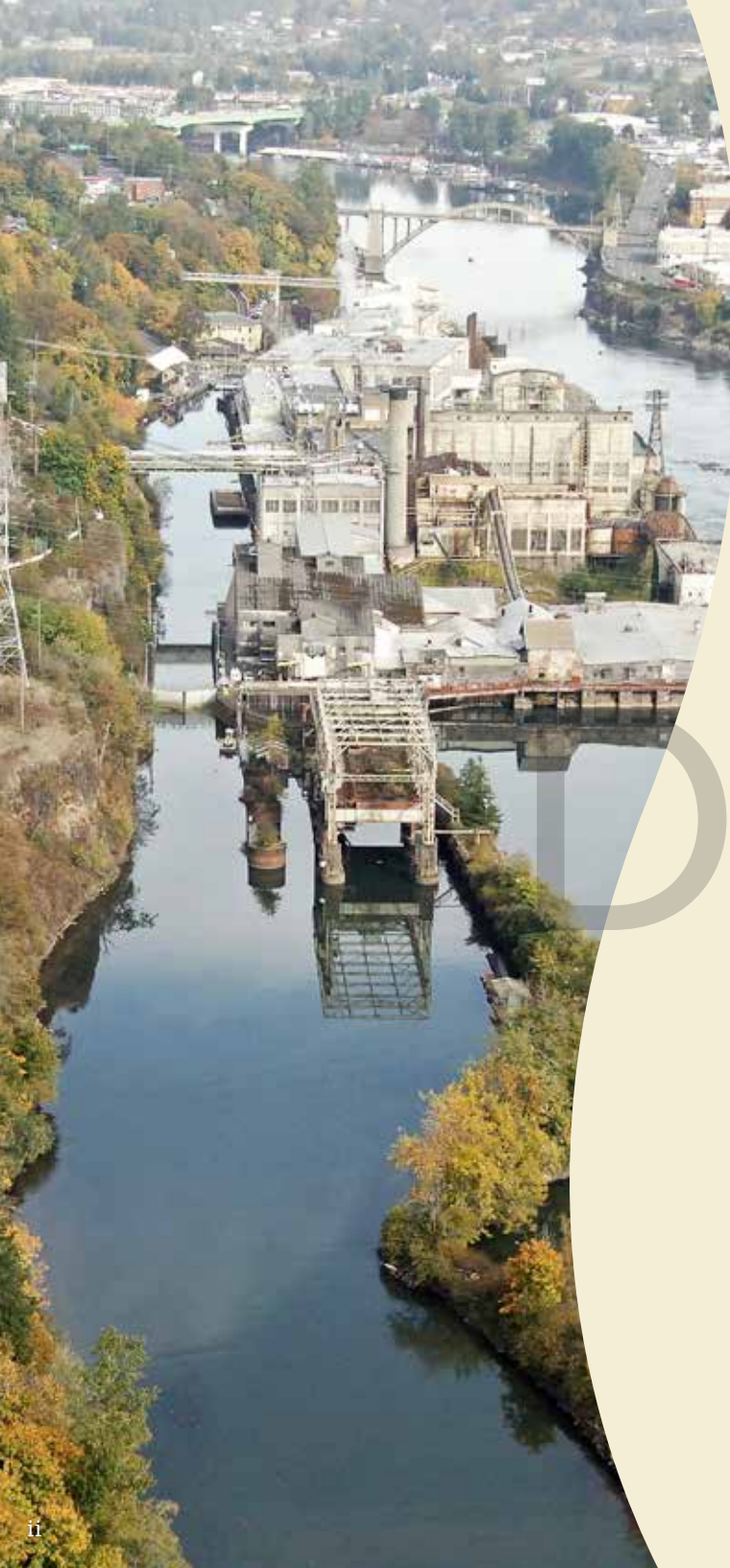




WEST LINN
WATERFRONT
PROJECT

Community Vision Plan

February 2024



ACKNOWLEDGMENTS

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01

Introduction





WHAT IS THIS VISION PLAN?

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

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

To capitalize on this moment, the City of West Linn has restarted an 18-month 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 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.

PROJECT 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:

ENSURE
a community-driven process.

CREATE
new opportunities to access and enjoy the Waterfront.

SUPPORT
cultural and environmental stewardship.

IMPROVE
site access and multimodal transportation.

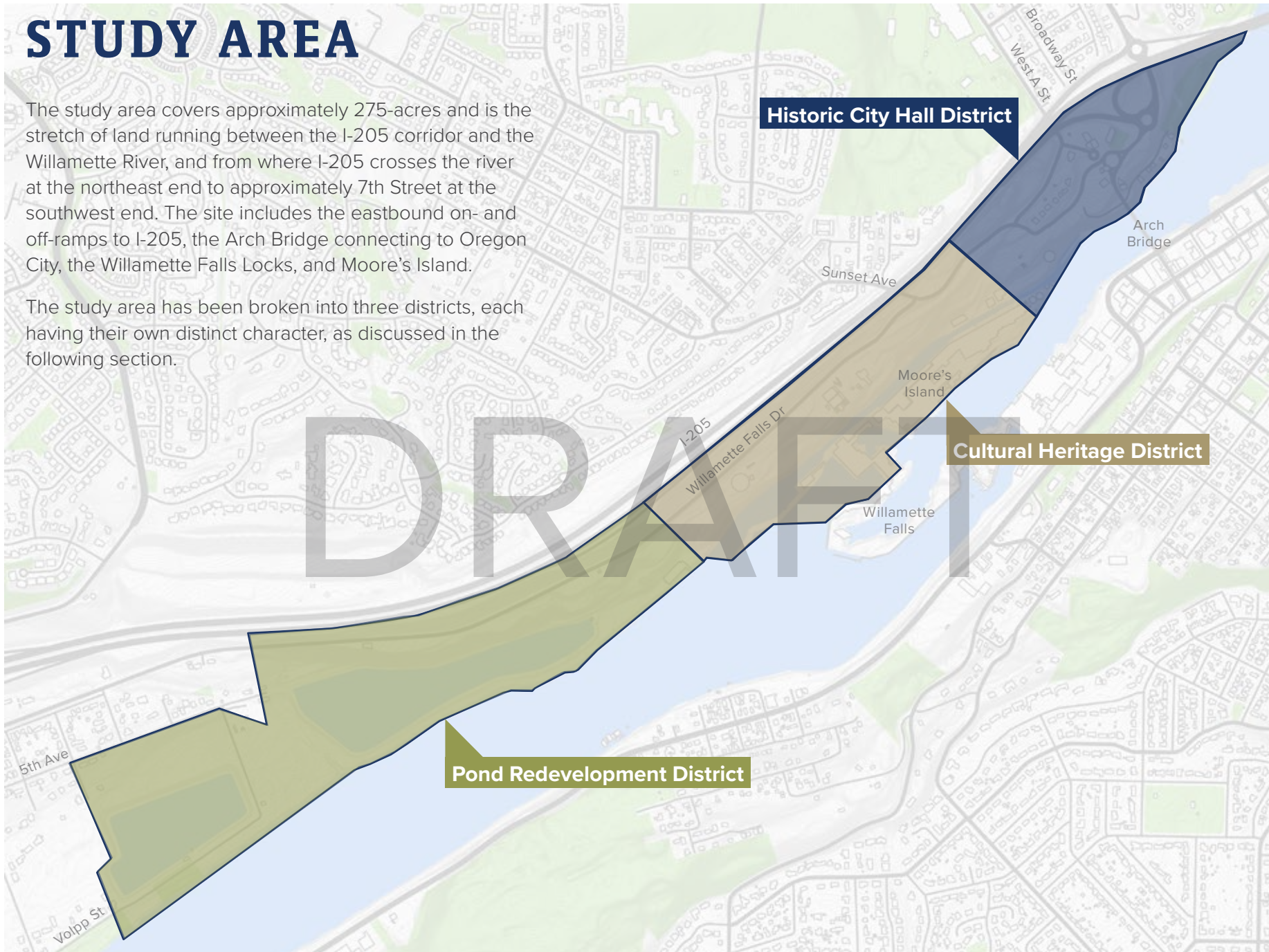
BUILD
public amenities that attract private investment.



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.

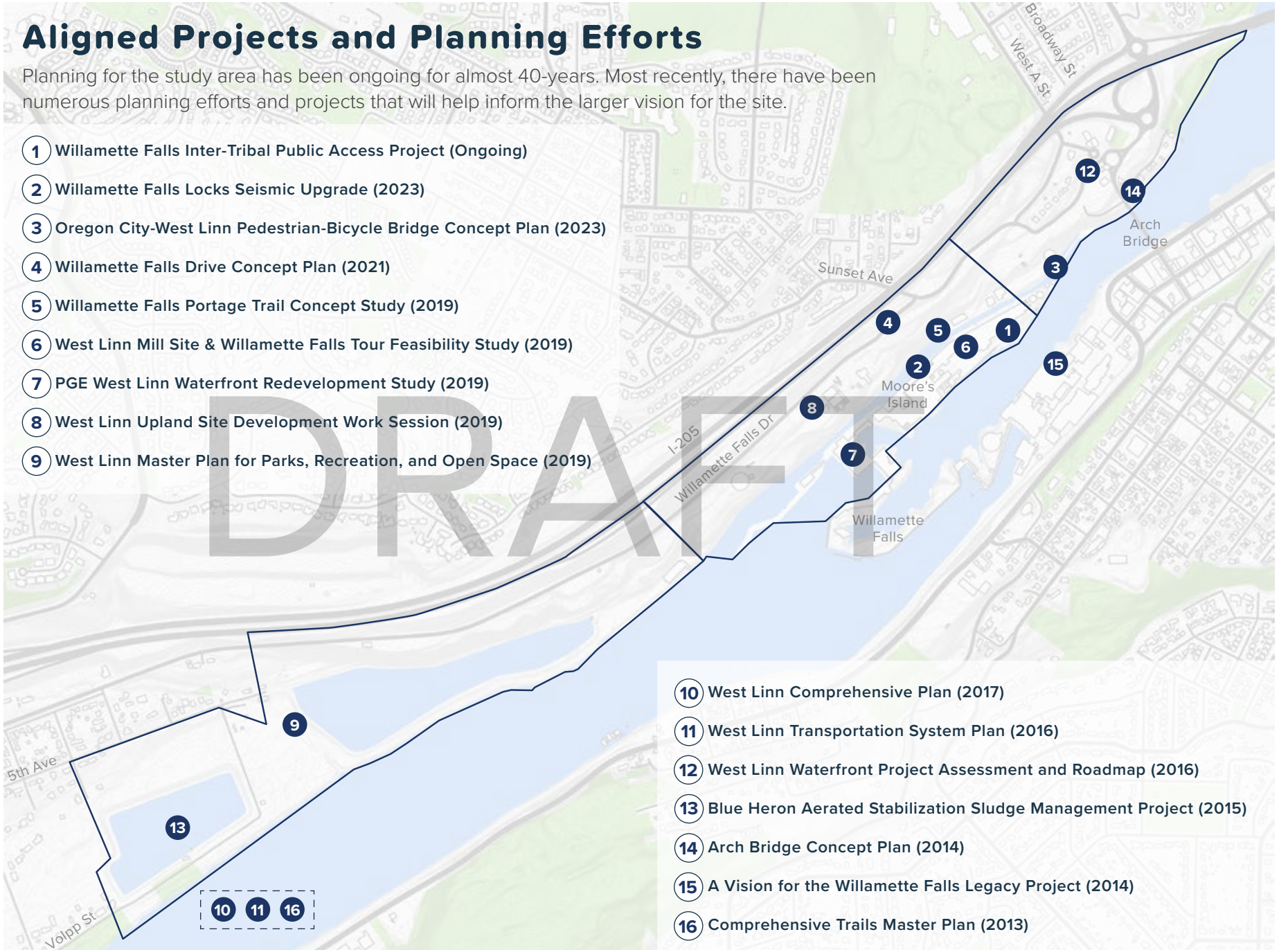
The study area has been broken into three districts, each having their own distinct character, as discussed in the following section.



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)



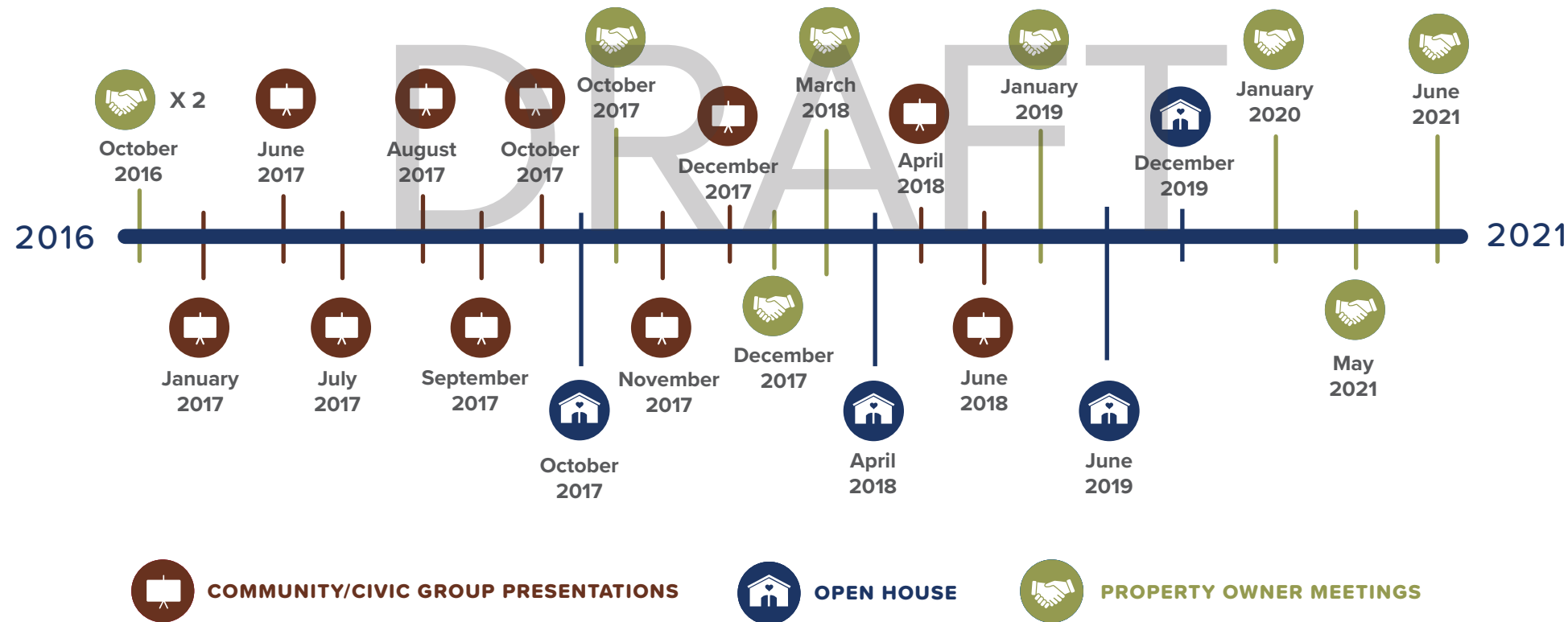
- 10 West Linn Comprehensive Plan (2017)
- 11 West Linn Transportation System Plan (2016)
- 12 West Linn Waterfront Project Assessment and Roadmap (2016)
- 13 Blue Heron Aerated Stabilization Sludge Management Project (2015)
- 14 Arch Bridge Concept Plan (2014)
- 15 A Vision for the Willamette Falls Legacy Project (2014)
- 16 Comprehensive Trails Master Plan (2013)

How We Got Here

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 most recent planning effort between 2016 and 2021.

Considerable community engagement – including open houses, community group presentations, and property owner meetings – resulted in refinements to the guiding principles and 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 their own planning processes to understand how they can best realize the potential for the Waterfront.

2016–2021 COMMUNITY ENGAGEMENT SUMMARY



Project Phasing

Unfortunately, the process that started in 2016 was delayed by the COVID-19 pandemic. This Vision Plan marks the restart of that process. The West Linn Waterfront project will take place over 18 months. Initial analysis of the site was conducted in Summer 2023. From here, the work will consist of three stages, each roughly four months in duration.

Throughout all three stages, the Vision Plan will be guided by a Project Working Group (PWG) who represent a diverse group of key stakeholders whose input, advice, and feedback will help shape the planning process. This preliminary Vision Plan document has undergone review and approval by the PWG.

We are currently in the Plan Testing stage where various planning and programmatic concepts will be tested and shared with the community. Refinements will be made based on community input and will result in a comprehensive project vision that describes the guiding principles for the site and combines the most successful aspects of each planning option into a single plan for development.

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

Fall/Winter 2023/24

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

Plan Testing

Spring 2024

- » Vision Plan Refinement
- » Option Refinement
- » Economic Assessment
- » Public Review
- » Implementation Strategies
- » Final Documentation

Preferred Plan

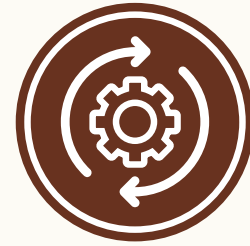
Summer/Fall 2024

- » Zoning/Code Updates
- » Financing Plan
- » Public Review
- » Legislative Adoption

Legislative Adoption

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 the paper mill and electric utility sites.
- Land use decisions support community vision and market principles.
- Set expectations and parameters through market-feasible zoning and design guidelines.
- Encourage and enable private sector investment to build high quality places.
- Adaptive reuse of existing buildings.
- 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

- Balanced land use and transportation design.
- Livability and accessibility of nearby neighborhoods.
- Preserve truck access as needed to support commercial and industrial activity.
- Leverage public funds with private investment for safety and capacity improvements.
- Improved local access through the area.
- Creative solutions for multi-modal improvements.



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.



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 Treaty and restore and respect Indigenous traditions along the Willamette River and Falls.
- Collaboration with other regional efforts.
- Collaboration with efforts to repair and reopen the Willamette Falls Locks.
- Support business viability and vitality.
- Maximize economic connections to the Willamette Historic District.

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02

Planning Framework



TOWARDS A PLANNING FRAMEWORK

The following pages outline a Planning Framework that centers the public realm at its core. The public realm refers to a collection of spaces that are open and accessible to the public, including streets and trails, green spaces, and cultural and historic sites. The primary goal of this Planning Framework is to function as a blueprint for safeguarding natural and cultural resources, while identifying ongoing work and potential areas for new development along the Waterfront.

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

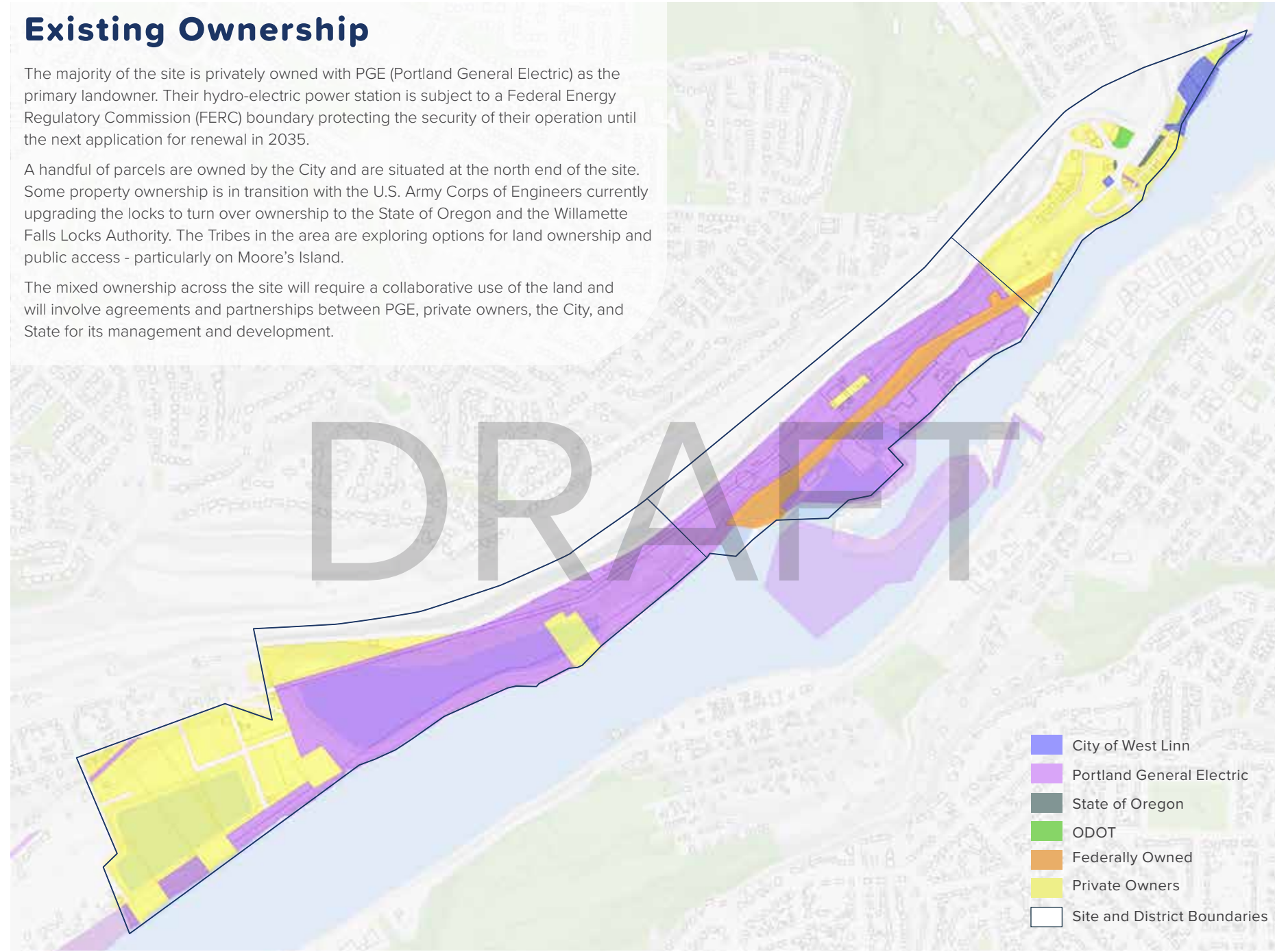


Existing Ownership

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

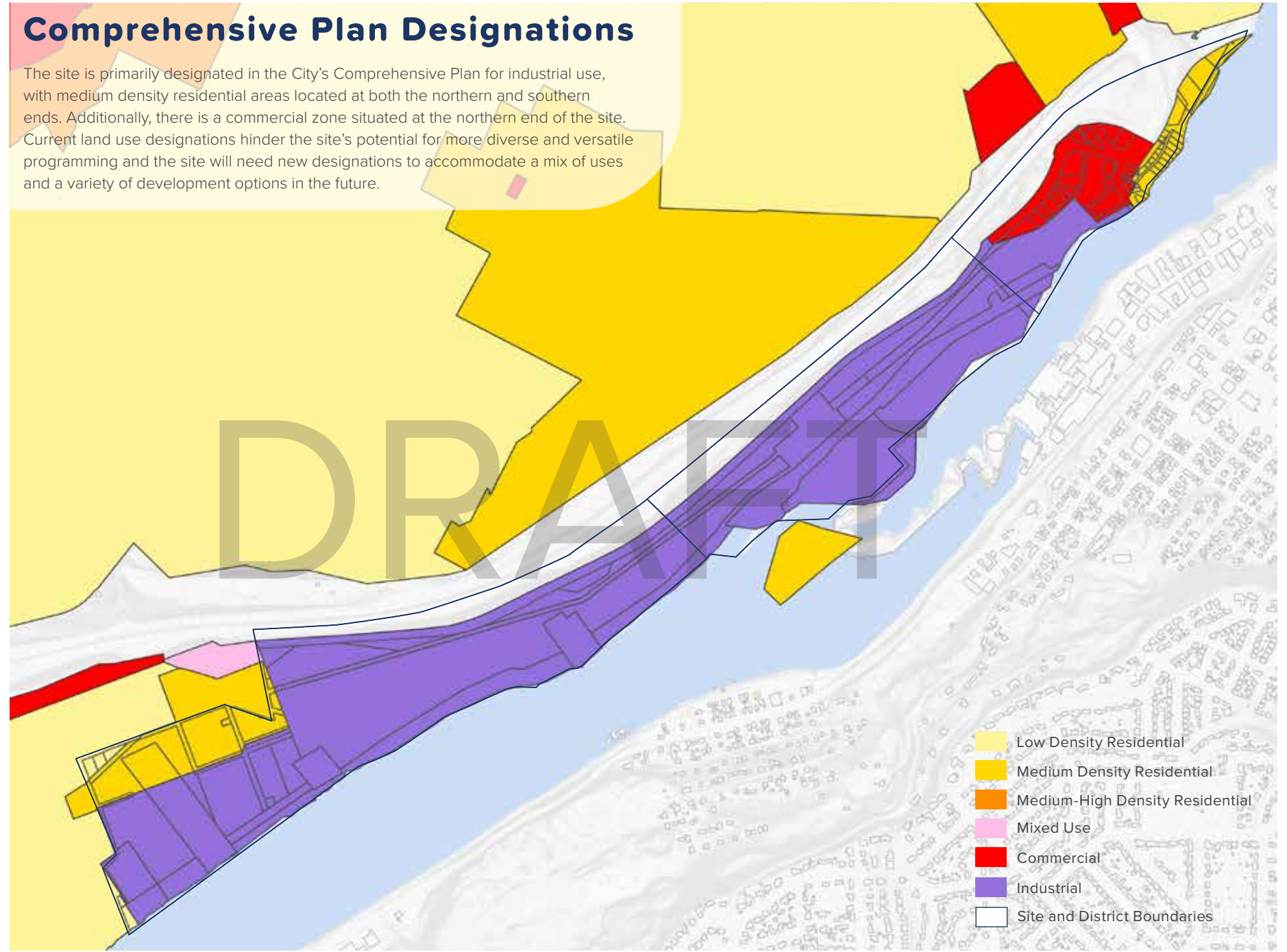
A handful of parcels are owned by the City and are situated at the north end of the site. Some property ownership is in transition with the U.S. Army Corps of Engineers currently upgrading the locks to turn over ownership to the State of Oregon and the Willamette Falls Locks Authority. The Tribes in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

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



Comprehensive Plan Designations

The site is primarily designated in the City's Comprehensive Plan for industrial use, with medium density residential areas located at both the northern and southern ends. Additionally, there is a commercial zone situated at the northern end of the site. Current land use designations hinder the site's potential for more diverse and versatile programming and the site will need new designations to accommodate a mix of uses and a variety of development options in the future.



Flood Plain

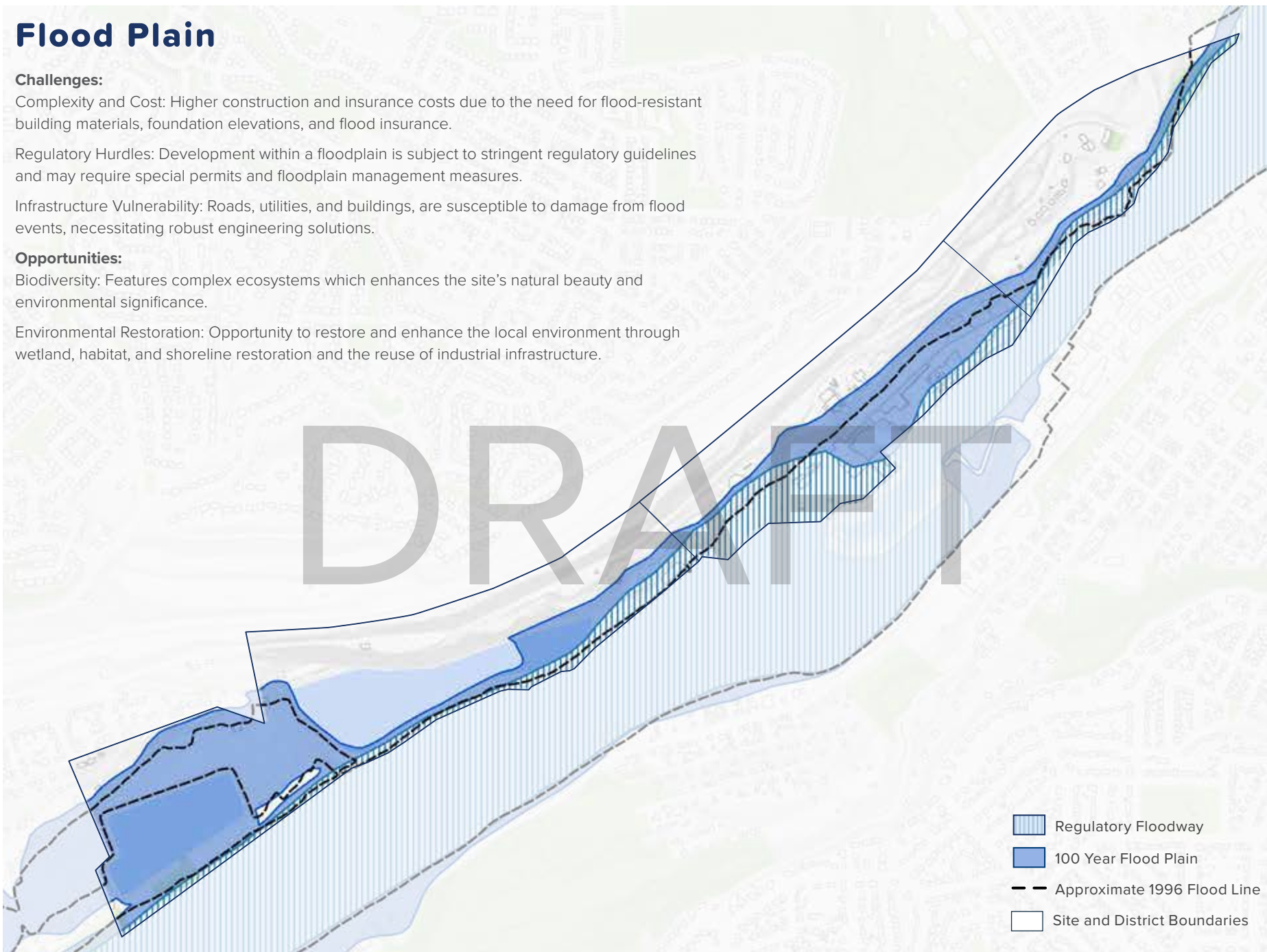
Challenges:
Complexity and Cost: Higher construction and insurance costs due to the need for flood-resistant building materials, foundation elevations, and flood insurance.




Regulatory Hurdles: Development within a floodplain is subject to stringent regulatory guidelines and may require special permits and floodplain management measures.

Infrastructure Vulnerability: Roads, utilities, and buildings, are susceptible to damage from flood events, necessitating robust engineering solutions.

Opportunities:
Biodiversity: Features complex ecosystems which enhances the site's natural beauty and environmental significance.

Environmental Restoration: Opportunity to restore and enhance the local environment through wetland, habitat, and shoreline restoration and the reuse of industrial infrastructure.



-  Regulatory Floodway
-  100 Year Flood Plain
-  Approximate 1996 Flood Line
-  Site and District Boundaries

Steep Slopes

Challenges:
Complexity and Cost: Extensive earthworks, and more complex engineering solutions are required. Excavation, foundation construction, and retaining wall installation will be expensive.

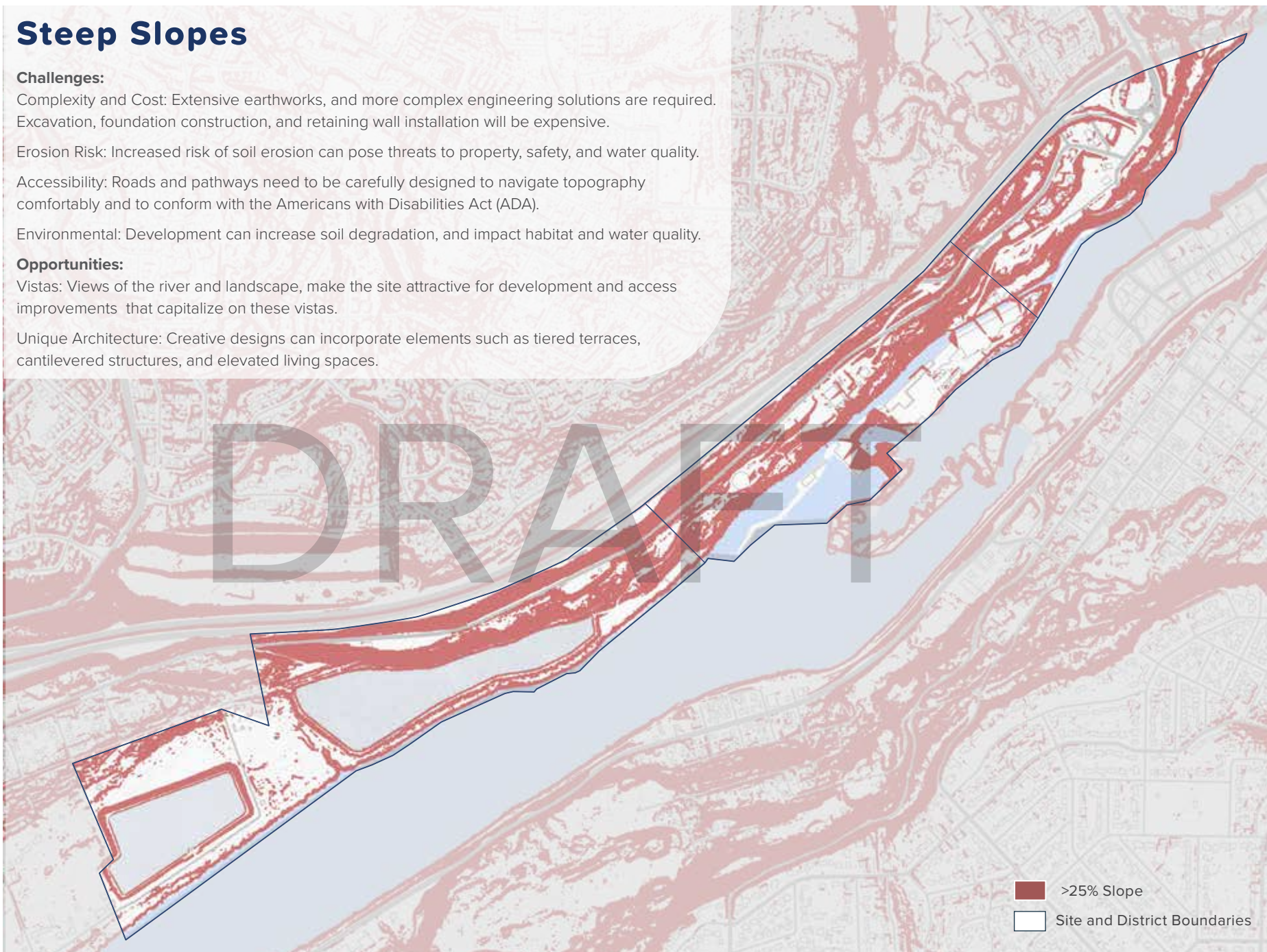
Erosion Risk: Increased risk of soil erosion can pose threats to property, safety, and water quality.



Accessibility: Roads and pathways need to be carefully designed to navigate topography comfortably and to conform with the Americans with Disabilities Act (ADA).

Environmental: Development can increase soil degradation, and impact habitat and water quality.

Opportunities:
Vistas: Views of the river and landscape, make the site attractive for development and access improvements that capitalize on these vistas.

Unique Architecture: Creative designs can incorporate elements such as tiered terraces, cantilevered structures, and elevated living spaces.



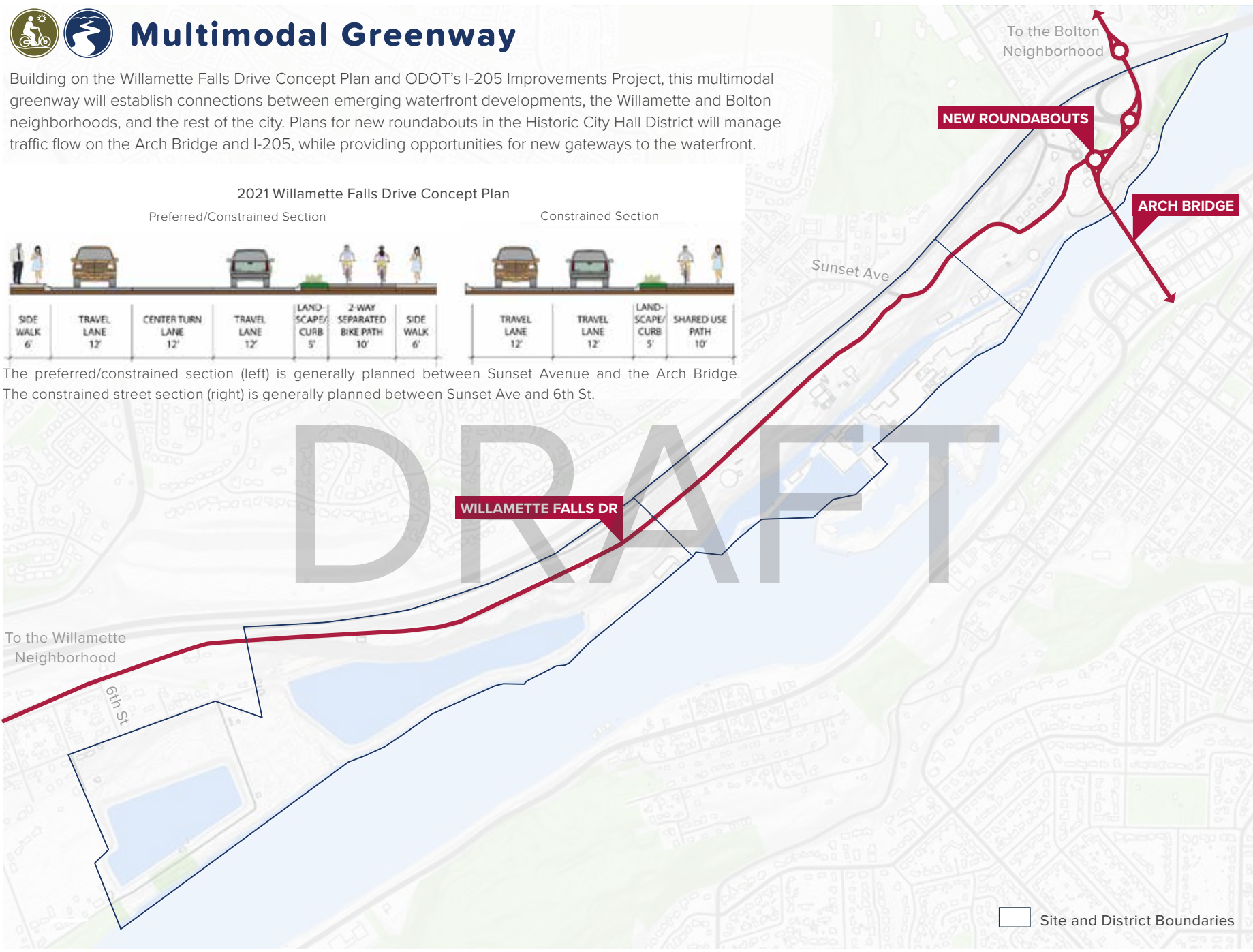
-  >25% Slope
-  Site and District Boundaries

Multimodal Greenway

Building on the Willamette Falls Drive Concept Plan and ODOT's I-205 Improvements Project, this multimodal greenway will establish connections between emerging waterfront developments, the Willamette and Bolton neighborhoods, and the rest of the city. Plans for new roundabouts in the Historic City Hall District will manage traffic flow on the Arch Bridge and I-205, while providing opportunities for new gateways to the waterfront.



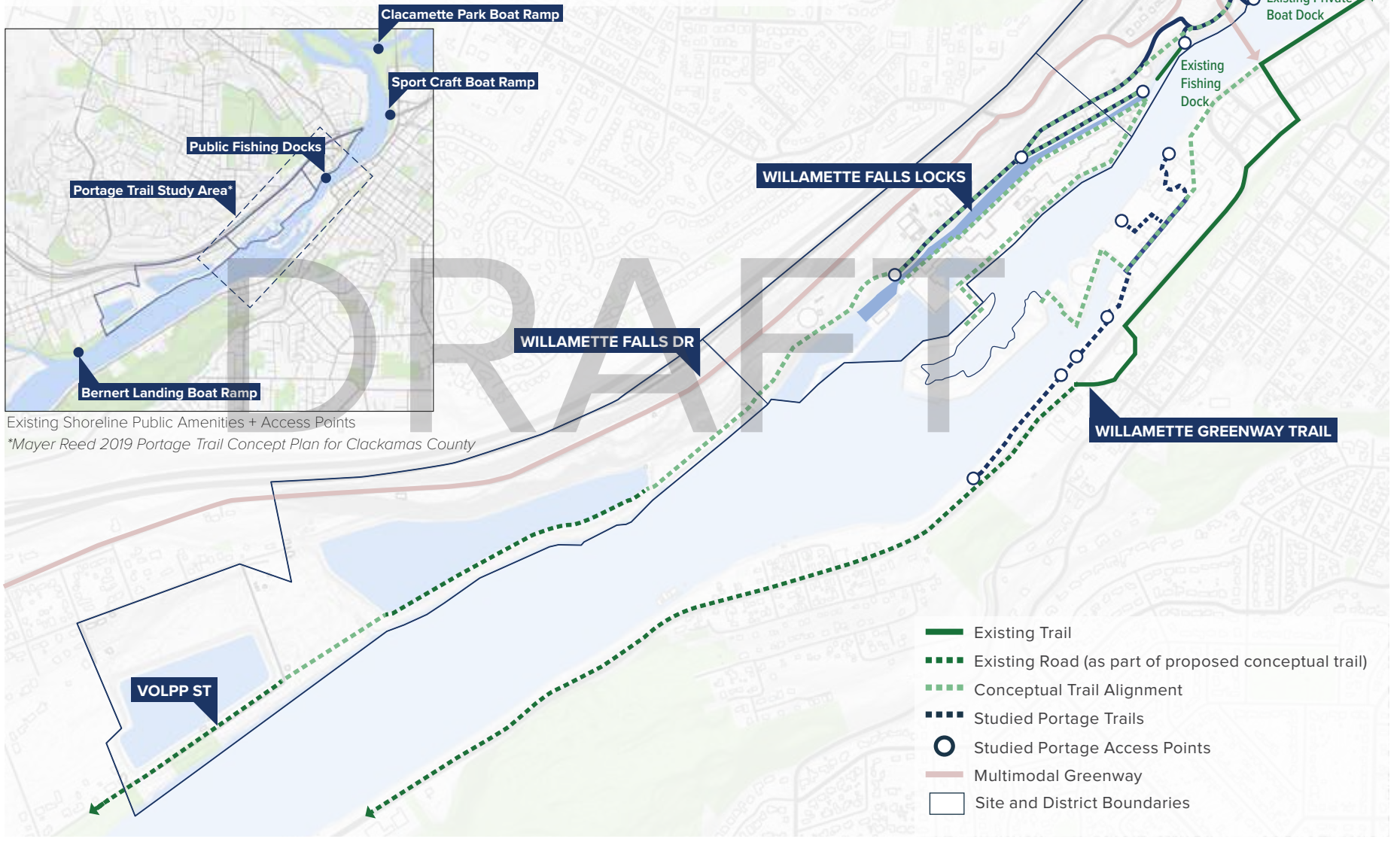
The preferred/constrained section (left) is generally planned between Sunset Avenue and the Arch Bridge. The constrained street section (right) is generally planned between Sunset Ave and 6th St.



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Waterfront Trail

A continuous waterfront trail is imagined to ensure multiple access points to the river, including designated entry and exit points for boating, fishing, and wildlife observation areas, among others. The trail is also leveraged as a natural buffer zone serving as protective barriers against floodwaters while preserving ecological diversity. Clear and direct access to the trail in key locations from Willamette Falls Drive will help ensure a cohesive and accessible active transportation network for all users. Ultimate alignment will need to account for topography challenges across the site and in particular in the steep areas adjacent to the locks.

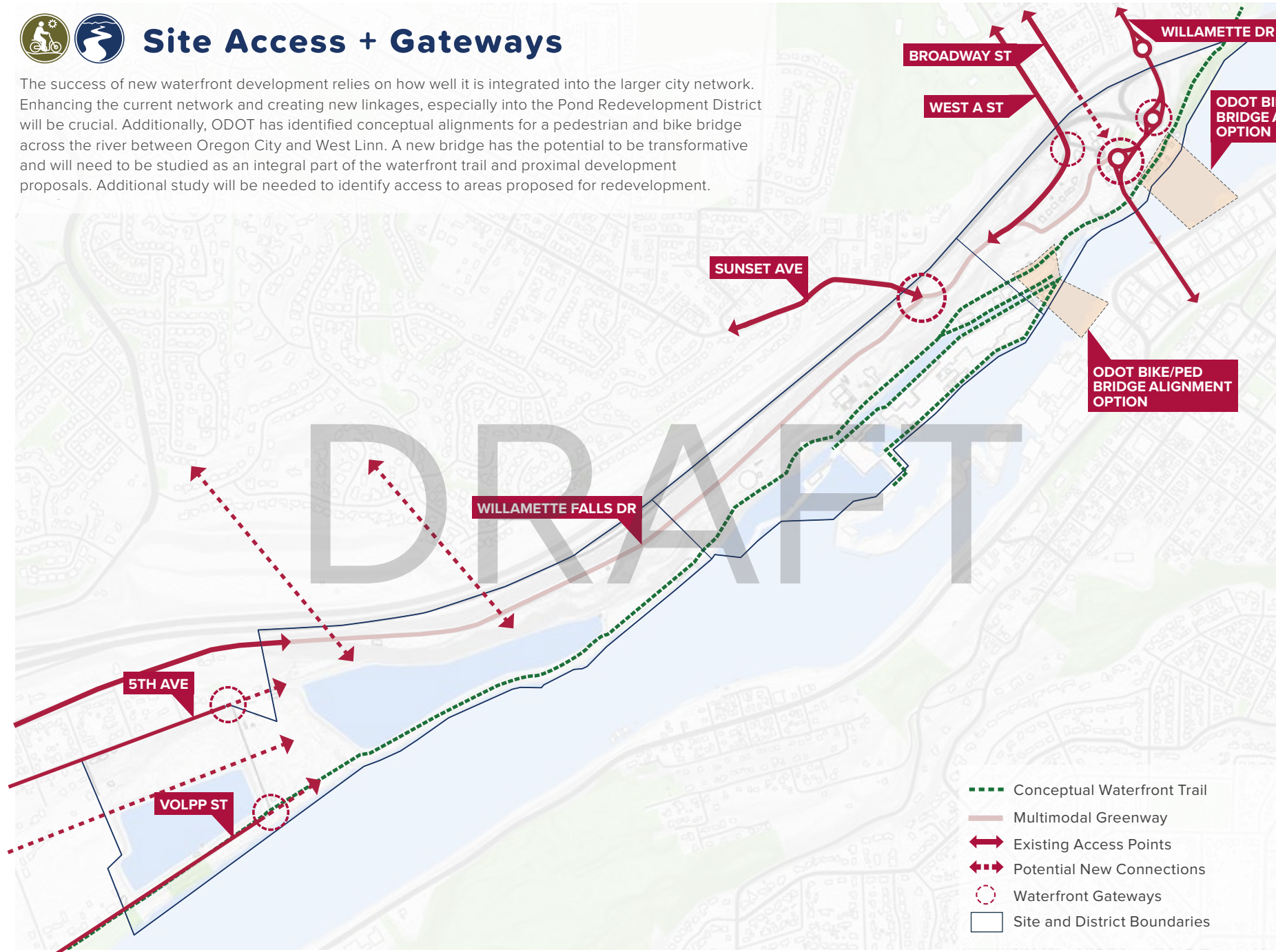


Existing Shoreline Public Amenities + Access Points
*Mayer Reed 2019 Portage Trail Concept Plan for Clackamas County

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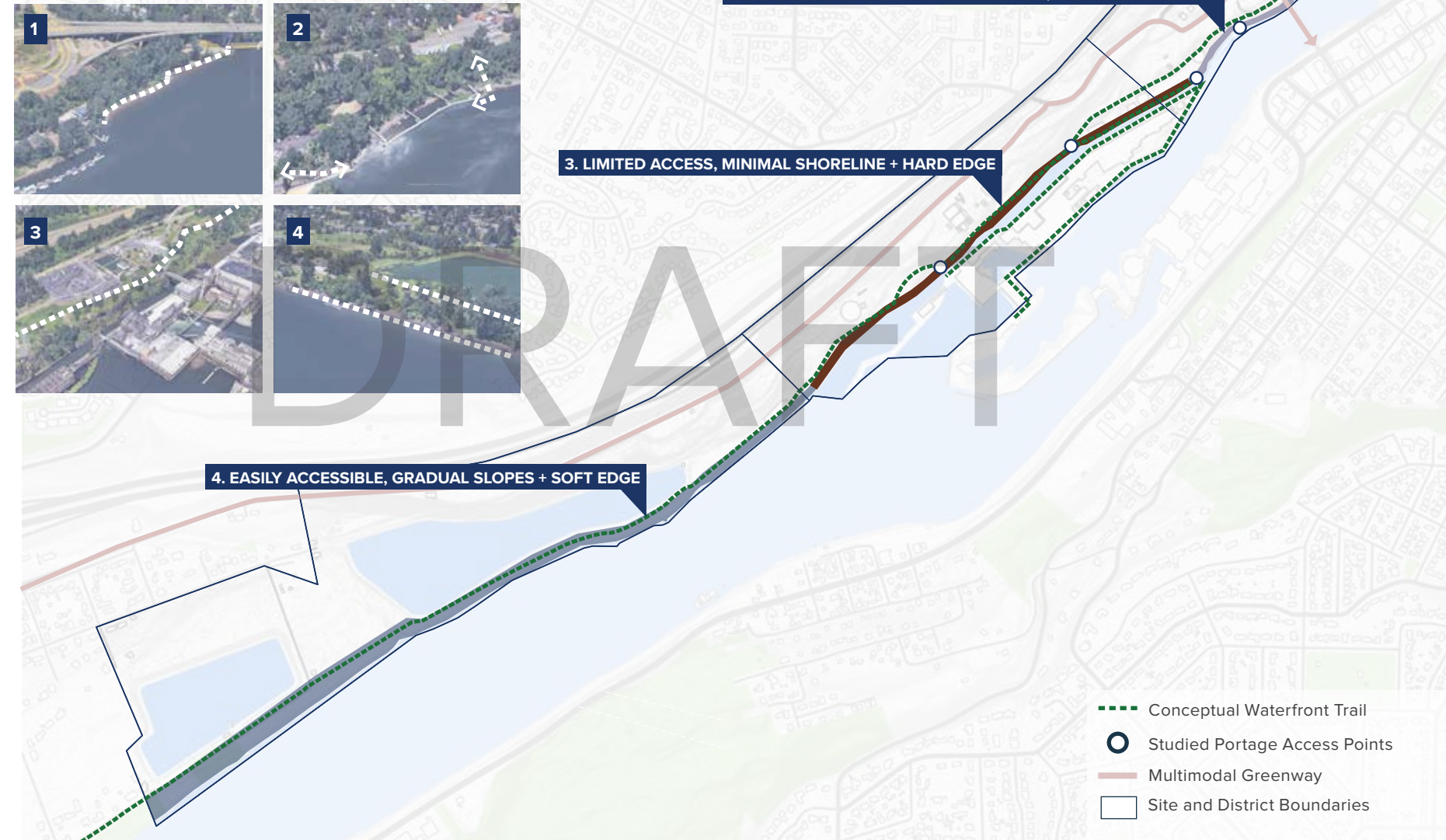
Site Access + Gateways

The success of new waterfront development relies on how well it is integrated into the larger city network. Enhancing the current network and creating new linkages, especially into the Pond Redevelopment District will be crucial. Additionally, ODOT has identified conceptual alignments for a pedestrian and bike bridge across the river between Oregon City and West Linn. A new bridge has the potential to be transformative and will need to be studied as an integral part of the waterfront trail and proximal development proposals. Additional study will be needed to identify access to areas proposed for redevelopment.



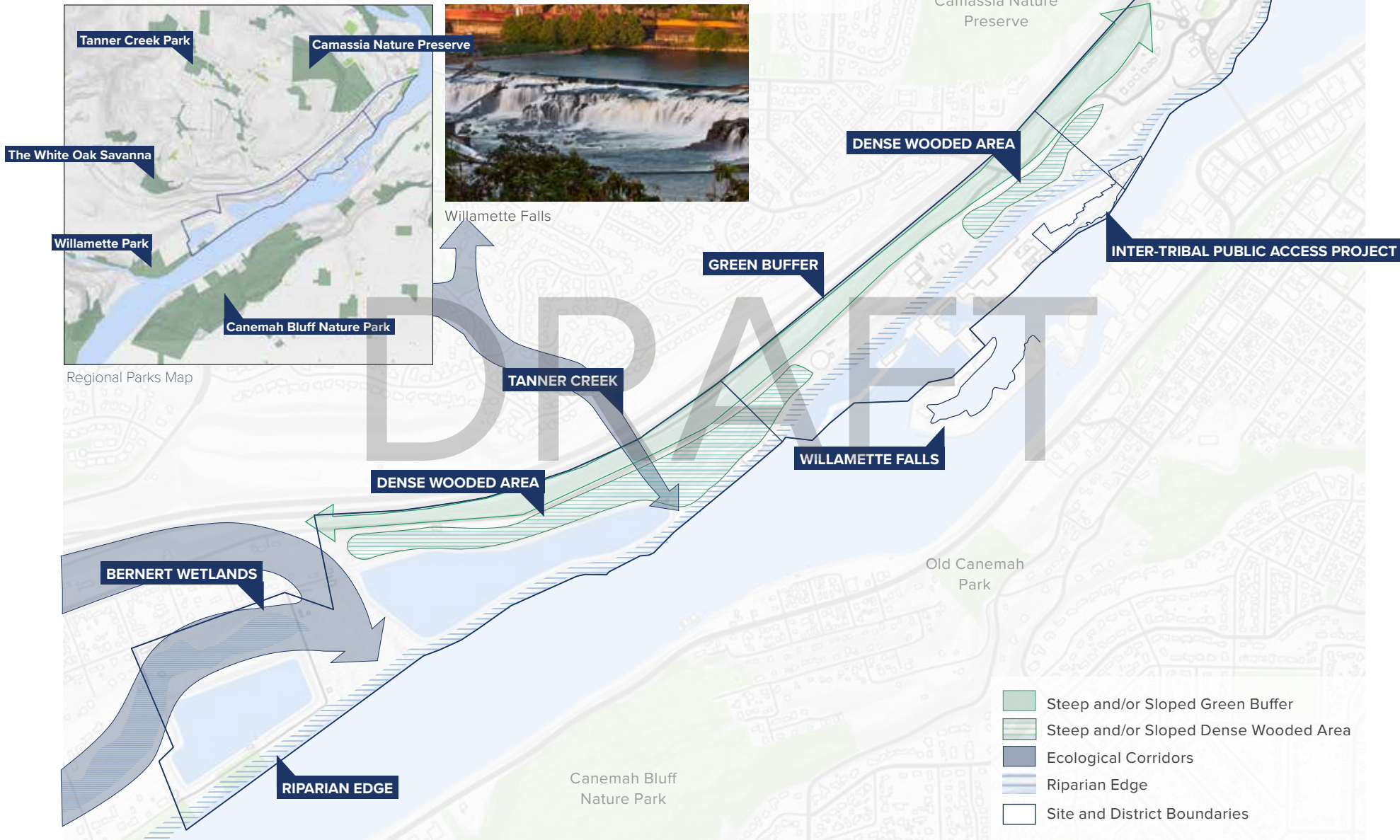
Shoreline Access + Conditions

Shoreline access, within the context of the overall circulation network, is a key component of planning for the waterfront. Existing shoreline conditions, bank widths, and slope will help determine potential Waterfront and trail programming. The location of shoreline entry points and programming will aim to prioritize integration into the overall network while minimizing ecological and natural impacts and accommodating ADA access. As such, public access will likely be provided by walkways, paths, balconies and small to medium size plazas, rather than extensive lawns or large landscaped plazas.



Natural Assets

Areas with sensitive habitats or ecological significance should be identified and preserved, even in the presence of development. Preservation and restoration of wetlands and natural buffers within the floodplain can also help mitigate the environmental impact and protect against erosion.



Cultural + Historic Infrastructure

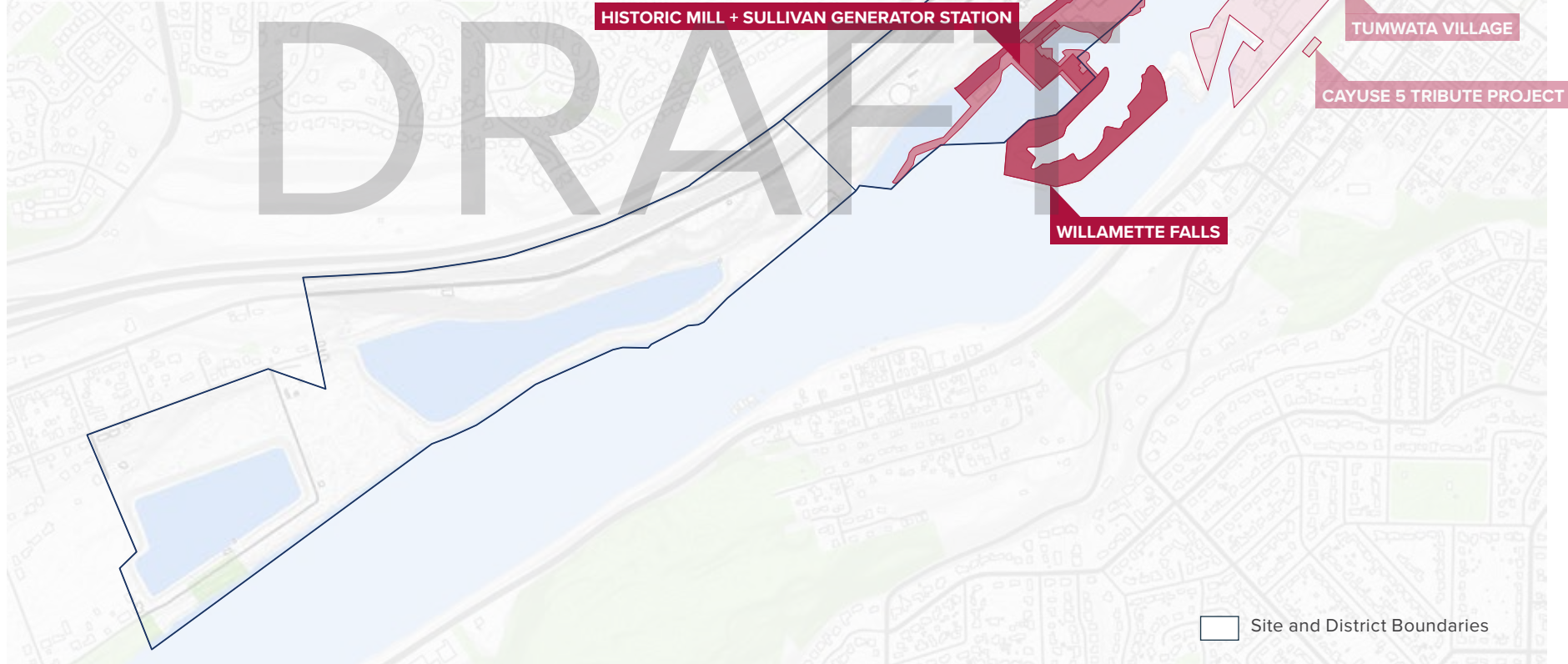
Incorporating cultural sites and historic infrastructure into the Waterfront development will offer a unique opportunity to create a sense of place, restore cultural heritage, and celebrate historic uses. Creating a balance between modernization and heritage preservation will only enhance the attractiveness of the Waterfront. The opportunity to restore traditional Indigenous practices and uses through future land use planning and programming represents a profound avenue for cultural revitalization, healing, and connection to ancestral knowledge.



Rendering of Willamette Falls Trust and Inter-Tribal Public Access Project to restore access to the falls (Credit: Willamette Falls Trust)

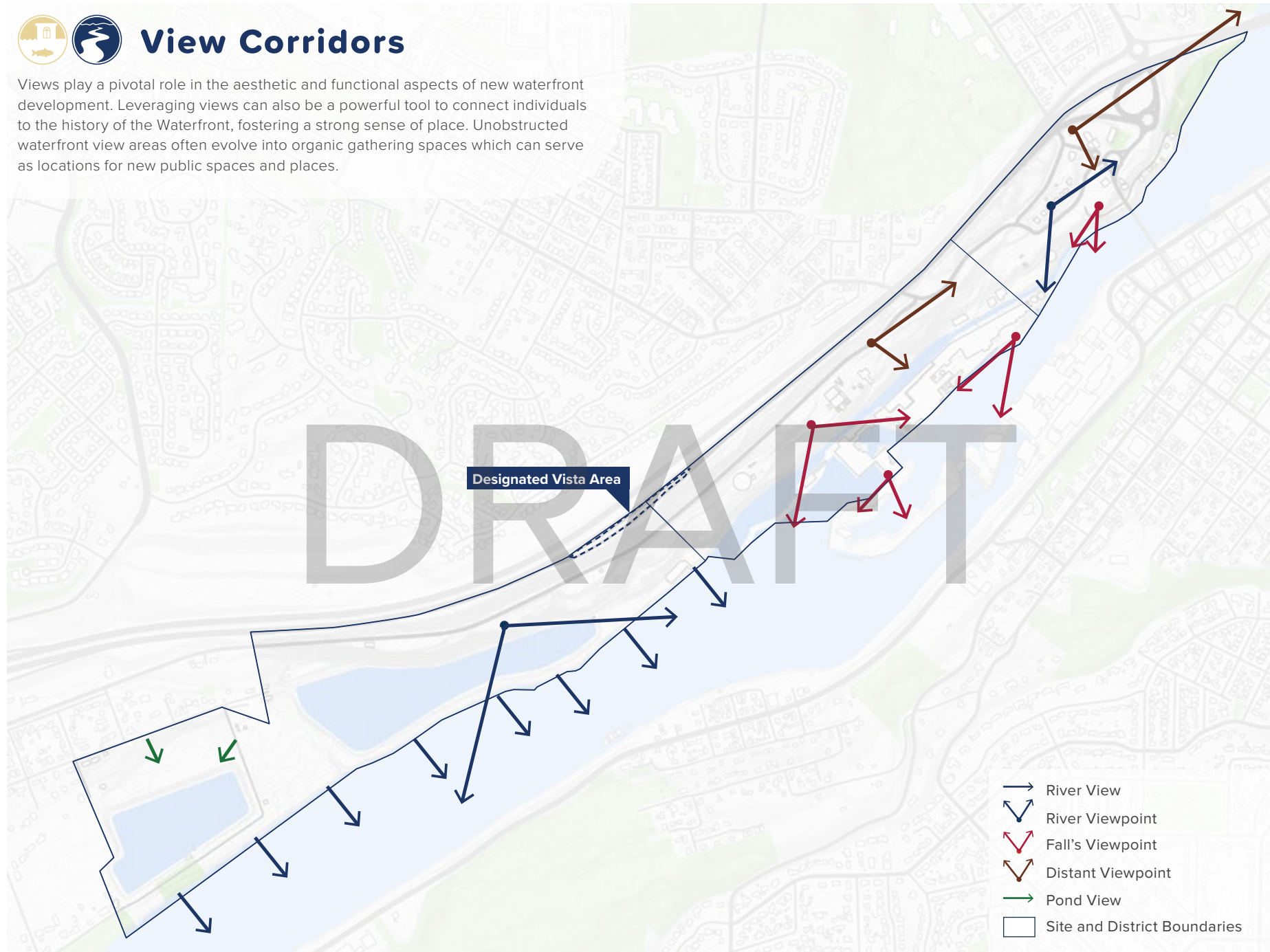


Rendering of Historic City Hall as a new multicultural center (Credit: Willamette Falls and Landings Area Coalition)



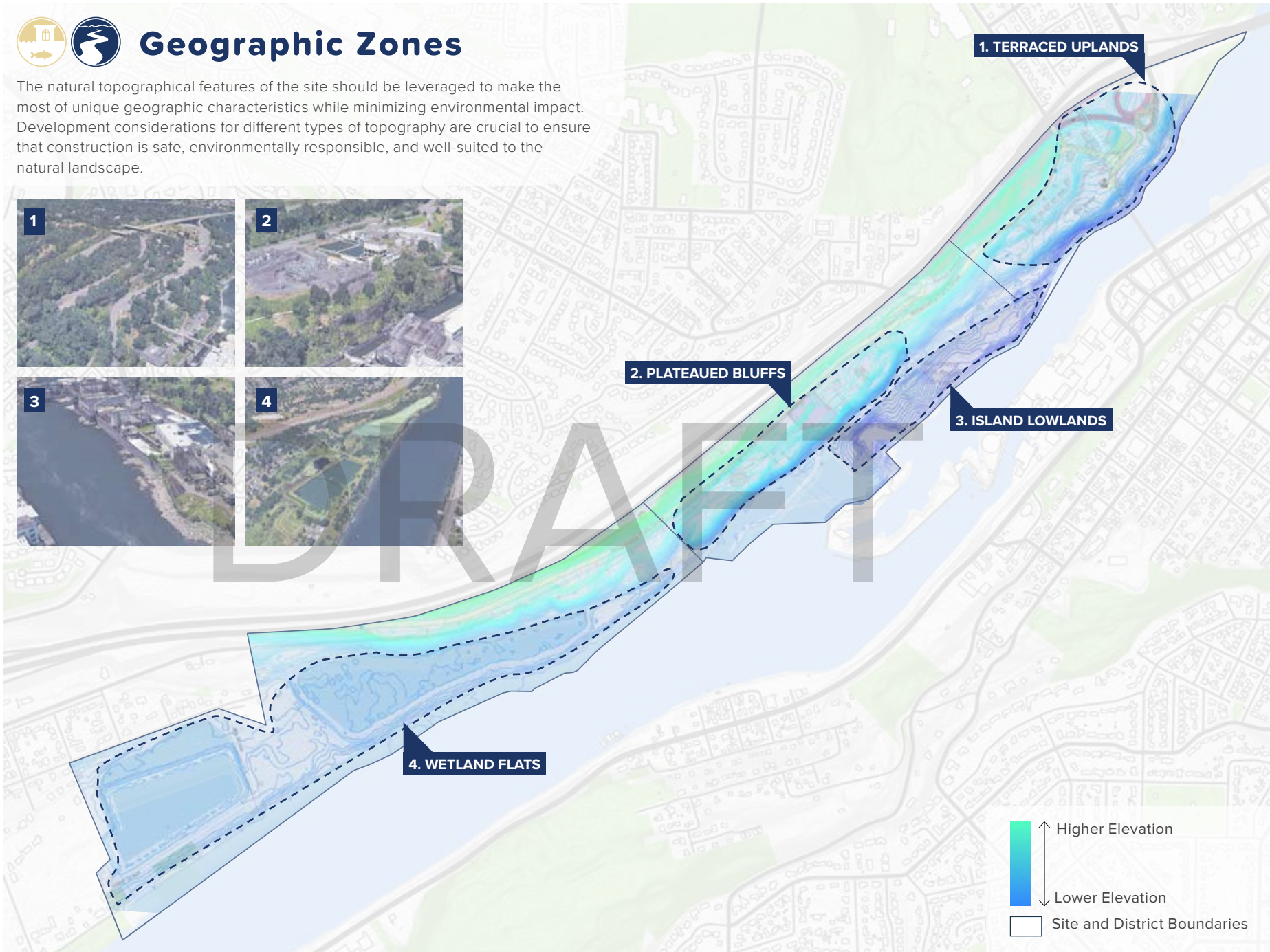
View Corridors

Views play a pivotal role in the aesthetic and functional aspects of new waterfront development. Leveraging views can also be a powerful tool to connect individuals to the history of the Waterfront, fostering a strong sense of place. Unobstructed waterfront view areas often evolve into organic gathering spaces which can serve as locations for new public spaces and places.



Geographic Zones

The natural topographical features of the site should be leveraged to make the most of unique geographic characteristics while minimizing environmental impact. Development considerations for different types of topography are crucial to ensure that construction is safe, environmentally responsible, and well-suited to the natural landscape.



PLANNING FRAMEWORK

- Multimodal Greenway
- - - Conceptual Waterfront Trail
- Existing City Connections
- Gateways
- Ecological Corridors
- Steep and/or Sloped Green Buffer
- Steep and/or Dense Wooded Area (open space programming possible)
- Historic and/or Cultural Asset
- Priority Program Areas (<25% Slope)

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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 with key entrances to the riverfront and connections to the Arch Bridge, I-205, and the Bolton Neighborhood.
- Location of proposed ODOT bike/pedestrian bridge.
- Existing structures are a mix of commercial and single-family residential.
- Existing waterfront access and activities 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.

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 to repurpose existing infrastructure and commemorate the historic uses of the Hydroelectric Plant and the Willamette Falls Paper Company on 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 connect physically and programmatically to Tumwata Village across the river in Oregon City.
- Shoreline adjacent to the locks is defined by a hard edge with limited accessibility to the water.
- Potential connections to proposed ODOT bike/pedestrian bridge.

Pond Redevelopment District:

- Lowest elevation and most of site is 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 to convert to other uses.
- Provides closest views of the river at the lowest elevation.
- District has limited access and entry points with no connections across I-205.



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.

Rental vacancies are relatively low.

While floodplain challenges may not make the Waterfront the ideal site 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 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.

Challenges:

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

Retail out of favor with the popularity of e-commerce.

Lack of connectivity with other retail centers in West Linn.

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.



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



Hood River, OR - Pfriem Family Brewers

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.

Travelers seek authentic, locally immersive experiences. Alternative lodging options that are combined with other experiential uses such as a concert venue or similar amenities may be feasible.

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



Kalama, WA - McMenamins Kalama Harbor Lodge





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District Planning



DISTRICT PLANNING APPROACH

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

PLANNING FRAMEWORK + KEY PLANNING ISSUES

A comprehensive roadmap that defines site-wide opportunities while providing an understanding of the planning issues specific to each district (as outlined in the previous chapter).



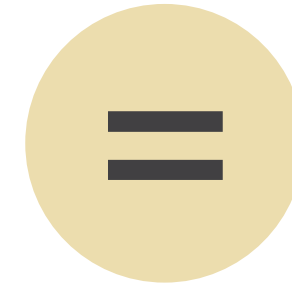
COMMUNITY LAND USE + PROGRAMMING IDEAS

Identification of land uses and amenities that the community would like to see on the waterfront. These ideas are sourced from the City's previous public engagement initiative spanning from 2016 to 2019.



MARKET ANALYSIS (DISTRICT WIDE)

Understanding the potential opportunities in the market will help inform strategies to execute the vision. An assessment of the feasibility of programming elements and land uses given the current and near-term market conditions of West Linn was completed in October 2023.



DISTRICT APPROACH

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

Prioritization of Guiding Principles

While all of the guiding principles remain fundamental, certain principles will be prioritized over others, as dictated by the unique characteristics and needs of each district.

Potential Programs

The identity and character of a district serves as a lens through which program ideas are curated. Proposed programs should align with the district approach, meet community needs, and contribute positively to the overall vision for the Waterfront. Program ideas have been organized to elicit feedback on the following categories and themes:

Parks + Recreation

- Active/programmed versus passive/open.

Cultural + Commercial Spaces

- Diversity and intensity of uses.

Housing

- Scale and density.

Parking Approach

- Structured, parking fields, or mixed.



HISTORIC CITY HALL DISTRICT



PLANNING FRAMEWORK + KEY PLANNING ISSUES

- Highest elevation with terraced views of the river, falls, and larger region.
- Location of Historic City Hall and other historically designated buildings.
- Most connected with key entrances to the riverfront and connections to the Arch Bridge, I-205, and the Bolton Neighborhood.
- Location of proposed ODOT bike/ped bridge.
- Existing structures are a mix of commercial and single-family residential.
- Existing waterfront access and activities 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.



COMMUNITY LAND USE + PROGRAMMING IDEAS

OVERALL DISTRICT (2019 Open House)

- #1 Eating/Drinking Establishments (18.3%)
- #2 Parks/Open Space (17.1%)
- #3 Hotel/Motel (15.9%)

HISTORIC STRUCTURES (2019 Open House)

- #1 Mixed-use Commercial/Residential (29.5%)
- #2 Eating/Drinking Establishments (19.5%)
- #3 Parks/Open Space + Existing Single Family (17.1% tied)

SPECIFIC PROGRAM IDEAS (2017 Open Houses)

- Parks + Recreational Space**
 - Fishing dock/platforms
 - Marina with water sport rentals
 - Park with picnic areas
 - West Bridge Park for kayak, canoe access/launching
 - Piazza/Plaza
 - Concert venue/amphitheater
 - Hotel/lodging
- Cultural + Commercial**
 - Community Center
 - Interpretive and/or Cultural Center
 - Tourist Center
 - Concert venue

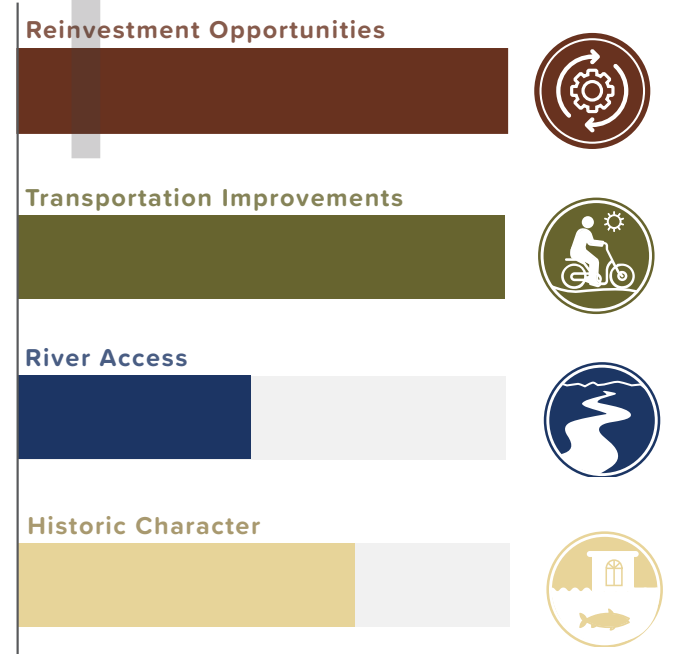


MARKET ANALYSIS (District Wide)

- Civic open and event spaces could be a draw for local development.
- Multifamily housing would help support other uses like retail and light/flex industrial or maker spaces while helping the City meet its housing goals.
- West Linn is unlikely to sustain a traditional hotel that caters to business and vacation travelers, however, destination or specialty hospitality could be feasible.
- Building high-quality parks with nearby community spaces and river-centric amenities could help people recreate closer to home and improve climate resilience.
- Light or flex industrial and/or maker space with a retail or public-facing component could add jobs while being compatible with existing and future riverfront uses.

DISTRICT APPROACH

- Identity + Character: Dense, active, and diverse
- Land Use Focus: A mix of uses, new multi-family residential, commercial development, and a reimagined Historic City Hall.
- The Historic City Hall District is envisioned as a dynamic waterfront hub with a strategic emphasis on the plan's guiding principles of reinvestment opportunities and transportation improvements.



HISTORIC CITY HALL DISTRICT

IDENTITY + CHARACTER:

Dense, active, and diverse

LAND USE FOCUS:

A mix of uses, new multi-family residential, commercial development, and a reimagined Historic City Hall.

POTENTIAL PROGRAMS:

Parks + Recreational Space

- Central public square
- Terraced outdoor amphitheater
- Open lawn area
- Improved boat launch and fishing docks

Cultural + Commercial

- Street-facing cafes/restaurants
- Tourist center
- Concert/performance venue
- Destination hotel



“A heart & center for West Linn.”

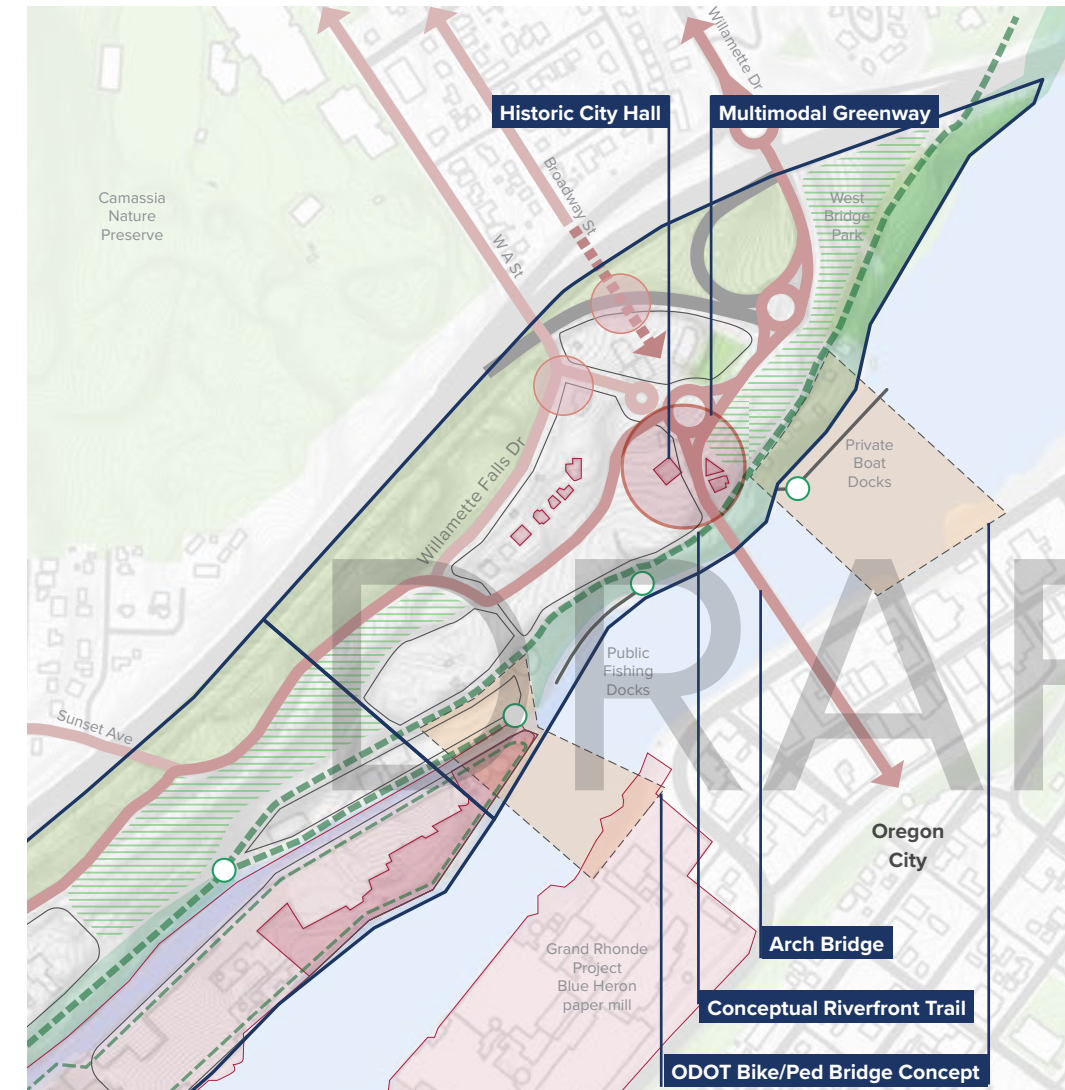
“Keep & reuse City Hall.”

“Large piazza area with fountains, cafes, retail (not industrial or offices)...”

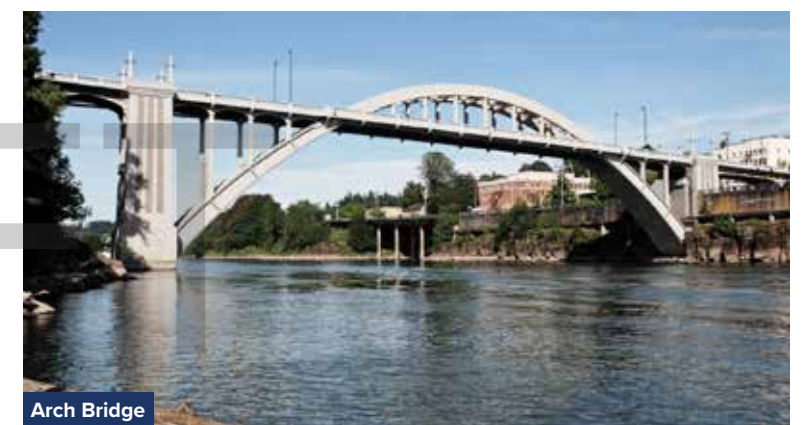
“...Incorporate an open area (multi-purpose) which can be dedicated to events.”

“A small movie theater/play theater, cafes, galleries, a community arts center..”

Planning Framework



- | | |
|-----------------------------------|--|
| — Multimodal Greenway | — Ecological Corridors |
| — Existing City Connections | — Steep and/or Sloped Green Buffer |
| ○ Gateways | — Steep/Dense Wooded Area (open space programs possible) |
| — Conceptual Waterfront Trail | ■ Historic and/or Cultural Asset |
| ○ Potential Portage Access Points | □ Priority Program Areas (<25% slope) |



POTENTIAL PROGRAMS

Parks + Recreational Space



Central Public Square



Terraced Outdoor Amphitheater



Open Lawn Area



Improved Boat Launch + Fishing Docks

Active/Programmed versus Passive/Open

Cultural + Commercial Space



Street-facing Cafe/Restaurants



Tourist Center



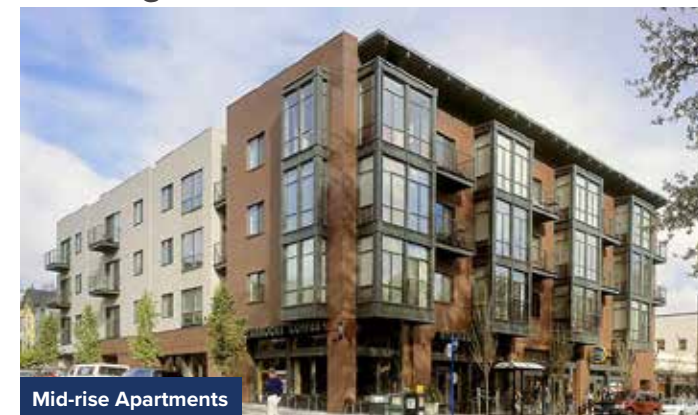
Concert/Performance Venue



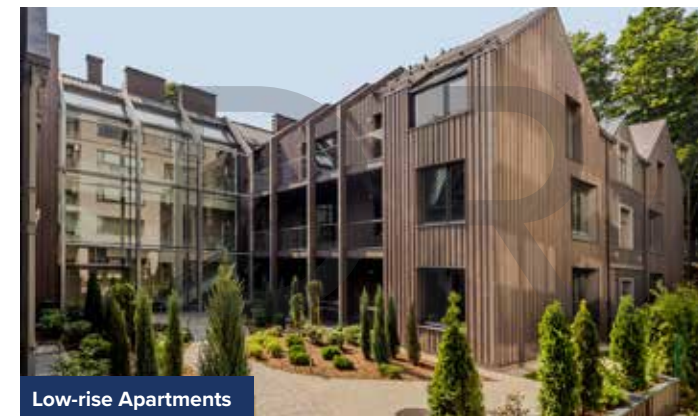
Destination Hotel/Lodging

Diversity and Intensity of uses

Housing



Mid-rise Apartments



Low-rise Apartments



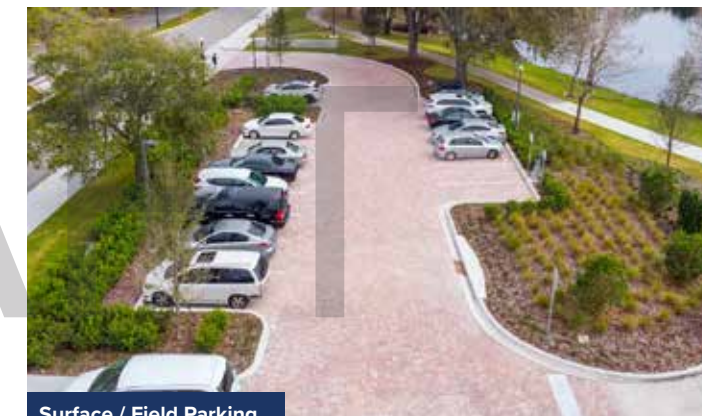
Townhomes

Scale and Density

Public Parking

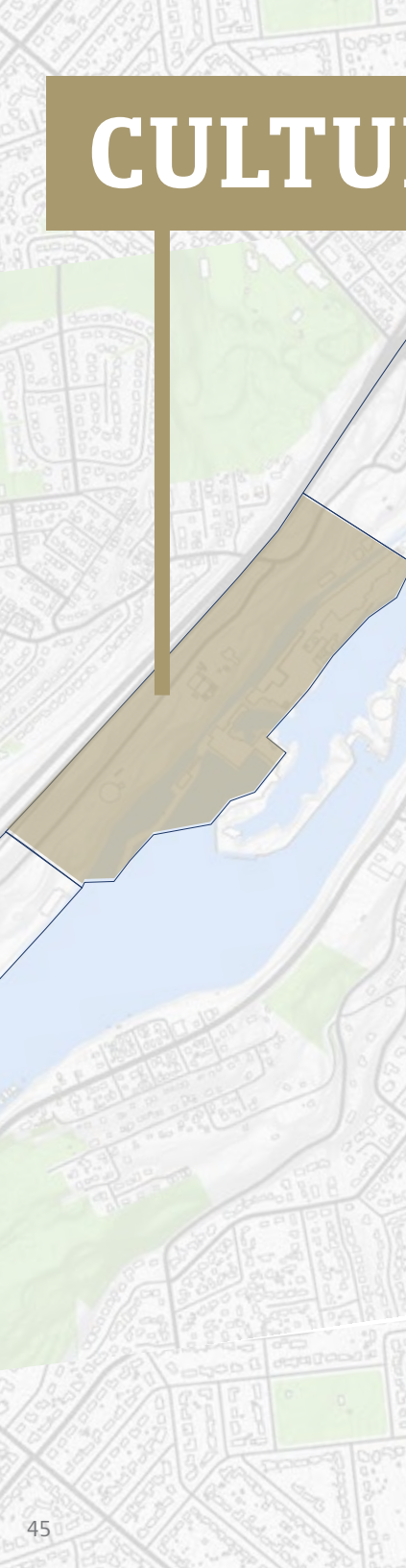


Structured Parking



Surface / Field Parking

CULTURAL HERITAGE DISTRICT



PLANNING FRAMEWORK + KEY PLANNING ISSUES

- Steep slopes up from the river leveling out in several places on the upper bench closer to Willamette Falls Drive.
- Significant potential to repurpose existing infrastructure and commemorate the historic uses of the Hydroelectric Plant and the Willamette Falls Paper Company on 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 connect physically and programmatically to Tumwata Village across the river in Oregon City.
- Shoreline adjacent to the locks is defined by a hard edge with limited accessibility to the water.
- Potential connections to proposed ODOT bike/ped bridge.



COMMUNITY LAND USE + PROGRAMMING IDEAS

OVERALL DISTRICT (2019 Open House)

- #1 Eating/Drinking Establishments (27.9%)
- #2 Parks/Open Space (25%)
- #3 Hotel/Motel (20.6%)

INDUSTRIAL REUSE (2019 Open House)

- #1 Eating/Drinking Establishments (31.9%)
- #2 Mixed use/Industrial/Commercial/Residential (16.7%)
- #3 Parks/Open Space + Industrial Uses (13.9% tied%)

SPECIFIC PROGRAM IDEAS (2017 Open Houses)

Parks + Recreational Space

- Interpretive cultural park
- Trails and walkways with viewing platforms
- Public access/trail to Falls
- Habitat restoration/nature preserve

Cultural + Commercial

- Live/work space
- Maker space
- Market space ("Pike's Place" used as example)
- Museum



MARKET ANALYSIS (District Wide)

- Civic open and event spaces could be a draw for local development.
- Multifamily housing would help support other uses like retail and light/flex industrial or maker spaces while helping the City meet its housing goals.
- West Linn is unlikely to sustain a traditional hotel that caters to business and vacation travelers, however, destination or specialty hospitality could be feasible.
- Building high-quality parks with nearby community spaces and river-centric amenities could help people recreate closer to home and improve climate resilience.
- Light or flex industrial and/or maker space with a retail or public-facing component could add jobs while being compatible with existing and future riverfront uses.

DISTRICT APPROACH

- Identity + Character: Iconic and history-focused
- Land Use Focus: Adaptive reuse of industrial buildings and infrastructure for light industrial (food/food manufacturing) and other uses.
- The Cultural Heritage District will be centered on the Falls, the elevation of Indigenous culture, and the adaptive repurposing of industrial structures. This District will emphasize the plan's guiding principles of historical character and river access.

Reinvestment Opportunities



Transportation Improvements



River Access



Historic Character



DRAFT

CULTURAL HERITAGE DISTRICT

IDENTITY + CHARACTER:

Iconic and history-focused

LAND USE FOCUS:

Adaptive reuse of industrial buildings and infrastructure for light industrial (food/food manufacturing) and other uses.

POTENTIAL PROGRAMS:

Parks + Recreational Space

- Outdoor venue
- Trails with viewing platforms and access to falls
- Nature preserve
- Learning landscapes

Cultural + Commercial

- Tribal specific spaces
- Market space
- Maker spaces
- Flexible venue/event space
- Destination hotel

“a “Pike’s Place” Market type area..”

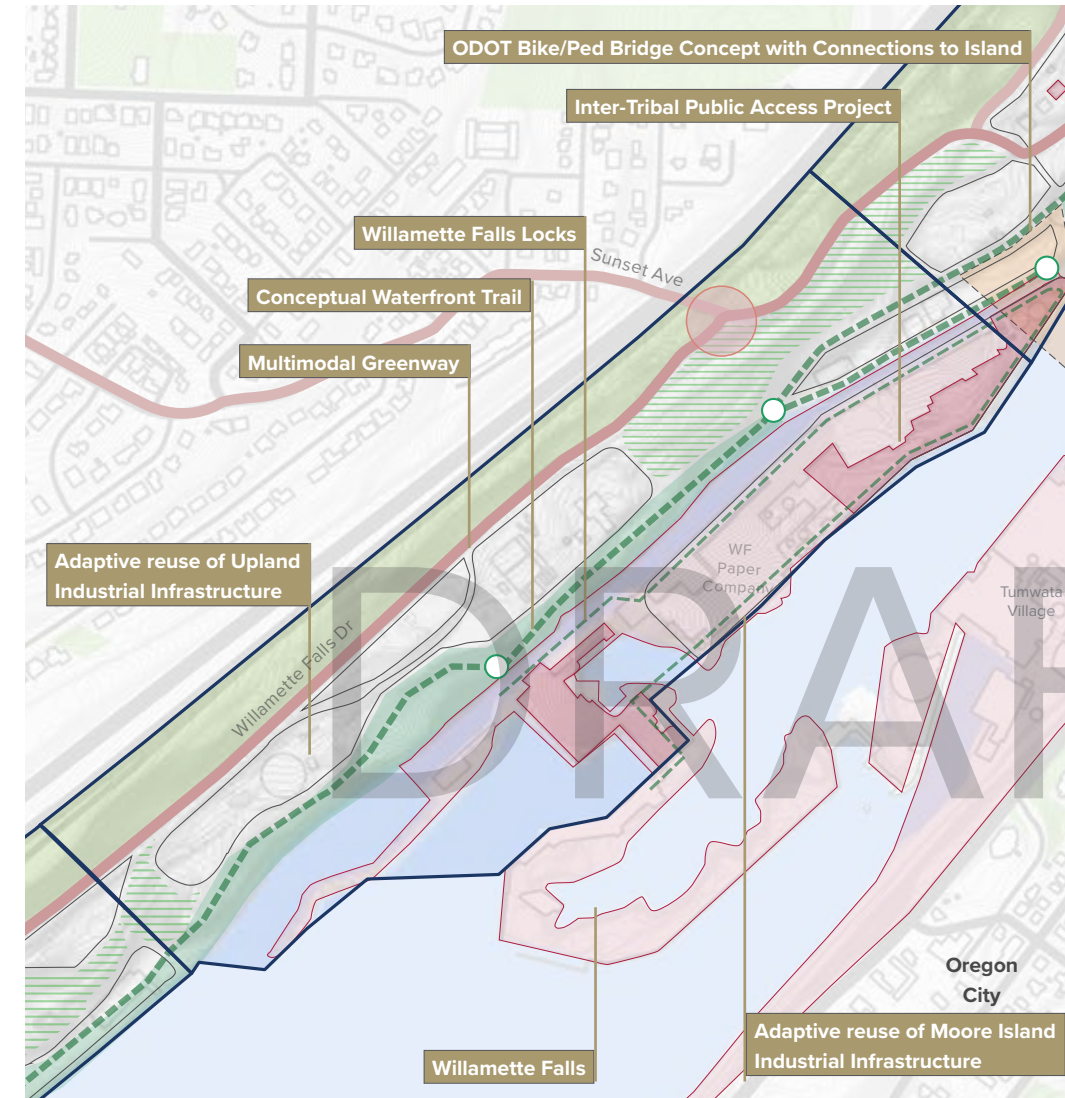
“open space with a landscape potential devoted to native plants which the native people used for foraging. Many still exist in the riparian riverbanks.”

“Adaptive reuse [for] business - office - creative - market space...”

“Mainly accessible trail with river and Falls view...”

“reuse of some buildings for food establishments with great view of the falls.”

Planning Framework



- Multimodal Greenway
- Existing City Connections
- Gateways
- Conceptual Waterfront Trail
- Potential Portage Access Points
- Ecological Corridors
- Steep and/or Sloped Green Buffer
- Steep/Dense Wooded Area (open space programs possible)
- Historic and/or Cultural Asset
- Priority Program Areas (<25% slope)



Willamette Falls



The Locks



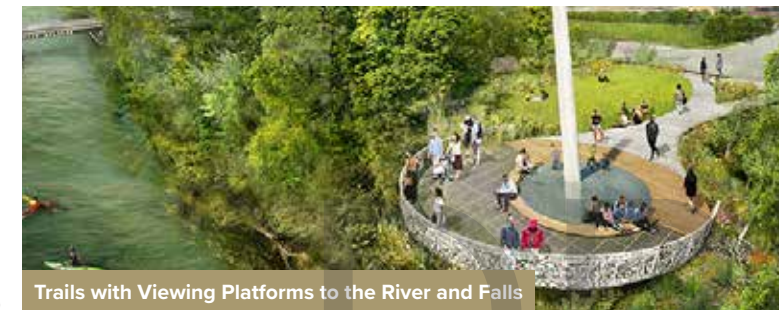
TW Sullivan Hydroelectric Plant

POTENTIAL PROGRAMS

Parks + Recreational Space



Flexible Outdoor Venue



Trails with Viewing Platforms to the River and Falls



Nature Preserve with Limited Access



Learning Landscapes + Outdoor Classrooms

Active/Programmed versus Passive/Open

Cultural + Commercial Space



Tribal Specific Spaces



Market / Maker Spaces



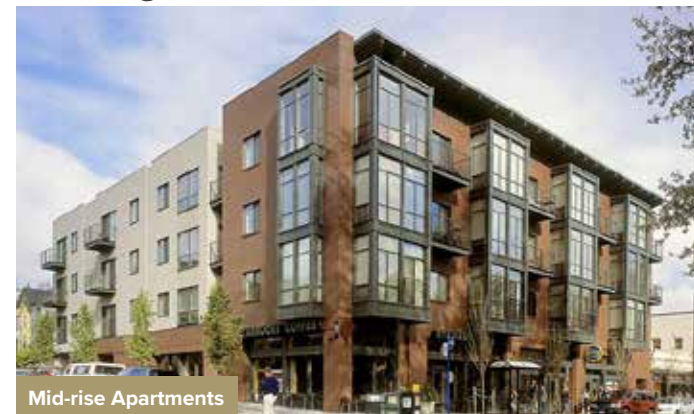
Flexible Venue / Event Space



Destination Hotel / Lodging

Diversity and Intensity of uses

Housing



Mid-rise Apartments



Low-rise Apartments



Townhomes

Scale and Density

Public Parking

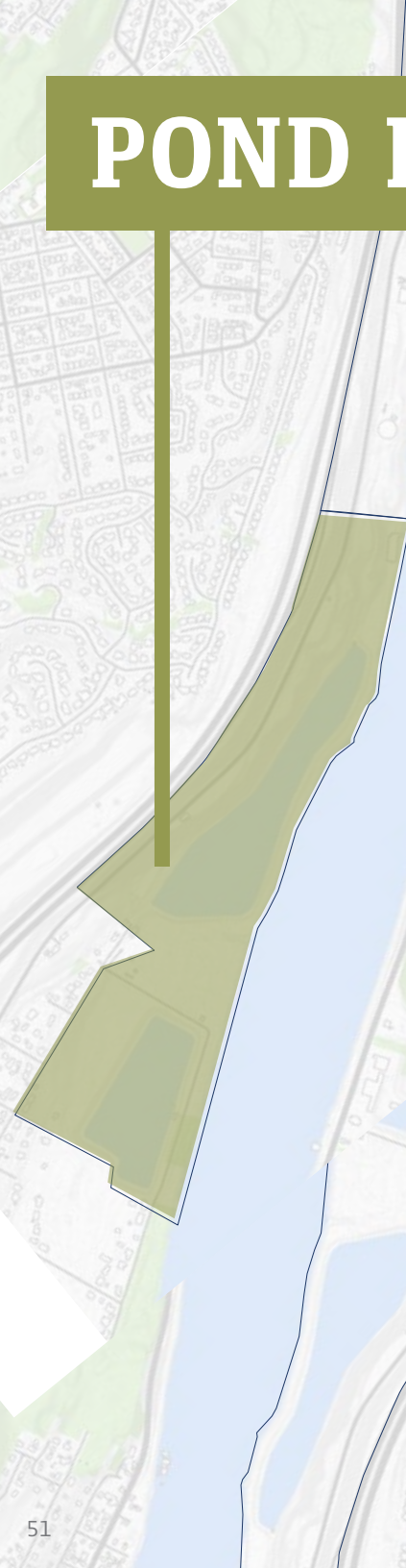


Structured Parking



Surface / Field Parking

POND REDEVELOPMENT DISTRICT



PLANNING FRAMEWORK + KEY PLANNING ISSUES

- Lowest elevation and most of site is 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 to convert to other uses.
- Provides closest views of the river at the lowest elevation.
- District has limited access and entry points with no connections across I-205.

COMMUNITY LAND USE + PROGRAMMING IDEAS

OVERALL DISTRICT (2019 Open House)

- #1 Parks/Open Space (50.7%)
- #2 Mixed-use Industrial/Residential (21.3%)
- #3 Multi-family Housing (13.3%)

SPECIFIC PROGRAM IDEAS (2017 Open Houses)

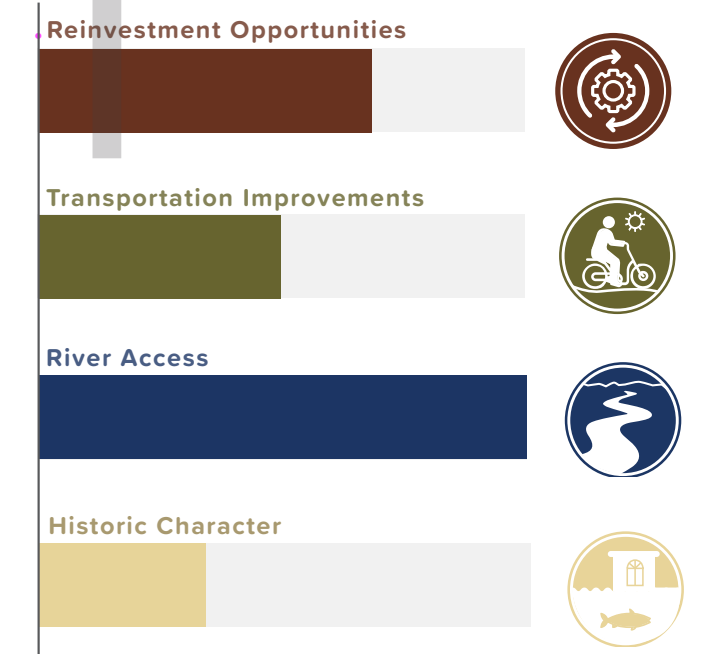
- Parks + Recreational Space**
 - Sports fields (soccer, disc golf)/sports complex
 - Nature play area / outdoor classroom(s)
 - Wetland habitat reserve with trails
 - Basic campground (tent only)
 - Boat docks / marina
- Cultural + Commercial**
 - Arcade
 - Roller rink

MARKET ANALYSIS (District Wide)

- Civic open and event spaces could be a draw for local development.
- Multifamily housing would help support other uses like retail and light/flex industrial or maker spaces while helping the City meet its housing goals.
- West Linn is unlikely to sustain a traditional hotel that caters to business and vacation travelers, however, destination or specialty hospitality could be feasible.
- Building high-quality parks with nearby community spaces and river-centric amenities could help people recreate closer to home and improve climate resilience.
- Light or flex industrial and/or maker space with a retail or public-facing component could add jobs while being compatible with existing and future riverfront uses.

DISTRICT APPROACH

- Identity + Character: Eco and community-focused
- Land Use Focus: Lower density residential development centered around natural areas and key amenity spaces.
- The Pond Redevelopment District, with its lower elevation, easily reachable shoreline, and natural aquatic environments, will emphasize river access, while realizing reinvestment opportunities.



POND REDEVELOPMENT DISTRICT

IDENTITY + CHARACTER:

Eco and community-focused

LAND USE FOCUS:

Lower density residential development centered around natural areas and key amenity spaces.

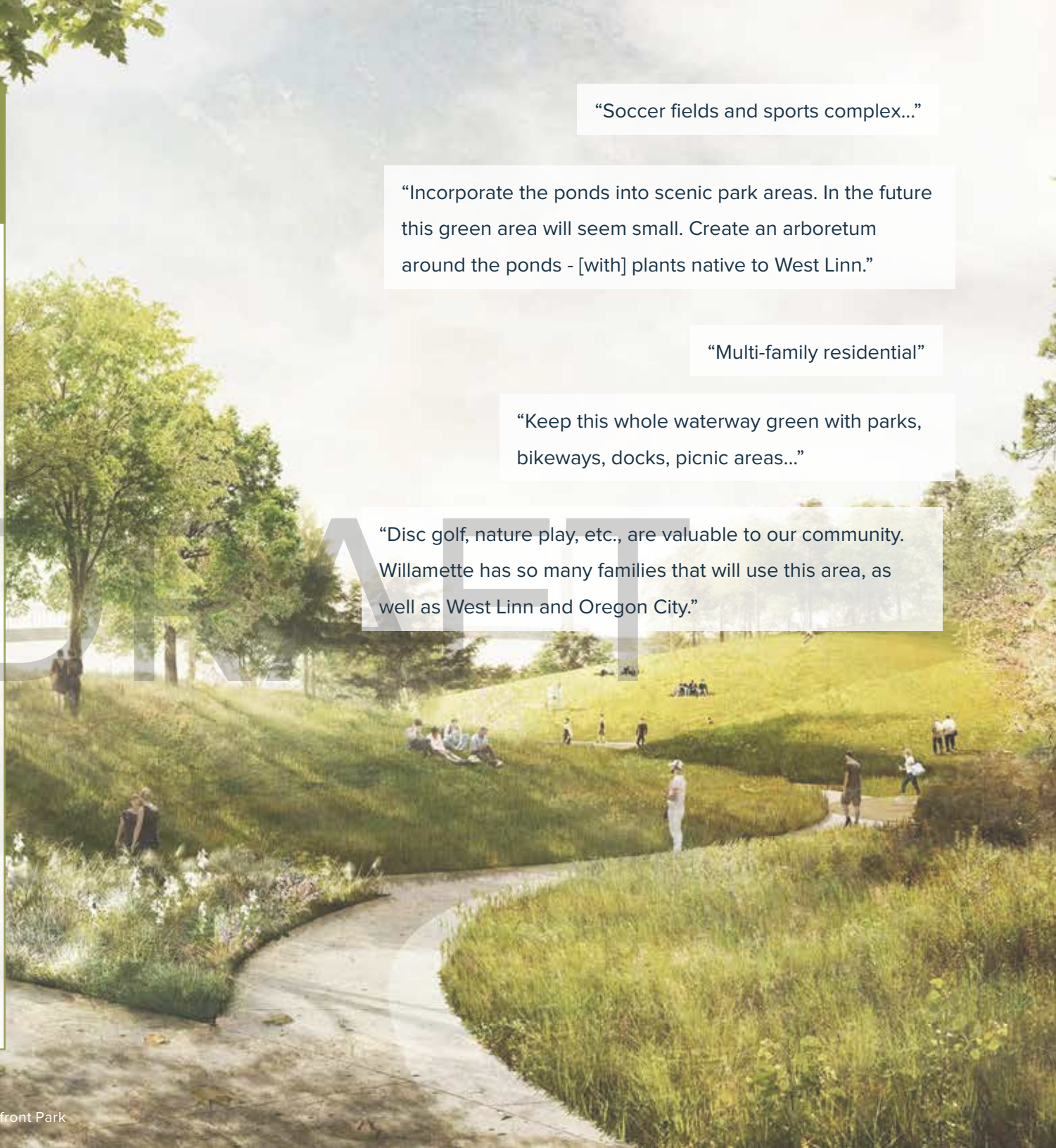
POTENTIAL PROGRAMS:

Parks + Recreational Space

- Sports fields and courts
- Nature play area/outdoor classroom(s)
- Wetland trails with viewing platforms
- Boat launch and fishing docks
- Marina

Cultural + Commercial

- Community center
- Visitor and nature center
- Sports / rec facility
- Destination hotel



“Soccer fields and sports complex...”

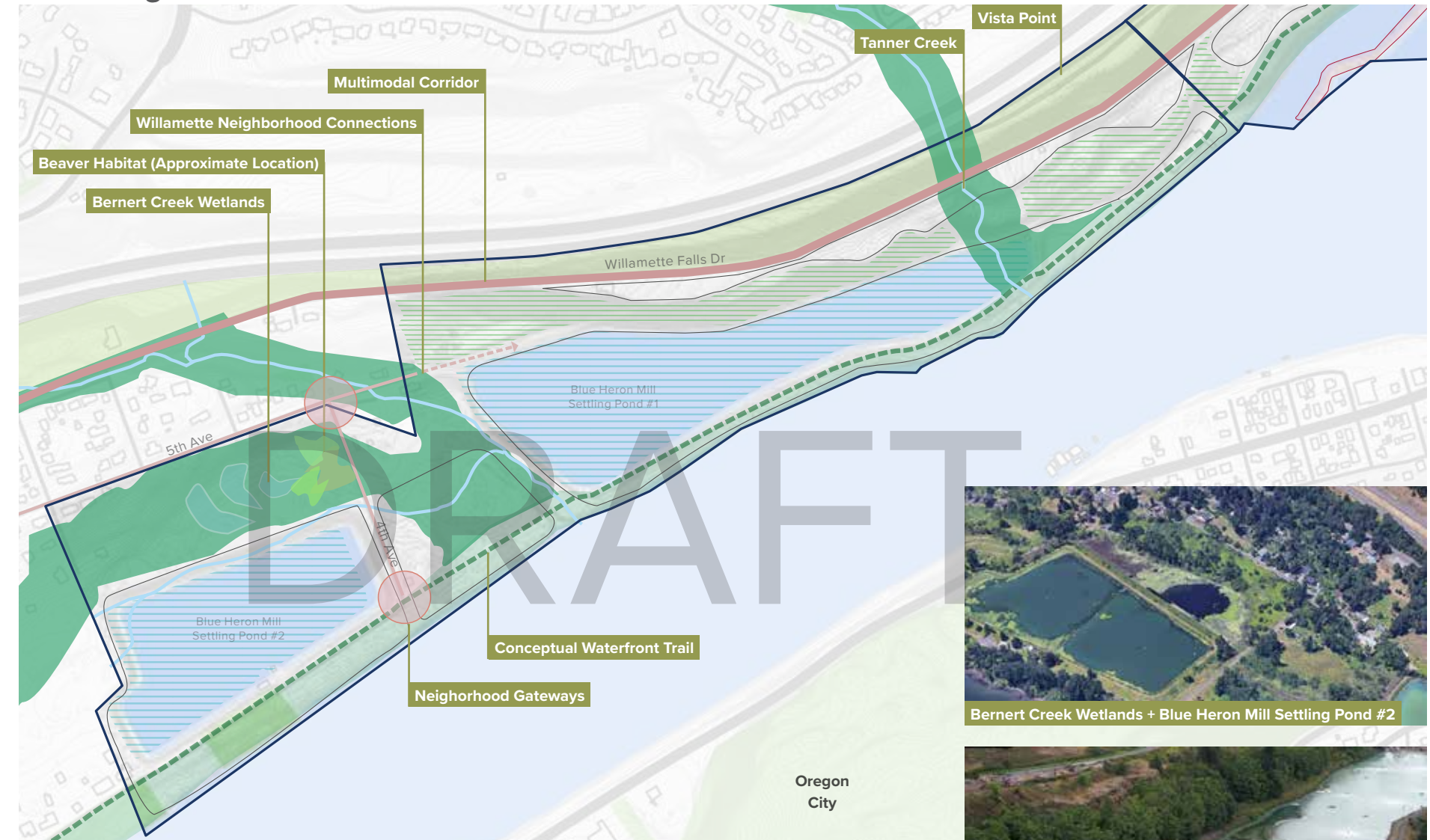
“Incorporate the ponds into scenic park areas. In the future this green area will seem small. Create an arboretum around the ponds - [with] plants native to West Linn.”

“Multi-family residential”

“Keep this whole waterway green with parks, bikeways, docks, picnic areas...”

“Disc golf, nature play, etc., are valuable to our community. Willamette has so many families that will use this area, as well as West Linn and Oregon City.”

Planning Framework



- Multimodal Greenway
- Existing City Connections
- Gateways
- Conceptual Waterfront Trail
- Wetlands
- Settling Ponds
- Ecological Corridors
- Steep and/or Sloped Green Buffer
- Steep/Dense Wooded Area (open space programs possible)
- Historic and/or Cultural Asset
- Priority Program Areas (<25% slope)



POTENTIAL PROGRAMS

Parks + Recreational Space



Active/Programmed versus Passive/Open

Cultural + Commercial Space



Diversity and Intensity of uses

Housing



Scale and Density

Public Parking



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WEST LINN
WATERFRONT
PROJECT

