98	-	225	380	96	196	-	672	299
	Surface/Field Parking	138	106	-	-	244	552	318	-	-	870	357
Parking	Structured Parking	124	93	-	-	217	496	279	-	-	775	357

\*Normalized scores are calculated as the total points divided by the number of responses and then multiplied by 100, i.e., (Total Points / Responses) x 100.

#### Concerns:

- These are documented above, but mostly related to the impact of more intense development types on natural areas, wetlands, and wildlife habitat. There were also concerns related to the potential traffic generation of these uses and the impact on the existing neighborhood.
- Although people identified a strong interest in wetland restoration, there were concerns raised about the need for and cost of environmental remediation of the ponds. There may be opportunities for federal, state, or regional funding to support this.

Some quotes that captured some of the more common themes above included:

"We do need to keep this area natural and preserved. While also connecting it to all the other sites around it. It would be so cool to have a walking/hiking/biking trail that could go from Historic Willamette district all the way even to Lake Oswego!"

- "Wetlands and species restoration should take precedence over ball fields and sports use, except for water recreation; kayak, SUP, and canoe use. Wetlands are critically, shrinking habitats that perform crucial pollution filtering and flood mitigation roles."
- "Wetlands and beaver are important. Along with eagles, wildlife and bird watching."
- "This area should NOT include a sports complex, hotels, a marina or imitation lagoon, high density housing or any other development. This is an important wetlands area that should be protected and kept as natural as possible. Put any large development in the previous two areas and maintain this area as a wetlands preserve with trails for walkers, birders and nature lovers. This area is what makes West Linn so special."
- "The Pond Redevelopment seems like it should be two districts, with the east end for nature and preservation, and the west end for development and an extension to the Willamette commercial and housing area."
- "There is not good access, traffic is in the neighborhood that has narrow streets and no through access."

#### APPENDIX A: SUMMARY OF PREVIOUS **COMMUNITY ENGAGEMENT**

This appendix summarizes previous community engagement efforts conducted as part of the West Linn Waterfront project that were interrupted by the COVID-19 pandemic. Previous engagement consisted of meetings with property owners in the area, public open houses, and community / civic group presentations. The timeline for these events is shown on Figure A1 and summaries of these events are included in the sections below.



Figure A4: Timeline of previous engagement conducted on the West Linn Waterfront Plan.

The timeline shows that the waterfront planning process was delayed by two events: firstly, the closure of the West Linn Paper Mill and secondly, the COVID-19 pandemic. This project is the restart of the planning process that had been halted since the pandemic.

It is a goal of the new public involvement plan to recognize and respect the outcomes of previous engagement and any additional engagement will focus on confirming those outcomes have not changed since the pandemic.

The project includes the three districts shown on Figure A2.

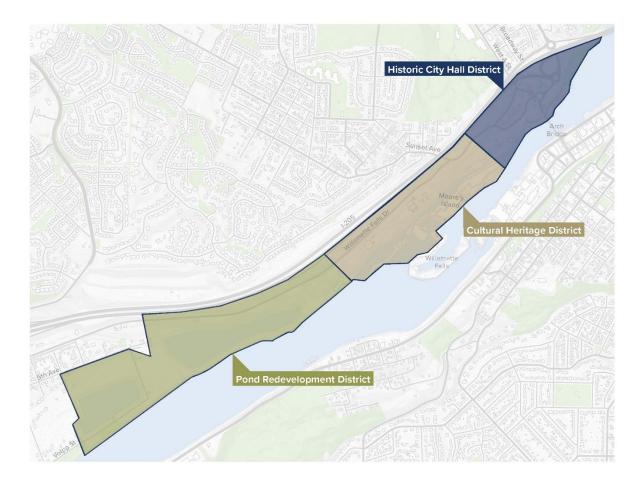


Figure A5: West Linn Waterfront District Map and Project Boundaries.

The public conversation from 2017-2019 yielded four guiding principles that are supported by the goals and policies summarized in Table A1:

- River Access.
- Historic Character.
- Reinvestment Opportunity.
- Transportation Improvements.

While elements of these principles may be refined and updated through the current process, they will remain foundational to our work and serve as key themes in our messaging.

#### Table A5: Guiding Principles for the West Linn Waterfront Master Plan **Principle 1: River Access** Principle 2: Historic Character Goal: Provide visual and physical access to the Goal: Protect the historic resources and character river. of the waterfront. Policies: Policies: 1. Coordinate public access to key viewing 1. Collaborate with other regional efforts. locations of the Willamette River and Falls. 2. Collaborate with efforts to repair and 2. Construct a continuous trail network along reopen the Willamette Falls Locks. the river to connect the Willamette 3. Collaborate with Native American Tribes to protect rights and traditions. Neighborhood and the historic Arch Bridge. 4. Identify and protect natural, historic, and cultural resources of the area. 3. Establish spaces to provide safe and convenient access to the river for aquatic 5. Support business viability and vitality recreation opportunities. along the waterfront. 4. Integrate water quality and fish and wildlife 6. Support economic connections to habitat improvements into development Willamette Main Street Commercial Area. efforts. Principle 3: Reinvestment Opportunity Principle 4: Transportation Improvements Goal: Develop a framework that creates Goal: Design transportation improvements to opportunities for reinvestment in the waterfront. increase safety and support land uses in the area. Policies: Policies: 1. Zoning and design guidelines will 1. Safely accommodate pedestrians, implement the community vision and bicyclists, motorists, transit, and truck enable private sector traffic. investment/reinvestment in the area. 2. Ensure a balanced land use and 2. Accommodate access, parking, and transportation design. security for existing industrial uses. 3. Preserve truck access to support 3. Develop public/private partnerships to commercial and industrial activity. increase reinvestment opportunities in the 4. Plan for the livability and accessibility of area. nearby neighborhoods.

- 4. Promote the adaptive reuse of existing buildings.
- Work with property owners on redevelopment transitions to encourage high quality places.
- 5. Improve access to properties in the area, as well as local access through the area.
- Leverage public funds with private investment for safety and capacity improvements.

#### PROPERTY OWNER MEETINGS

More than ten meetings were held with key property owners in the area between October 2016 and June 2021. Keeping property owners engaged is vitally important as they will be making future decisions about development in the area and must be fully committed to the plan adopted by the City. Property owners engaged during this process included:

- 2 Hemispheres
- Atlas School Property
- Belgravia
- Bridgefront Apartments
- Broadway Mixed-Use Building
- Charter School Property
- Mill Parking Lot owners
- PGE
- Single-family homeowners
- Teachers Development Group
- Union 76 Gas Station
- West Cliff Apartments
- West Linn Apartments
- West Linn Paper Company.

Initial meetings gathered information on the vision for the planning area, the need to address traffic issues, how the concept plan fits into the process, plans for I-205, challenges facing the property owners, and gauging interest in an overlay zone to limit allowed uses until the process is complete.

Later meetings were used to report out on findings from the open houses and to explore specific issues related to land owned in the area, e.g., the closure of the West Linn Paper Company, evaluation of the Federal Energy Regulation Commission mandates for the licensing of the Sullivan Hydropower Plant, PGE property evaluations, updates on the status of the Willamette Locks, improvements to the I-205 interchange, the Willamette Falls Drive Concept Plan, discussions on tax increment financing, the development of a cultural center at the Historic City Hall, etc.

#### PUBLIC OPEN HOUSES

The following public open house meetings were conducted. A summary is provided for each to document what was presented at each meeting and the general themes of input provided by the public.

#### PUBLIC MEETING #1 - JUNE 2017

The open house was a kick-off to the West Linn Waterfront project in 2017. The event was attended by 125 individuals. The intent of the meeting was to obtain feedback on the draft Guiding Principles developed by the City from previous planning efforts in the area (see Figure A3) and to gain a better understanding of the community's vision for the three planning districts.

	River Access	Historic Character	Reinvestment Opportunity	Transportation Improvements
West Linn City Center and Waterfront Development Report (1986)	Orientation Toward River and Natural Features     Create Public Focal Points and Spaces     Establish Pedestrian and Visual Links With River	Develop Strong City Image Thru Clear Definition of its Center     Create an Architectural Landmark     Provide Transitions into Adjacent Development	Expand Buildable Area Along Waterfront     Provide a Mixed-Use Development With Many Activities     Provide Facilities for Public Market Activities	Resolve or Lessen Existing Traffic Conflicts and Hazards     Reduce Dominance of Automobile and Highway System on this Area
West Linn Waterfront Study, Market Analysis and Concept Design (1988)			Government Offices to Support Retail & Reduce Risk 24,400 to 34,400 sq. ft. Office Space 25,000 to 40,000 sq. ft. Retail Use	Highway Ramps & ROW Present Constraints     Need for Realignment of Hwy 43 Intersections     Need to Accommodate Paper Mill Access,     Parking, & Security
Bolton Neighborhood Plan (2006)		Restore the Historic Heart of West Linn in Vicinity of Willamette Locks Design Theme Incorporating Style of Historic Landmarks Preserve Existing Historic Buildings	Encourage Redevelopment of Area North of Willamette Falls Dr. & West of Willamette Dr.	Explore Reconfiguration of I-205/Hwy 43 Interchange     Redesign Streets to Encourage Non-Vehicular Use and Increase Traffic Safety     Provide Safe Pedestrian Routes
West Linn Parks, Recreation and Open Space Plan (2007)	Willamette River Greenway Trail from Tualatin River to Lake Oswego			
Sunset Neighborhood Plan (2008)	Develop a Plan for the Future of Sunset's     Willamette River Waterfront		Collaborate with Other Neighborhoods to Plan for the Future of the Waterfront	
Imagine West Linn Update (2008)	Trail Along Willamette River is Priority     Trailheads Radiate Out from Center and Along River	New Center Coincides with Old West Linn Downtown     Promote Willamette Falls Heritage Site     Pursue Landmark Status for the Property	"Willamette Falls Center" is Gathering Place with Mix of Uses, Including Multi-Family Housing     Plan for Miked-Use Development and Increased Densities Along Transit Corridors     Support Density Bonuses & Affordable Housing	<ul> <li>All Neighborhoods, Schools, Parks, and Centers are Interconnected by Safe Pedestrian and Bicycle Facilities</li> </ul>
Blue Heron Pond Redevelopment Analysis (2013)	Need to Certify Levee/Berm for Removal from 100-year Floodplain		Remediation Costs Increase As Intensity of Use Increases     Passive/Active Recreation to Residential/Commercial/Industrial Development	Substandard Access Streets
Arch Bridge/Bolton Concept Plan (2014)	River Trail from Willamette Park     Enhance Network of Parks, Trails, Public Spaces & Natural Areas	Enhance and Honor the Cultural & Historic Value of the Area     Build Upon the Natural & Cultural History & Its Relationship to the Environment	Encourage New Forms of Commercial/Residential Development Identify Strategic Public Investments, Regulatory Changes & Market Strategies to Attract Private Investment	Improve Street Network for Pedestrians/Bikes/Transit     Examine Traffic Calming Measures to Make Arterials More Attractive & Accommodating     Work With ODOT to Address I-205 Ramps/Hwy 43
West Linn Waterfront: Project Assessment and Roadmap (2016)	Public Open Space Part of Future Development     Enable Views of River, Falls, Urban Landscape     Accommodate Community Gatherings     Great Streets and Walkways	Adaptive Reuse of Old City Hall     Historic/Interpretive Elements	Land Uses in 2014 Plan are Reasonable City's Role to Set Expectations & Parameters (Zoning/Design Guidelines), Private Sector will Determine Ultimate Uses Danger in Being Overly Prescriptive in Zoning	Infrastructure in 2014 Plan is Capital Intensive     Intersection Realignment Difficult to Phase

Figure A6: Summary of previous planning efforts for the West Linn Waterfront organized by the guiding principles developed for the project.

Attendees provided 80 comments on the draft Guiding Principles. The comments were general in nature and appeared to support the four principles.

Attendees provided 176 comments on their preferred vision for the three districts. There was no consensus on the preferred vision, and comments for each district spanned the spectrum from parks/no development to tourism focused development to mixed-use development. However, two consistent themes were to develop a continuous pedestrian/bicycle trail through the planning area and to make intersection improvements in the Old City Hall District.

In addition to this public open house, City staff conducted two tabling events at the West Linn Farmers Market to get feedback on the project.

#### PUBLIC MEETING #2 - OCTOBER 2017

This event was attended by 50 individuals with the primary focus was to glean feedback on several options for improving the intersection at Highway 43 and Willamette Falls Drive. Attendees completed a ranking exercise regarding intersection improvements that showed the following priorities in order of importance:

- 1. Moving vehicles efficiently and safely at rush hour.
- 2. Improving pedestrian and bicycle safety.
- 3. Creating redevelopment opportunities.
- 4. Improving access to current and future businesses and residences.
- 5. Keeping cost of improvements minimal.

#### PUBLIC MEETING #3 - APRIL 2018

The focus of the meeting was to gather feedback on a preferred option for transportation improvements surrounding the Highway 43 & Willamette Falls Drive intersection.

#### PGE PUBLIC MEETING - MAY/JUNE 2018

When the West Linn Paper Company ceased operations in late 2017, Portland General Electric (PGE) began the revisioning process of its property along the West Linn waterfront to align with the City's efforts. To help inform PGE's decision-making process and provide recommendations for future development and zoning, PGE conducted two open houses to gather information on citizens and stakeholders values and priorities around redevelopment, sustainability, and the future of the West Linn waterfront.

An estimated 250 people participated in the open houses. Community members provided 169 comments at display stations and on comment cards. People were asked to provide their opinions on how to recognize the history of the site, their priorities for environmental stewardship and protection, access and infrastructure, and other general feedback on priorities for the waterfront.

#### PUBLIC MEETING #4 - DECEMBER 2019

This event was attended by approximately 60 individuals with the primary focus to ask for feedback on general land use patterns for the three planning districts. The results of a ranking exercise showed the top ranked land uses for each area as follows:

- Old City Hall District: mixed-use and commercial development.
- Cultural Heritage District: mixed-use and commercial development.

Pond Redevelopment District: parks and open space and mixed-use development.

More specific land use priorities for each area are shown in Figures A4 to A6 below. Some of the key feedback obtained from attendees was focused on ease of access to different areas, environmental concerns, amenities lacking in the community, affordable housing, existing uses, and access to the river.

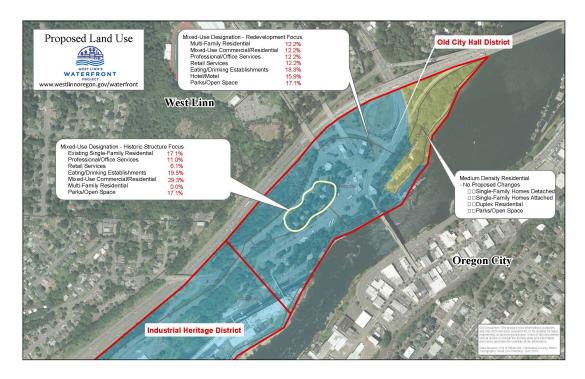


Figure A7: Land use preferences for the Old City Hall District from the December 2019 public open house.

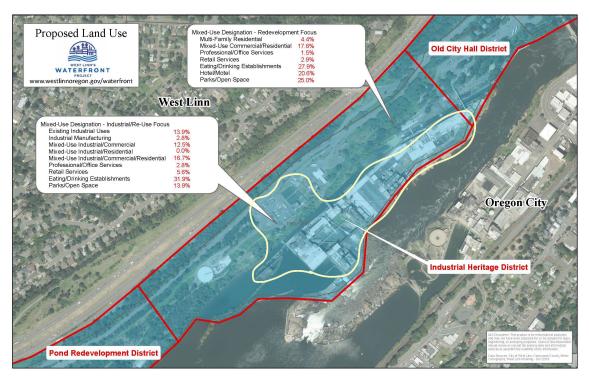


Figure A8: Land use preferences for the Cultural Heritage District from the December 2019 public open house.

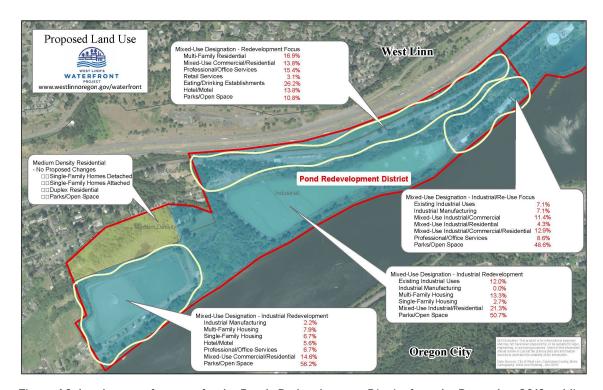


Figure A9: Land use preferences for the Ponds Redevelopment District from the December 2019 public open house.

#### **COMMUNITY / CIVIC GROUP PRESENTATIONS**

Meetings were held with community and civic groups in the area including:

- Bolton Neighborhood Association
- Clackamas County Business Alliance (CCBA)
- Oregon City Business Alliance (OCBA)
- Robinwood Neighborhood Association
- Savanna Oaks Neighborhood Association
- Sunset Neighborhood Association
- West Linn Chamber of Commerce (WLCC)
- Willamette Falls Heritage Foundation
- Willamette Neighborhood Association
- Youth Advisory Council

Information about the waterfront project was presented to the CCBA, OCBA, and WLCC early in the process in 2017. Feedback from these groups included significant interest in the project, the potential to coordinate with the Willamette Falls redevelopment project in Oregon City, and interest in the reopening of the locks. These groups identified transportation, site constraints, and existing property interests as the greatest challenges for the project. The WLCC expressed interest in seeing development that focused on the mill, restaurants, hotels, tourism, and access to the rivers and falls.

The Youth Advisory Council meeting was conducted early in the process in 2017 and focused on gathering ideas for how to engage youth in the planning process and ideas for proposed uses and attractions in a redeveloped waterfront. Engagement ideas included: a scavenger hunt, a photo contest, integrating planning efforts with middle and high school classes, and providing easy-to-access ways to provide comments (e.g., social media). Ideas for potential uses included: tours of the lock and historic sites, plaza and water features, and an iconic project to provide a catalyst for the site.

The neighborhood association meetings were conducted in 2019 and focused on obtaining feedback on the transportation proposal for Willamette Falls Boulevard. Feedback included highlighting the need for the design to address operations and safety (for all roadway users), facilitate future access to the waterfront, and the relationship of the project to I-205 and ODOT's proposed tolling project.

#### RESULTS OF COMMUNITY OUTREACH

Prior to the project being placed on hold, City of West Linn staff compiled the feedback received from the community and developed three (3) land use options for further consideration. These are shown in Figures A7 to A9. The draft Community Vision will continue public outreach to identify the preferred land use option for the Waterfront and then move towards developing the details (e.g., building heights, specific uses, lot coverage, design standards, etc.) in future phases of the project.

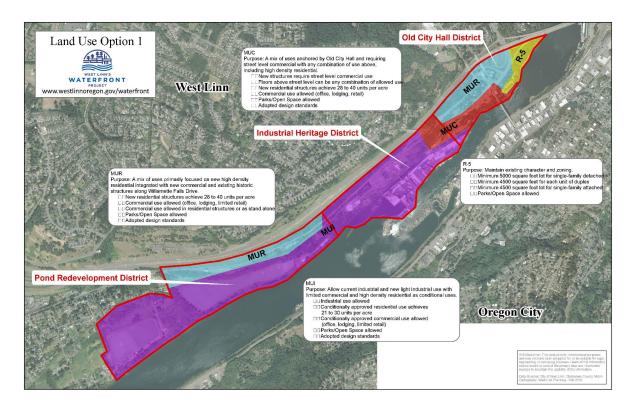


Figure A10: Land Use Option 1.

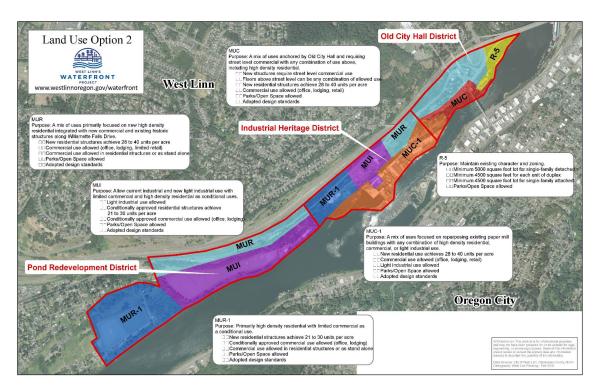


Figure A11: Land Use Option 2.

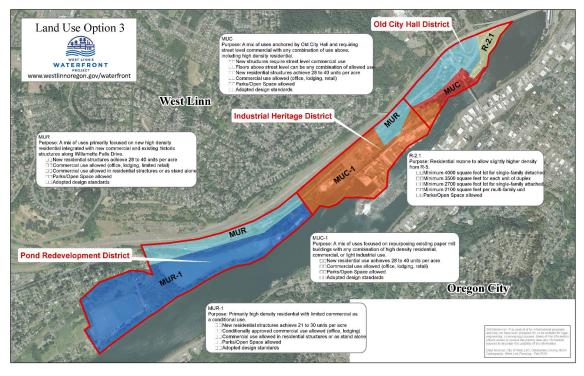


Figure A12: Land Use Option 3.

### APPENDIX B: PROJECT WORKING GROUP CHARTER AND MEMBERSHIP LIST



#### West Linn Waterfront Plan

#### Working Group

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

#### Working Group Purpose

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

#### **Working Group Goals**

Evaluate and recommend a final plan that includes:

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

#### Working Group Membership

City Council	Mary Baumgardner Lou Groner (Alternate)				
Planning Commission	Tom Watton				
Historic Review Board	James Manning				
Willamette Neighborhood Association	Kathi Halicki				
Bolton Neighborhood Association	Patrick Hogan				
Sunset Neighborhood Association	Bayley Bogess				
PGE (Property Owner)	Julie Hernandez, Local Government Affairs Manager				
Belgravia (Property Owner)	Kyle Anderson, GBD Architects				
Willamette Falls Trust	Andrew Mason, Willamette Falls Trust				
Confederated Tribes of the Grand Ronde	Jon George				

Willamette Falls and Landings Heritage Area Coalition	Britta Mansfield, Executive Director
Waterfront Development Professional	Jim Edwards
Planning Area Property Owner (Willamette)	Robert Schultz
Planning Area Property Owner (Historic City Hall)	Chris Boston
Youth Advisory Council	Caroline Nielson
River Access & Recreation	Jeff Kohne
Sustainability Advisory Board	Josh Carter
Economic Development Committee	Greg Smith
Willamette Riverkeepers	Travis Williams

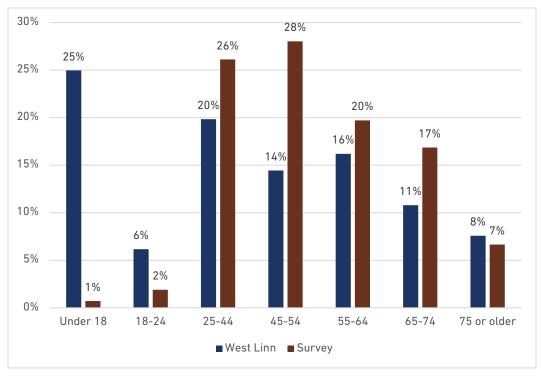
#### APPENDIX C: DEMOGRAPHIC COMPARISON OF SURVEY RESPONDENTS TO WIDER WEST LINN **COMMUNITY**

#### AGE

Table C1: Age comparison of West Linn residents and survey respondents. (2022 5-Year ACS Census).

	West	: Linn	Survey respondents			
	Number	%	Number	%		
Under 18	6,784	25%	3	1%		
18-24	1,675	6%	8	2%		
25-44	5,391	20%	110	26%		
45-54	3,925	14%	118	28%		
55-64	4,400	16%	83	20%		
65-74	2,932	11%	71	17%		
75 or older	2,060	8%	28	7%		
Total	27,167	100%	421	100%		

Figure C1. Age comparison of West Linn residents and survey respondents. (2022 5-Year ACS Census).

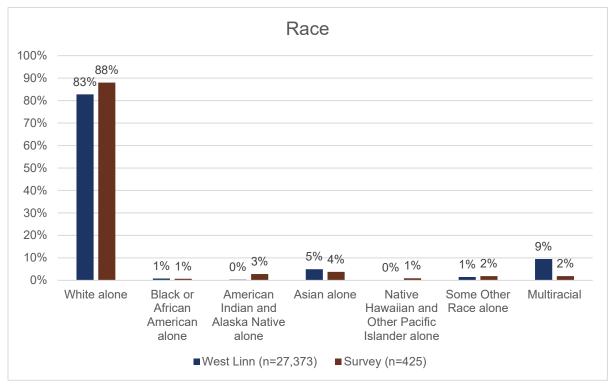


#### RACE

Table C2. Race comparison of West Linn residents and survey respondents. (2020 Decennial Census).

	West Linn		Sur	vey
	Number	%	Number	%
White alone	22,656	83%	374	88%
Black or African American alone	225	1%	3	1%
American Indian and Alaska Native alone	91	0.3%	12	3%
Asian alone	1,358	5%	16	4%
Native Hawaiian and Other Pacific Islander alone	35	0.1%	4	1%
Some Other Race alone	409	1%	8	2%
Multiracial	2,599	9%	8	2%
Total	27,373	-	425	-

Figure C2. Race comparison of West Linn residents and survey respondents. (2020 Decennial Census).

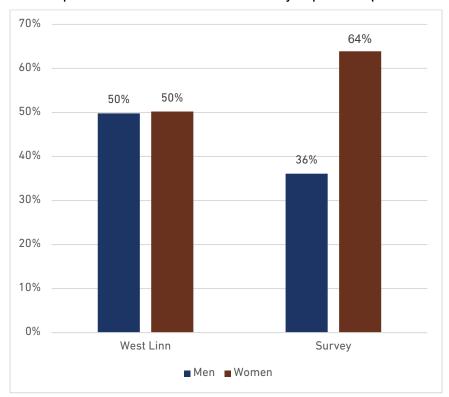


#### **GENDER**

Table C3. Gender comparison of West Linn residents and survey respondents. (2022 5-Year ACS Census).

	West	Linn	Survey		
	Number	%	Number	%	
Men	13,526	50%	152	35%	
Women	13,641	50%	269	63%	
Nonbinary/prefer not to say	-	-	8	2%	
Total	27,167		429		

Figure C3. Gender\* comparison of West Linn residents and survey respondents. (2022 5-Year ACS Census).



<sup>\*</sup>Graph does not include nonbinary/prefer not to say responses.

## APPENDIX D: SUMMARY OF PUBLIC OPEN HOUSE CONDUCTED ON MARCH 9, 2024.

