



22500 Salamo Road
West Linn, Oregon 97068
<http://westlinnoregon.gov>

CITY COUNCIL AGENDA

Tuesday, October 21, 2025

6:00 p.m. – Work Session – Council Chambers & Virtual*

- | | |
|-----------------------|------------------|
| 1. Call to Order | [6:00 pm/5 min] |
| 2. Approval of Agenda | [6:05 pm/5 min] |
| 3. Public Comments | [6:10 pm/10 min] |

The purpose of Public Comment is to allow the community to present information or raise an issue regarding items that do not include a public hearing. All remarks should be addressed to the Council as a body. This is a time for Council to listen, they will not typically engage in discussion on topics not on the agenda. Time limit for each participant is three minutes, unless the Mayor decides to allocate more or less time. Designated representatives of Neighborhood Associations and Community Advisory Groups are granted five minutes.

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| 4. Mayor and Council Reports | [6:20 pm/15 min] |
| a. Reports from Community Advisory Groups | |
| b. Council Rules | |
| 5. Mary S. Young Lease Agreement with Oregon State Parks | [6:35 pm/30 min] |
| 6. Waterfront Vision Plan | [7:05 pm/60 min] |
| 7. Vision43 Project Update | [8:05 pm/45 min] |
| 8. City Manager Report | [8:50 pm/5 min] |
| 9. Adjourn | [8:55 pm] |

City of West Linn

COUNCIL RULES

Adopted October 16, 2023

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Section A: Authority, Council Vacancies, and Terminology

- 1) **Authority.** Pursuant [to Chapter IV, Section 13](#), of the West Linn City Charter ("the Charter"), the Council shall adopt Council Rules. The Council shall review its rules at least once every two years. Amendments shall be adopted by a majority vote. The Council rules are established protocols for conducting business in accordance with the City Charter. They are not intended to replace or supersede any applicable federal or state laws or regulations, or provisions of the Charter. Any conflict between these Rules or those laws and regulations previously mentioned will result in the laws and regulations taking precedence. These rules may be suspended upon an affirmative vote of the Council.

- 2) **Council Vacancies.** Pursuant to [Chapter VII, Section 30](#) of the Charter, the office of a member of the Council becomes vacant:
 - a. Upon the Councilor's:
 - i. Death;
 - ii. Adjudicated incompetence; or
 - iii. Recall from the office; or
 - b. Upon declaration by the Council of the vacancy in case of the Councilor's:
 - i. Failure, following election or appointment to the office, to qualify for the office within ten (10) days after the time for the term of office to begin;
 - ii. Absence from the City for 30 days without Council's consent or from all meetings of the Council for a 60-day period;
 - iii. Ceasing to reside in the City;
 - iv. Ceasing to be a qualified elector under Oregon law;
 - v. Conviction of a public offense punishable by loss of liberty; or
 - vi. Resignation from the office.

The Council will fill the vacancy of the office in accordance with [Chapter VII, Section 31](#) of the Charter.

- 3) **Terminology.** The terms "Council" and "Councilors" include the Mayor. The "Mayor" is noted specifically when they have a duty or responsibility in addition to their role as a member of "Council." The term "Council" means City Council.

Section B: Meeting Time, Location, and Frequency

- 1) **Public Meetings Law.** A public meeting is any meeting conducted by a state, regional or local governing body to decide or consider any matter. Thus, any meeting conducted by this Council in which a matter is decided or considered must comply with Oregon's Public Meetings Law ([ORS 192.610 – 192.690](#)).
- 2) **Regular Meeting.** In accordance with the [Chapter IV, Section 13](#) of the Charter, the Council shall hold a regular meeting to conduct Council business at least once each month in the City. This meeting will usually be on the second [Monday-Tuesday](#) of the month, beginning at 6:00 p.m., unless otherwise designated. If necessary, a second regular meeting may be scheduled, usually on the fourth [Monday-Tuesday](#) of the month. Such meetings will be preceded by a pre-meeting session at 5:30 p.m. unless changed by consent of the Council. These pre-meetings are intended to be procedural and administrative, not deliberative.
- 3) **Work Sessions.** Work sessions are permitted to present information to the Council ahead of regular or special meetings. Work sessions are subject to Oregon's Public Meetings Law, ORS 192.610 to 192.690, and the Council shall not take any formal or final action on any matter during the work session. Work sessions are typically scheduled on the first and third [Monday-Tuesday](#) of the month, with the first work session beginning at 1:00 p.m. and the second work session beginning at 6:00 p.m. If circumstances require an additional work session, it shall be called by the Mayor, City Manager, or two or more Councilors and scheduled when a quorum of the Council is available and when staff and a public venue for the session are available. Public comment will be taken at the beginning of each Work Session or at another time if allowed by the Mayor.
- 4) **Executive Sessions.** An executive session (meeting closed to the public) may be held in accordance with the appropriate statutory limits of ORS 192.660(2). All proposed executive sessions shall be attended by the City Attorney or designated legal advisor. All Councilors shall be consulted for availability before an executive session is scheduled. Staff shall properly arrange and notice the executive session on the City's online meetings/agenda page within 24 hours after being scheduled. All executive sessions shall be audio recorded as provided for in ORS 192.650(2) unless the Council determines that written minutes should be taken. Material discussed during an Executive Session shall be governed by ORS 192.610 and 192.660. Representatives of the news media shall be allowed to attend executive sessions, other than those sessions during which the Council conducts deliberations with persons designated to carry on labor negotiations, or where the matter involves litigation and the news media is a party to the litigation. No executive session may be held for the purpose of taking any final action or making any final decision.

- 5) **Special Meetings.** Special meetings are to be utilized only when necessary, and public comment shall be taken at all special meetings. The Mayor, or in the Mayor's absence the President of the Council, may, or at the request of two or more Councilors, call a special meeting for the Council in accordance with state law. Special meetings will typically be scheduled in a similar manner as a regular meeting, including a pre-meeting.
- a. Written notice of a special meeting shall be given to the Council, media and public, with as much advance (up to 6 days) notice as possible, and no less than 24 hours in advance of the meeting. The notice shall be served on each Councilor personally or electronically. All notice requirements of [ORS 192.640](#) shall be satisfied before any special meeting can be conducted.
- 6) **Emergency Meetings.** Emergency meetings are special meetings called on less than 24 hours' notice. Such meetings may be called by consent of all available Councilors upon such notice as is appropriate to the circumstances. Council shall identify why the meeting was called on an emergency basis immediately upon calling the meeting to order. This shall also be specifically identified in the minutes of the meeting. The City shall attempt to contact the media and other interested persons to inform them of the meeting. Councilors are responsible to inform staff of how they can be reached when out of town.
- a. Special meetings of the Council may also be held at any time by common consent of all Councilors subject to notice requirements being met. Councilors shall keep the City Manager informed of their current telephone numbers.
- 7) **Televising of Council Meetings.** Acknowledging that the citizenry of West Linn is generally a sophisticated and interested viewing audience, regular business meetings of the Council will be covered gavel-to-gavel live on the City's government access cable channel. Video recordings will be kept permanently.
- a. To enhance viewer interest and understanding of the subject matter, televised meetings of the Council shall, whenever practical, employ the highest technical quality and techniques, such as multiple camera angles and informational captioning. The producer/camera operator should set the scene for the viewer of each agenda item with a planned series of shots in accordance with the City's camera operator's guide.
 - b. It is intended that Council meetings be televised in an unbiased, even-handed manner, using camera shots that are appropriate for individual Councilors, witnesses and audience members and are relevant to the discussion.
 - c. Video and audio shall be deleted only for the purpose of conforming with applicable laws governing public broadcasts. Editing for the above purpose and for the insertion of informational titles and graphics will be allowed. Portions of videotaped Council meetings may be used in other news and informational broadcasts provided they are not portrayed out of context.

d. Regular business meetings of the Council shall be televised live and simultaneously videotaped for subsequent replay on the government access channel. Meetings shall be televised and taped in accordance with policies and procedures approved by the City Manager, including the camera operator's guide.

7) **Location.** Council meetings shall be held at City Hall. In the event City Hall is not available for a meeting, the Council shall meet at a venue open to the public which is located within the jurisdictional limits of the City.

Section C: Meetings and Protocols

- 1) **Parliamentary Procedure.** The Council shall use the latest version of Robert's Rules of Order (<http://www.rulesonline.com/rror-12.htm> as of 5-22-19) as a guideline for parliamentary procedure unless these rules provide a different guideline or Council changes them pursuant to Section A 1), above.

- 2) **Presiding Officer.** The Mayor shall be the Presiding Officer and conduct all meetings, preserve order, enforce the rules of the Council, and determine the order and length of discussion on any matter before the Council, subject to these rules. The Council President shall preside in the absence of the Mayor. The Presiding Officer shall not be deprived of any of the rights and privileges of a Councilor. In case of the absence of the Mayor and the Council President, the City Manager shall call the meeting to order and the Council shall elect a President pro tempore for the meeting by majority vote.

- 3) **Agenda.** The City Manager shall coordinate with the Presiding Officer on the preparation of an agenda of the business to be presented at every Council meeting. This agenda should be consistent with the City's business needs, Council's priorities, and prior scheduling discussions. City staff will publish Council agendas and packets 6 days prior to the Meeting. Items needing urgent Council attention may be added to the agenda after publishing for increased public transparency.
 - a. When two or more Councilors present an item to be put on a future agenda, the Mayor and City Manager shall schedule it as soon as possible, but within four weeks unless the Council majority agrees on a later date.
 - b. A Councilor may place or remove an item on a current Council agenda by motion at the beginning of each Council meeting, additions and deletions to the agenda must be approved by a majority of the Council. No action shall be taken on items that are not on the agenda without first modifying the agenda by motion. Councilors will endeavor to have subjects they wish considered submitted in time to be placed on the agenda and shall attempt to notify the City Manager in advance of proposing changes to the agenda.
 - c. A Councilor who desires major policy or ordinance research should first raise the issue at a work session or meeting under Council Business. The Council should consider items in light of City priorities and workload and agree to proceed with an issue or ordinance before staff time is spent preparing a report. The Councilor may present information or a position paper or ask for a department report or committee recommendation. Councilors who agree that staff time can be spent on a particular item are not bound to support the issue when it comes before the Council for a vote.

- d. Council and staff will discuss upcoming agendas and competing priorities at each meeting including the possibility of a future meeting without full background materials from staff or make an interim decision on timing and process.

4) **Agenda Bill**. Each item of Council business requiring Council action shall be accompanied by an Agenda Bill in a format approved by the Council.

5) **Order of Business**. The City Manager shall have the authority to arrange the order of business as is deemed necessary to achieve an orderly and efficient meeting with final approval of the Presiding Officer. In general, the order of business will be as follows:

- a. Call to Order and Pledge of Allegiance to the Flag
- b. Approval of Agenda
- c. Public Comments (three minutes per speaker)
- d. Mayor and Council Reports
- e. Proclamations and Recognitions
- f. Scheduled Presentations to the Council
- g. Consent Agenda
- h. Business Meeting
 - i. Items removed from the Consent Agenda
 - ii. Public Hearings
 - iii. Ordinances and Resolutions
 - iv. Other Business
- i. City Manager Report
- j. City Attorney Report
- k. Adjourn

The Presiding Officer may use the gavel to commence the meeting, to maintain order, after each vote, and to close the meeting.

6) **Quorum**. A majority of members of the Council shall constitute a quorum for its business. In the event a quorum is not present, the Councilors present shall adjourn to some fixed time.

7) **Order and Decorum**. All members of the public are encouraged to follow the Council's Guidance for Civil Discourse (<https://westlinnoregon.gov/citycouncil/council-guidelines-civil-discourse>) and are expected to follow all points of order as set forth by the Presiding Officer during public comment session and throughout entirety of the Meeting.

The Presiding Officer shall preserve order and decorum and decide all points of order, subject to appeal in the Council.

- a. Any of the following shall be sufficient cause for the Sergeant-at-Arms to, at the direction of the Presiding Officer, remove any person from the Council chamber for the duration of the meeting:
 - i. Engaging in disruptive, dangerous, or threatening behavior. A person disrupts a meeting of the Council if the person engages in any conduct that obstructs or impedes the orderly carrying on of the business of the meeting. Such conduct includes, but is not limited to:
 1. Any conduct that substantially prevents any other person from hearing, viewing or meaningfully participant in the meeting;
 2. Any conduct that substantially interferes with ingress or egress to or free movement within the Council meeting;
 3. Shouting over or otherwise disrupting, any person who is recognized by the Presiding Officer;
 4. Any conduct that substantially interferes with City business conducted by the City staff present at the session; or
 - ii. Failure to obey any reasonable direction of the Presiding Officer.
- b. Before the Sergeant-at-Arms is directed to remove any person from a Council meeting for conduct described in this section, the Presiding Officer shall give a warning to cease and desist from such the conduct. If a meeting is disrupted by members of the audience, the Presiding Officer or a majority of the Council present may declare a recess and/or order that the Council chamber be cleared.
- c. Any person removed from the Council meeting may still submit written testimony or materials to the Council Clerk for inclusion in the record.
- d. A law enforcement officer of the City may be Sergeant-at-Arms of the Council meetings. The Sergeant-at-Arms shall carry out all orders and instructions given by the Presiding Officer for the purposes of maintaining order and decorum at the Council meeting.

8) Consent Agenda. To make more efficient use of meeting time, the City Manager shall place all items of a routine nature on which no debate is expected on a consent agenda. Any item placed on the consent agenda shall be approved by a single motion "to adopt the consent agenda" which shall not be debatable. Any Councilor can request to move an item from the Consent Agenda to the regular Agenda for further discussion.

9) Ordinance Reading and Adoption. All ordinances and resolutions shall be prepared under the supervision of the City Manager and reviewed and approved as to form by the City Attorney. Ordinances and resolutions may be introduced by a Councilor, the City Manager, the City Attorney, or any department head. Unless the motion for adoption provides

otherwise, resolutions shall be adopted by reference to the title only and effective upon adoption.

Per [Charter Chapter VII, Section 33](#):

(a) Except as paragraphs (b) and (c) of this section provide to the contrary, every ordinance of the Council shall, before being put upon its final passage, be read fully and distinctly in open Council meeting on two different days.

(b) Except as paragraph (c) of this section provides to the contrary, an ordinance may be enacted at a single meeting of the Council by unanimous vote of the Council members present, upon being read first in full and then by title.

(c) Any of the readings may be by title only if no Council member present at the meeting requests to have the ordinance read in full or if a copy of the ordinance is provided for each Council member and three copies are provided for public inspection at the City offices not later than one week before the first reading of the ordinance, and if notice of their availability is given forthwith upon the filing, by written notice posted at City Hall and two other public places in the City or by advertisement in a newspaper of general circulation in the City. An ordinance enacted after first being read by title alone may have no legal effect if it differs substantially from its terms as it was thus filed prior to such reading unless each section incorporating such a difference is read fully and distinctly in open Council meeting as finally amended prior to being approved by the Council.

(d) Upon the final vote on an ordinance, the ayes and nays of the members shall be taken and entered in the record of proceedings.

(e) Upon the enactment of an ordinance the custodian of records shall sign it with the date of its passage and the endorser's name and title of office and thereafter the Mayor, or President of the Council acting pursuant to Section 18 of the City Charter, shall sign it with the date of its passage and the endorser's name and title of office. Failure of the Mayor or the President of the Council to sign it shall not invalidate it.

(f) Ordinances shall be effective on the thirtieth (30th) day following the date of adoption, unless the ordinance provides that it will become effective later. An emergency ordinance, which shall include a statement of explanation regarding the basis for the declaration of emergency, shall become effective upon adoption.

10) Exhibits. Exhibits presented before the Council in connection with its deliberations on a legislative, quasi-judicial or other substantive matter shall be accepted by the Council and made part of the record. The exhibit shall be marked for identification and referenced in the minutes. The exhibit or a copy thereof shall be provided to the meeting recorder.

11) Motions. When a motion is made, it shall be clearly and concisely stated by its maker. Councilors are encouraged to exercise their ability to make motions and to do so prior to

debate to focus discussion on an issue and speed the Council's proceedings. The Presiding Officer will state the name of the Councilor who made the motion and the name of the Councilor who made the second. When the Council concurs or agrees to an item that does not require a formal motion, the Presiding Officer will summarize the agreement at the conclusion of discussion. The following rules shall apply to motions during proceedings of the Council:

- a. A motion may be withdrawn by the maker at any time without the consent of the Council.
- b. If a motion does not receive a second, it dies. Certain motions can proceed without a second, including nominations, withdrawal of motion and agenda order.
- c. A motion that receives a tie vote fails.
- d. A motion to table is not debatable unless made during a land-use hearing and precludes all amendments or debate of the issue under consideration. If the motion prevails, the matter may be taken from the table only by adding it to the agenda of the next regular Council meeting at which time discussion will continue. If an item is tabled, it cannot be reconsidered at the same meeting.
- e. A motion to postpone to a certain time is debatable and amendable, and it may be reconsidered at the same meeting. The question being postponed shall be considered at a later time, at the same meeting, or at a specified time in the future.
- f. A motion to postpone indefinitely is debatable and is not amendable and may be reconsidered at the same meeting only if it received an affirmative vote. The object of this motion is not to postpone, but to reject the question without risking a direct vote when the maker of this motion is in doubt as to the outcome of the question.
- g. A motion to call for the question shall close the debate on the main motion and is not debatable. This motion must receive a second and fails without a majority vote. Debate is reopened if the motion fails.
- h. A motion to amend can be made to a motion that is on the floor and has been seconded. An amendment is made by inserting or adding, striking out, striking out and inserting, or substituting.
- i. Motions that cannot be amended include motion to adjourn, agenda order, lay on the table, reconsideration, and take from the table.
- j. A motion to amend an amendment is in order.
- k. Amendments are voted on first, then the main motion as amended.
- l. Council will discuss a motion only after the motion has been moved and seconded.
- m. The motion maker, Presiding Officer, or meeting recorder should repeat the motion prior to voting.
- n. A motion to continue or close a public hearing is debatable.
- o. A point of order, after being addressed by the Presiding Officer, may be appealed to the body.

The City Attorney will attend all regular Council meetings unless excused and will provide either written or oral advice and opinions on legal matters. The City Attorney shall act as the Council's parliamentarian.

12) Speaking by a Councilor. Any Councilor desiring to be heard shall be recognized by the Mayor and shall confine their remarks to the subject under consideration or to be considered. Councilors will be direct and candid. Councilors will speak one at a time, allowing one another to finish. All Councilors and the Mayor shall have an equal amount of time to speak specifically and succinctly on a subject.

13) Voting. Every Councilor, when a question is taken, shall vote. Secret ballots are prohibited. Absent compelling circumstance, Councilors should not abstain from voting. When abstaining, the council member should state their reason for abstaining.

- a. No Councilor shall be permitted to vote on any subject in which they have a conflict of interest.
- b. The concurrence of a majority of Councilors present at a Council meeting shall be necessary to decide any question before the Council. The meeting recorder shall call the roll, and the order of voting shall be rotated on each question such that each Councilor, excluding the Mayor, has an equal opportunity to vote first and second to last. Since the Mayor acts as chair, the Mayor in all instances shall vote last.

14) Reconsideration of Actions Taken. A Councilor who voted with the majority may move for a reconsideration of an action at the same or the next regular meeting. The second of a motion may be a member of the minority. Once a matter has been reconsidered, no motion for further reconsideration shall be made without unanimous consent of the Council.

15) Minutes. Written minutes of Council regular meetings will be taken by staff. Additionally, Council shall provide an audio, video, or digital recording of its meetings, which are the official records of the City.

Neither a full transcript nor a full recording of the meeting is required, except as otherwise provided by law. The written minutes or recording must give a true reflection of the matters discussed at the meeting and the views of the participants. Minutes shall include the following information:

- a. Members present;
- b. Motions, proposals, resolutions, orders, ordinances, and measures proposed and their disposition;
- c. Results of all votes and the vote of each member by name;

- d. The substance of any Council discussion on any matter; and
- e. The name of the individual and the topic written on the public comment form submitted to staff;
- f. A reference to any document discussed at the meeting.

Staff will post draft notes online within two weeks of the meeting. Minutes will remain draft until approved. They will be posted on the agenda for approval at the next regular business meeting. Minutes made available to the public must be made available to persons with disabilities in a form usable by them.

16) Meeting Staffing. The City Manager shall attend all meetings of the Council unless excused therefrom by the Council or the Mayor. The City Manager should advise Council if unable to attend a meeting. The City Manager may make recommendations to the Council and shall have the right to take part in all Council discussions but shall have no vote. The City Manager shall designate a staff or contract person as a meeting recorder who will attend all Council meetings and keep the official journal (minutes) and perform such other duties as may be needed for the orderly conduct of meetings. Department directors or other staff will attend Council meetings upon request of the City Manager.

17) Questioning of Staff by Council. Councilors desiring to question the staff during a Council meeting shall address the questions to the City Manager, who shall be entitled to either answer the inquiry or designate a staff member to do so.

18) News Media. The Council recognizes the important role of the news media in informing the public about the decisions, activities, and priorities of government. Workspace shall be reserved for members of the press at Council meetings so that they may observe and hear proceedings clearly. See also Executive Sessions. The terms “news media” “press” and “representative of the press” for the purpose of these rules are interchangeable and mean someone who:

- a. Represents an established channel of communication, such as a newspaper or magazine, radio, or television station; and either
- b. Regularly reports on the activities of government or the governing body; or
- c. Regularly reports on the topic to be discussed by the governing body in executive session.

19) General Public Comment. The Council shall maintain a forum allowing citizens to testify regarding City-related issues, policies, Council decisions, or any other matter. General public comment is established to allow members of the public to speak for three minutes at the beginning of each Council meeting and work session on any community matter. Members of the public may choose to instead speak later on the agenda on specific agenda items if

they prefer (but not at both times on a single item). Public comment on land use hearings must be provided during the hearing. The Mayor has the discretion to allow more time if necessary, and time allows. Councilors are expected to be respectful of a member of the public during public comment. Councilors should not engage in discussions while receiving public comments as this part of the agenda is not meant for debate; however, Councilors may comment at the conclusion of the public comment period to correct the record as to any inconsistent or inaccurate information stated. Councilors may ask clarifying questions with the Presiding Officer's permission and may discuss concerns and direct questions raised by the public to the City Manager with the understanding that answers from staff may not be immediately available.

20) Verbal Comments and Testimony.

Each member of the public who desires to speak during public comment shall first complete a testimony form and give it to the City Recorder. A separate form must be completed for each item to be addressed.

When called by the City Recorder, each speaker shall come to the designated area and state their name and city of residence in an audible tone.

No member of the public will be allowed to speak more than once on a particular agenda item, except when speaking as a representative of a Neighborhood Association or Community Advisory Group. No member of the public will be allowed to cede their minutes to another person. Questions from the public shall be asked of a Councilor, City Attorney, or staff through the Presiding Officer.

No person, other than a Councilor and the person having the floor, shall be permitted to enter into any discussion, either directly or through a Councilor, without the permission of the Presiding Officer.

21) Written Comments, Documents, and Testimony Forms.

- a. Any speaker who wishes to make an electronic presentation, must deliver the presentation to City staff at least two business days prior to the meeting or work session in order to be posted on the agenda. No speaker(s) shall be allowed to make an electronic presentation without it being posted two (2) business days prior to our meeting for computer security purposes; however hard copies may be provided at the meeting for each Councilor, City Recorder, City Manager, City Attorney and one (1) for the public.
- b. Written comments and documents must be submitted to the City Recorder by 12:00 PM (noon) the day of the meeting, in order to give Councilors enough time to read

the comments. Council will still receive written comments after this deadline but may not have time to read it before the meeting.

- c. Any person bringing written comments or materials to the meeting shall give them to the City Recorder who will hand them to the Council and place them in the record.

22) Neighborhood Association/Community Advisory Group Comments. One designated representative of a Neighborhood Association or a Community Advisory Group shall be granted up to 5 minutes to speak on items voted on or discussed by the neighborhood association, unless the time allotted for that agenda item was previously adjusted. A member of the public who has testified in their individual capacity is not disqualified from speaking in their representative capacity, as long as the person identifies the capacity at the beginning of their comments. A Neighborhood Association or Community Advisory Group can request to be on the Council Agenda to allow discussion of more complex topics.

23) Flags, Signs and Posters. Flags, posters, placards, signs, or other similar items may be brought into Council chambers provided that such items do not impede the orderly carrying on of the business of the meeting.

Section D: Quasi-Judicial Land Use Matters

- 1) **Bias and Disqualification.** Prior to the commencement of a quasi-judicial hearing, each Councilor must disclose their previous pre-judgment, personal interest or participation in any manner or action on the matter to be heard and shall state whether they can participate in the hearing with an open mind. If the Councilor is unable to hear the matter impartially, the Councilor has a duty to step down from the hearing and participate as a citizen, if so desired.
 - a. Any person may challenge the qualifications or impartiality of any Councilor about to participate in the discussion and decision. The challenger must state facts relied upon from which the party has concluded that the Councilor will not likely participate and/or decide in an impartial manner. Such challenges shall be made prior to the commencement of the public hearing. The Presiding Officer shall then give the challenged Councilor an opportunity to respond. Any such challenge to a Councilor shall require a vote of the Council to accept or deny the challenge. The Councilor being challenged shall not vote unless required by the law of necessity to do so. Such challenges shall be recorded into the record of the hearing. If the Council majority determines that the Councilor is biased, it may disqualify the Councilor by majority vote from participating in a decision. In which case, the Councilor may participate in the proceedings as a private citizen if the Councilor is a party with standing.

- 2) **Conflict of Interest.** Councilors shall adhere to State laws concerning conflicts of interest. Conflicts of interest arise in situations where a Councilor has an actual or potential financial interest in the matter before the Council. Under state law, an actual conflict of interest is defined as one that would be to the private financial benefit of the Councilor, a relative or a business with which the Councilor is associated [ORS 244.020](#). A Councilor must publicly announce potential and actual conflicts of interest, and, in the case of actual conflict of interest, must refrain from participating in debate on the issue or from voting on the issue unless allowed by state law [ORS 244.120](#).

- 3) **Ex Parte Communications.** When Council receives any ex parte communication, Council should inform the citizen that the Council is interested in their perspective; however, because the Council is hearing the associated land use application, Council are advised to refrain from reading and responding to information outside of the public hearing process. Council should inform the citizen that the information received is being forwarded to staff for inclusion in the public record. Council shall then forward all ex parte correspondence received by staff as soon as possible for inclusion in the land use file and the record.

- 4) **Ex-Parte Contacts and Disqualifications.** In the case of quasi-judicial decisions, Ex-parte contacts consist of being party to any written or verbal communication by a party about a fact that relates to any issue of the hearing that occurs when other interested parties are not present or able to receive the information.

Councilors are advised to refrain from engaging in discussions about a pending quasi-judicial decision outside of the public hearing. However, if a Councilor partakes in or receives written or oral ex-parte contact prior to any such hearing, the Councilor shall disclose the communication for the record and/or reveal the contact and substance of the contact prior to the commencement of the hearing. The Councilor will state whether such contact affects their ability to vote on the matter in an impartial manner and whether they will participate or abstain. The presiding officer shall then announce the right of interested parties to rebut the substance of the communication. If the Council determines that the Councilor should step down for the hearing by a majority vote, the Councilor would then be allowed to participate in the proceedings as a private citizen.

- 5) **Planning Commission Testimony.** To maintain the impartiality of the Planning Commission, especially in cases where issues can be remanded by the Council back to the Planning Commission for review, the following rules are established. For legislative land use matters before the Council, Commissioners may testify as a Commissioner, as a Commission Representative if so designated by the Commission, or as a citizen. For quasi-judicial hearings or petitions for review before the Council, Commissioners who have participated in the preceding Commission decision may not testify before the Council on the respective matter.
- 6) **Testimony Forms.** The testimony forms for land use hearings will have a place for citizens to mark if they are for, against, or neutral on the topic. The public will be allotted five minutes to comment on land use hearings.

Section E: Council Expectations

- 1) **Code of Conduct.** All business of the City shall be conducted in a civil manner where the dignity and rights of individuals and organizations are respected and honored pursuant to the Council's Guidelines for Civil Discourse (<https://westlinnoregon.gov/citycouncil/council-guidelines-civil-discourse>) and the City's Personnel Policies (<https://westlinnoregon.gov/humanresources/personnel-policies>).

The description of "Prohibited Conduct", as set forth in Section 2, Policy Against Harassment of the City's Personnel Policies, will be applied to determine whether harassment occurred. Upon a finding that a violation has occurred, the Council may, upon unanimous vote of the balance of the Council not accused, proceed with censure or other appropriate sanctions.

- 2) **Ethics.** All Councilors shall review and observe the requirements of state ethics law ([ORS 244.010 to 244.390](#)) and shall constantly strive to meet the highest ethical standards in their role of Councilor. The Council may act to discipline a Councilor for ethical violations, up to and including approving a resolution censuring the Councilor.

- 3) **Communication with Staff.** Councilors shall respect the separation between policy making and administration by:

- a. At all times attempting to work together with staff in a spirit of mutual confidence and support and uphold the City Charter and Municipal Code by respecting the administrative functions of the City Manager and City Departments.
- b. Limiting all inquiries and requests for information from staff or department heads to those questions that may be answered readily or with only the most minimal of research. Questions of a more complex nature shall be addressed to the City Manager or City Attorney. Such questions should, whenever possible, be put in writing. Questions requiring significant staff time or resources (one hour or more) shall require the approval of the majority of the Council. All pertinent information given by the City Manager or City Attorney to one Councilor should be distributed to all the Councilors.
- c. Limiting individual contacts with City officers and employees so as not to influence staff decisions or recommendations, to interfere with their work performance, to undermine the authority of supervisors or to prevent the full Council from having benefit of any information received.
- d. Respecting the roles and responsibilities of staff as hired professionals when and if expressing criticism in a public meeting or email communications. Instead, engage in civil, respectful, and constructive conversations that uphold the integrity of the City.

- e. Noticing councilor/staff member prior to meeting when a council or staff member is planning to be publicly critical of another to allow for fair response.

4) **Confidentiality.** Councilors will keep all written materials marked as confidential in complete confidence to ensure that the City's position is not compromised. No mention of the information read or heard should be made to anyone other than other Councilors, the City Manager or City Attorney.

- a. If the Council, in executive session, provides direction or consensus to staff on proposed terms and conditions for any type of negotiation whether it be related to property acquisition or disposal, pending or likely claim or litigation, or employee negotiations, all contact with other parties shall be made by designated staff or representatives handling the negotiations or litigation. A Councilor will not have any contact or discussion with any other party or its representative nor communicate any executive session discussion.
- b. All public statements, information, or press releases relating to a confidential matter will be handled by designated staff or a designated Councilor.
- c. The Council, by resolution, may censure a Councilor who discloses a confidential matter.

5) **Councilor Statements to Media or Other Organizations.** When a Councilor represents the City before another governmental agency, an organization or the media, the Councilor shall state the official position of the City, as approved by the majority of Council. When a Councilor appears in their personal capacity before another governmental agency, an organization or the media, the Councilor shall state they are expressing their own opinion and not that of the City before giving their statement.

The effectiveness of City lobbying in Salem or in Washington, D.C. depends on the clarity of the City's voice. When Councilors represent the City in a "lobbying" situation, it is appropriate that the Councilors avoid expressions of personal dissent from an adopted Council policy.

6) **Censure and Discipline.**

- a. The Council has the right to make and enforce these rules and to ensure compliance with those rules generally applicable to public bodies. The Council, acting as a whole, may reprimand or discipline to the extent provided by law, any member(s) of the Council, or any member(s) of a board, commission or committee directly associated with the Council for a violation of these rules, city policies, city ordinances, the Charter, or state laws applicable to governing bodies.
- b. To exercise such right, the alleged offender(s) must first be notified of a finding that reasonable ground exists that a substantial violation has occurred prior to referral

for investigation of the Council. Council may hold an executive session to consider the complaints or charges unless the person requests an open hearing according to [ORS 192.660\(2\)\(b\)](#).

- c. The accused member(s) shall have the right to present a defense to the allegations, including the right to have legal representation at such meeting.
- d. Upon finding that a substantial violation has occurred, the Council may, upon unanimous vote of the balance of the Council not accused, proceed with censure or other appropriate sanctions.

Section F: General Policies and Procedures

- 1) **Attendance.** Councilors shall inform the City Manager and all fellow Councilors if they are unable to attend a Council meeting either in person or virtually. Scheduled meetings will be held if there is a quorum unless the Council agrees to reschedule. Additionally, the Mayor will inform the Council President and the City Manager regarding any absence by the Mayor.
- 2) **City Communications.** As a general policy, the City communication tools (including, but not limited to newsletter, website, mailers, postcards, bulletin boards, email newsletters and videos) should be used solely for City government related content. Events not sponsored entirely or partially by the City should not be allowed space in City communications. Requests for placement of articles in City communications shall be approved by the City Manager or designee. All Meeting agenda and tentative agendas shall be dated as to when changes have been made so the Council, City Staff, and Public can easily recognize what is the most up to date information.
- 3) **Conferences, Seminars and Regional Meetings.** Councilors are urged to educate themselves about local and regional government issues and to participate in appropriate conferences, seminars, and regional meetings.
 - a. Council will set an annual allotment for expenses for government related activities at the beginning of each year for Council members, including expenses for serving on a board or a committee not covered by the organization. Councilors must obtain Council approval for expenses if it may exceed the Councilor's annual allotment.
 - b. Councilors shall share information about the conference or share information of interest from these events within a month of attending if possible.
 - c. City Manager will similarly share important information learned at conferences and regional meetings.
- 4) **Council Reports.** Councilors will report on the regional meetings they attend on behalf of the city.
- 5) **Compensation, Expenses and Reimbursement.** Councilors receive salaries per [Chapter III, Section 11](#) of the Charter for their service to elected office, which is adjusted annually according to CPI-W per City [Ordinance 1690](#). Federal tax regulations consider elected officials to be "public employees" for tax and payment purposes, which is explained at: <https://www.irs.gov/government-entities/federal-state-local-governments/tax-withholding-for-government-workers>. In contrast, an elected official is not an employee for purposes of Fair Labor Standards Act (wage & hour laws), ORPLRA (labor relations), Title VII of the Civil Rights Act (employment discrimination based on protected class), Age

Discrimination in Employment Act, the Affordable Care Act (healthcare reform), or the Unemployment Insurance Act.

Except for quarterly stipends, Councilors will follow the same rules and procedures for reimbursement as those which apply to City employees, set forth in the policy manual. Councilor expenditures for other than routine reimbursable expenses (e.g. conference registration, travel, etc.) will require advance Council approval according to the purchasing rules which apply City wide. Councilors may utilize a city-issued credit card, if desired, for City-related expenses pursuant to adopted budget guidelines.

- 6) **Gifts.** A gift is defined as something of economic value given to a public official, for which the official does not pay an equal value. [ORS 244.020\(7\)](#). No member of the Council, their relatives or household members, shall solicit or receive any gift(s) with a total value of more than \$50 from any single source who could reasonably be known to have a financial interest in the official actions of the Council. On occasion, and within the approved budget, the Council may approve the purchase a gift or honorarium using City funds. Expenditures of this type shall receive prior approval from the majority of the Council.

Section G: Legal Inquiries, Litigation and Custody of Public Records

1) **Legal Inquiries.** Councilors may make legal inquiries to the City Attorney. The City Attorney will determine if the inquiry requires more than approximately thirty minutes of legal research. If it does, that inquiry will not be answered until the Council approves it. Before requesting research or other action by the City Attorney, the Council is encouraged to consider consulting with the City Manager to ascertain whether the request or action can be accomplished more cost-effectively by alternate means, unless the inquiry is related to the performance of the City Manager or a unique and sensitive personal matter to City business. The City Attorney shall, in either case, provide any written response to the full Council and City Manager, except as noted above.

2) **Litigation.** The Council will ~~meet in Executive Session with~~ receive notice within 7 days of the City Manager and/or City Attorney within 30 days of the City's receipt of:

- a. An ~~statutory notice of claim Oregon Tort Claim Notice,~~ or
- b. A judicial or administrative filing which initiates legal action against the City.

Any councilor may request that an Executive Session be scheduled to consult with the City Attorney, or outside legal counsel, on the legal rights and duties regarding current litigation or litigation likely to be filed.

3) **Public Records Law.** A public record is any writing with information about the conduct of public business that is prepared, owned, used, or retained by a public body. This Council and any board, department, or commission thereof are considered a public body and thus must comply with Oregon's Public Records Law ([ORS 192.410-192.505](#)).

4) **Custodian of Public Record.**

In accordance with [Section 23\(C\)\(3\)](#) of the Charter, the City Manager shall designate a custodian of records to create, maintain, care for or control public records.

Section H: Boards, Committees, Community Advisory Groups and Neighborhood Associations

- 1) **Annual Report of Boards, Commissions, Committees, and Neighborhood Associations.** Each board, commission, committee, and neighborhood association will annually report to the Council on its activities for the previous year, including their recommendations. The report will be prepared in a format prescribed by the Council.
- 2) **Filling Vacancies on Boards, Commissions and Committees.** When a vacancy occurs on any standing commission, board or committee, a public announcement of the vacancy will be made with sufficient time and information provided regarding the duties of the positions and the process of filing an application. The Council will interview applicants for the Planning Commission, Budget Committee, and Historic Review Board and may also include interviews for other Boards and Committees. The Mayor, with the approval of the Council, shall fill all vacancies of City committees, boards, and commissions.
- 3) **Liaison to Boards, Commissions and Committees.** See also [Municipal Code 2.020](#). To facilitate the exchange of information between the Council and its advisory bodies and standing committees, the Mayor will at least annually make liaison appointments with Council approval to City boards, commissions, and committees. Councilors shall respect the separation between policy making and advisory boards, commissions, and committees by:
 - a. Not attempting to lobby or influence boards, commissions, and committees on any item under their consideration.
 - b. It is important for the advisory body to make objective recommendations to the Council on items before them.
 - c. Attending meetings of assigned liaison bodies but should avoid becoming involved in the body's discussions without first explaining their role as a Council liaison.
 - d. Not voting at the body's meeting on any item.
- 4) **Minutes of Community Advisory Group Meetings.** Written minutes of community advisory group meetings are the official permanent record of CAGs and will be taken by the staff liaison and if not available, the Chair or their designated substitute. However, community advisory groups shall also provide an audio recording of their meetings which will be retained for 5 years after approval of the written minutes.
- 5) Minutes shall include the following information:
 - a. Members present;

- b. Motions, proposals, resolutions, orders, ordinances, and measures proposed and their disposition;
- c. Results of all votes and the vote of each member by name;
- d. The substance of any discussion on any matter; and
- e. A reference to any document discussed at the meeting.

Staff will post Draft Minutes online within two weeks of the meeting. Minutes will remain draft until approved. Minutes will be posted on the agenda for approval at the next regular business meeting.

- 6) **Minutes of Neighborhood Associations Meetings.** Neighborhood Associations are required to take minutes when they have been asked to advise the Council or they act on their own accord in an advisory capacity to the City per West Linn [Code 2.100\(4\)\(c\)\(2\).](#) Council prefers that Neighborhood Associations provide a record of attendance, quorum, and recommendation.

Section I: Other Provisions

- 1) **City Manager and City Attorney Evaluation.** The evaluation of the City Manager will be performed under the terms of the Manager's contract and City Charter. The Council shall perform an annual evaluation on the City Attorney under the terms of the City Attorney's contract.

Work Session Agenda Bill

Date Prepared: 10-10-25
For Meeting Date: 10-21-25
To: Mayor Rory Bialostosky and West Linn City Council
Through: John Williams, City Manager *JRW*
From: Megan Big John, Parks and Recreation Director
Subject: Mary S. Young Lease Agreement

Purpose:

To inform Council about the discussions with Oregon State Parks regarding proposed updates and renewal of the lease agreement for the use of Mary S. Young State Park.

Question(s) for Council:

Does Council support entering into a 25-year lease agreement with the Oregon Parks and Recreation Department (OPRD) for the use and care of Mary S. Young State Park, contingent on the inclusion of the proposed updated language?

Background & Discussion:

Mary S. Young Park is a 133-acre natural area along the Willamette River, offering forested trails, wildlife habitat, and river access. As one of West Linn's largest parks, it represents a significant portion of the 600 acres of parkland managed by the City's Parks & Recreation Department. Originally developed and operated by Oregon State Parks, the site transitioned to local management in 2001 through a long-term lease agreement with the City of West Linn. Under this agreement, the City assumed full responsibility for operations, maintenance, and programming, while Oregon State Parks retained ownership of the land.

As the park has aged, long-term financial concerns have emerged-particularly regarding deferred maintenance on structures installed before the lease, increasing threats from invasive pests, and the potential impacts of natural disasters. In response, City staff approached Oregon Parks and Recreation Department (OPRD) to explore cost-sharing opportunities for these growing challenges, including structural repairs, invasive species management, and support with grant writing.

Due to its own funding constraints, OPRD was unable to commit to direct financial support. However, they offered a counterproposal that included:

- Up to 8 hours of support annually from a State Forester.
- Increased collaboration with State Parks field staff.
- A commitment to engage in further cost-sharing discussions if a significant issue arises in the future.

This evolving partnership reflects a shared interest in preserving the ecological health and recreational value of Mary S. Young Park, even as financial and environmental pressures grow.

Council Options:

1. Direct staff to proceed with the proposed 25-year lease agreement for Mary S. Young State Park.
2. Provide additional guidance and direct staff to continue negotiations with the Oregon Parks and Recreation Department (OPRD).
3. Direct staff not to pursue a new lease agreement with OPRD at this time.

Staff Recommendation:

This is a challenging topic for the City of West Linn. Mary S. Young is hugely popular and beloved in our community, but the City's role presents some potential long-range financial risks. Staff recommends proceeding with the proposed 25-year lease agreement with the OPRD provided that the final lease includes language addressing:

- Future support options for deferred maintenance of structures installed prior to the lease;
- Increasing risks posed by invasive pests; and
- Potential impacts of natural disasters.

Attachments:

1. Mary S. Young Lease with exhibits 2003
2. DRAFT Exhibit B for ORPD_7.1.25

**LEASE AGREEMENT
REGARDING MARY S. YOUNG STATE PARK**

This agreement is made and entered into this *3rd* day of *November*, 2003, by and between the State of Oregon, Parks and Recreation Department (OPRD) and the City of West Linn, Oregon (City).

RECITALS

WHEREAS, OPRD is the owner of a parcel of land commonly know as the Mary S. Young State Park along the Willamette River in the city of West Linn, Clackamas County, Oregon, and being further described on the attached exhibit map; and

WHEREAS, OPRD is the owner of two adjacent Greenway properties as described on the attached exhibit map ; and

WHEREAS, under ORS Chapter 390 and ORS 190.010 and ORS 190.110 and the delegated authority of the Oregon Parks and Recreation Commission, OPRD may enter into lease agreements with units of local government concerning the management of park and recreation lands for recreational purposes; and

WHEREAS, the City has expressed a desire to manage the State-owned property for public park and recreational purposes including improving and maintaining an area for sport and activity fields; and

WHEREAS, it is the intent of the parties hereto that OPRD make available at no lease cost to City the lands identified in the above recital for park and recreation purposes with restrictive covenants.

NOW THEREFORE, the parties to this lease agreement hereby approve the above recitals. In consideration of the mutual covenants contained herein, the parties mutually agree as follows:

A. Management, Maintenance, and Operation

1. City shall be responsible for the ongoing management, maintenance, and operation of the Mary S. Young State Park Property as a day-use park in accordance with the terms of this agreement.

City hereby agrees that the land shall only be used for public park and recreational purposes consistent with the federal Land and Water Conservation Fund Act (LWCF), the property deed restrictions, and the terms of this lease. Within 18 months of the execution of this agreement, City shall submit to OPRD a plan for operation, development and improvement of the lease premises to include maintenance standards to be followed. The plan may also include a regional look at trail connections. OPRD shall promptly approve the plan so long as the proposed uses and improvements are not inconsistent with OPRD and LWCF policies, regulations, deed restrictions on the

property and maintains the natural character of the park by preserving the forest canopy and wildlife habitat. The existing grassy areas may be improved for sport field development but shall not be expanded into forested areas requiring clearing of trees.

2. 2. The City shall submit a site plan for approval by OPRD for any construction or improvement of sports fields on the property. The site plan must conform to the existing open space with no additional tree clearing except for selected hazard trees, utility clearances, small drainage improvements, pathways or road realignment, or other site needs according to an approved site plan. The sport fields shall be designed for daytime use only. The sport activity fields will not include field lighting, permanent bleachers or other permanent seating, or stadium style development. Restroom facilities, improved parking and traffic circulation may be included in the site plan submitted for approval by OPRD. City hereby accepts responsibility for the operation and maintenance of the property to include park trails, facilities, roads, fences, utilities, repair and replacement of park improvements and vegetation and turf management. Both parties agree to work cooperatively to secure funding through grants and other sources to fund projects identified in the approved plan.
3. City may conduct natural resource management activities on the property to include ivy and noxious weed removal, oak restoration work, removal of hazardous trees, prevention of trail erosion, landscape work, irrigation, opening developed sites for views and security interests, and other activities as outlined in the approved plan. The City shall honor a neighborhood agreement and be responsible to maintain a drainage ditch line on the west side of the park.
4. The City shall maintain the existing sewer pump station and sewer line according to the terms of the prior agreement with OPRD.
5. If buildings or improvements are made to the lease premises, they shall become the property of OPRD without compensation to the City upon the default or the termination of this lease agreement or any extensions thereof.
6. The City shall maintain all grounds included in the leased premises in a clean and neat condition consistent with the management plan for the lease area.
7. The City may install signs to reflect the use of the property as a City facility: however, at least one prominent sign shall indicate that the management of the facility is in cooperation with OPRD. City and OPRD shall agree to the language prior to the installation of the sign in question. The sign will be provided by OPRD for installation by the City.

B. Limitations on Use

1. City agrees that it will not remove any timber, except for hazard trees as certified by the City arborist, or brush or make significant changes or development to the land covered by this lease except as shown or described in the approved plan.

2. City may not construct any roads, trails, bridges, new buildings or permanent improvements upon the leased premises save and accept for those building and improvements shown on the approved plan. City may modify the approved plan, from time to time, upon submittal of a proposal to OPRD. If City proposes to make changes to the plan, it shall give OPRD notice of the proposed changes and OPRD shall promptly review and approve the changes so long as they meet the criteria set forth in condition A.2 and A.3 above.
3. City may not charge a day use entry or parking fee for use of the property.

C. Permits, Assessments, Coordination with Other Public Agencies

1. City shall carry fire insurance in an amount adequate to insure existing improvements and any subsequent improvements that City may make to the property. City shall be responsible for fire prevention and fire suppression within the park areas.
2. The property is not subject to real property taxes. However, should there be any existing or future fire/emergency service , water/sewer, road service or other assessments made, payment shall be City's responsibility during the term of the lease. Existing fees assessed by the City for watershed and runoff assessments shall be the responsibility of the City. Park utilities will be converted to the City for charges for services.
3. City shall be responsible for obtaining any permits necessary for management, maintenance or operation of the lease premises.

D. General Provisions

1. City shall be responsible for the complete management of the lease premises and any facilities that City may subsequently construct and shall have discretion to establish hours and seasons of operation as well as fees to be charged for use of the land and facilities as permitted in the deed to the property.
2. To the extent permitted by the Oregon Tort Claims Act, City shall indemnify OPRD within the limits of the Tort Claims Act, against liability for damage to life or property arising from City's activities under this agreement, provided City shall not indemnify OPRD for any such liability arising out of the wrongful acts of employees or agents of OPRD. The City shall be responsible for due diligence and care of the property to remove any hazards, conduct timely repairs, perform preventative maintenance, and maintain the property in a safe and sanitary condition. City shall be responsible for any neighborhood complaints of downed trees, trespass, fence repairs, noise, or other concerns.
3. The term of this agreement shall be 20 years from the date of the last signature. The agreement may be renewed for an additional period(s) upon mutual agreement of both parties.

4. OPRD may have access to MS Young Park for inspecting and coordinating the terms of the lease agreement and for conducting educational and interpretive activities associated with park programs at OPRD.
5. All notices or other communications required or permitted under this Agreement shall be in writing and shall be personally delivered or sent by fax and regular mail.

To State:
Assistant Director, Operations
Oregon Parks and Recreation Department
1115 Commercial Street NE, Suite 1
Salem OR 97301-1002
FAX: (503) 378-8936

To City:
City of West Linn
Attn: Sandi Farley, City Manager
22500 Salamo Road, #100
West Linn, OR 97068

IN WITNESS WHEREOF, the parties hereto have set their hands and affixed their seals this
30 day of *Nov.*, 2003.

OREGON PARKS AND RECREATION DEPARTMENT

By: *Michael Canier*
Title: *Director*

CITY OF WEST LINN

By: *David Dodds*
Title: *Mayor*

Attest: *Sandi Farley*
Title: *City Manager*

Map Exhibit

MARY S. YOUNG

STATE PARK

Willamette River

LAKE OSWEGO
WATER TREATMENT
PLANT

MAPLETON

DR.

ISLAND

MEIN
LN.

HWY 43

WILLAMETTE

WHITE
CLOUD
CR.

MOHAWK WAY

MARK

LN.

LA FAVE ST.

LOWEILL AVE.

JOLLIE POINT

MUNGER DR.

WINDHAM OAKS

CT.

West
Aurora

GIS

GEOGRAPHIC INFORMATION SYSTEMS

Mary S. Young State Park Vicinity Map



scale 1" = 600'

This map and other information have been compiled for preliminary and general purposes. They are not intended to be complete and accurate for any other purposes. Specifically, this information is not intended to be complete for purposes of land use restriction, zoning, title, size, and suitability of the property for specific uses.

GIS / parks / msyoung_vicinity.apr / lee / 10-1-03



Oregon

Theodore R. Kulongoski, Governor

Parks and Recreation Department

725 Summer Street NE, Suite C

Salem, OR 97301-1271

(503) 986-0707

FAX (503) 986-0794

www.oregonstateparks.org

03 NOV 10 PM 2:04
CITY OF WEST LINN



November 7, 2003

Sandi Farley
City Manager
City of West Linn
22500 Salamo Rd. #100
West Linn, OR 97068

*11-12-03 ✓
cc: Mayor + Council
Jack Wiles
in admin 7 of*

RE: Lease Agreement – Mary S. Young State Park

Dear Sandi:

Please find enclosed the fully executed lease agreement for Mary S. Young State Park. We look forward to working with the City in its efforts to manage and operate this park facility. Should you have questions regarding the provisions of the lease or the transition of the park to the City, please contact Jack Wiles, OPRD's Area 2 Manager, at (503)872-5288.

Sincerely,


David W. Wright, Manager
Resource Management and Planning Division

cc Jack Wiles

INTERGOVERNMENTAL AGREEMENT

Agreement No. _____

This Agreement is between the State of Oregon acting by and through its Oregon Parks and Recreation Department (“OPRD”) and the City of West Linn (“City”), each a “Party” and, together, the “Parties”.

SECTION 1: AUTHORITY

This Agreement is authorized by Oregon Revised Statutes (ORS) 190.110.

SECTION 2: PURPOSE & BACKGROUND

OPRD is the owner of +/- 133 acres of land known as the Mary S. Young State Park which is located along the Willamette River in the city of West Linn, Clackamas County, Oregon, and being further identified on the attached Exhibit A (Map of Property); and

OPRD also owns +/- 7.5 acres of adjacent Willamette River Greenway property(s) as identified on the attached Exhibit A (Map of Property); and

This Property is protected under the LWCF Act (54 U.S.C. § 200305(f)(3)) and regulations (36 C.F.R. § 59.3) and, as such, must remain accessible to the general public for outdoor recreational use. LWCF is currently locally administered by Oregon Parks and Recreation Department’s Grant Unit on behalf of NPS.

The City of West Linn has managed these lands (collectively “Property”) under an IGA Lease Agreement since November 2003 (Existing Agreement); and

OPRD and City now desire to enter into a new Agreement so the City may continue to manage and operate Mary S. Young State Park.

SECTION 3: EFFECTIVE DATE AND DURATION

This Agreement is effective on the date of the last signature, and terminates on December 31, 2050, unless terminated earlier in accordance with Section 10.

SECTION 4: AUTHORIZED REPRESENTATIVES

4.1 OPRD’s Authorized Representative is:

Clay Courtright District Manager
OPRD Valleys Region Columbia District
107 E. Historic Columbia River Highway
Troutdale, Oregon 97060
503-969-8260
Clay.COURTRIGHT@oprds.oregon.gov

4.2 City's Authorized Representative is:

Megan Big John, Parks and Recreation Director
City of West Linn
22500 Salamo Rd., West Linn, OR 97068
503-742-6047
mbigjohn@westlinnoregon.gov

4.3 A Party may designate a new Authorized Representative by written notice to the other Party.

SECTION 5: RESPONSIBILITIES OF EACH PARTY

- 5.1** City shall perform the work set forth on Exhibit B, attached hereto and incorporated herein by this reference
- 5.2** City shall be responsible for the ongoing management, maintenance, and operations of Property as a day-use park in accordance with the terms of this Agreement.
- 5.3** City shall comply with all applicable federal, state and local laws, regulations, executive orders and ordinances applicable to the Property, including, without limitation, OAR chapter 736, Division 8 (the Land and Water Conservation Fund administrative rules), the LWCF Requirements, and shall manage, maintain and operate Property in accordance and in a manner consistent with LWCF Act (54 U.S.C. § 200305(f)(3)) and regulations (36 C.F.R. § 59.3). (See LWCF Grant 41-00348-24). City shall be responsible for any activities allowed or approved by City that create a "conversion of use" under said Act.
- 5.4** OPRD and City agree and acknowledge that some areas of the Property are subject to deed restrictions and that violation of such could result in these lands reverting back to former owner(s). City shall not violate said deed restrictions.
- 5.5** OPRD shall have the south boundary of Property surveyed and flagged within twenty-four (24) months of execution of this Agreement and provide City with a copy of said survey. Should these survey activities reveal existing encroachment(s) upon the Property, City and OPRD shall collaborate to resolve said encroachment(s) and ensure that no future encroachments occur. The final resolution of encroachments, including but not limited to legal action, is the

responsibility of OPRD.

- 5.6** OPRD shall conduct periodic inspections of the property. If an OPRD inspection indicates deficiencies in repair or maintenance of property and facilities, the City shall correct the deficiencies within 30 days of written notice, provided however, that if the nature of City's obligation is such that more than 30 days are required for performance, then City will not be deemed in default if it commences such performance (including endeavoring to secure funding for the necessary work) within such 30-day period and thereafter diligently pursues the same to completion. The City likewise will not be deemed in default should the property or facilities identified require partial or full replacement; such larger projects will require significant expenditure of funds and may require partnership between OPRD and City to complete.

SECTION 6: COMPENSATION AND PAYMENT TERMS

Operating costs, including staffing and supplies, federal, state, county or city taxes/assessments shall be the responsibility of City at the effective date of Agreement.

City shall have the option, at its sole discretion, to charge park visitors for parking fees or other special use fees to help generate revenue for operations and maintenance of Property as long as such activities are consistent the LWCF Act (54 U.S.C. § 200305(f)(3)) and regulations (36 C.F.R. § 59.3).

SECTION 7: REPRESENTATIONS AND WARRANTIES

City represents and warrants to OPRD that:

- 7.1** City is an Oregon municipal corporation, duly organized and validly existing. City has the power and authority to enter into and perform this Agreement;
- 7.2** The making and performance by City of this Agreement (a) have been duly authorized by City, (b) does not and will not violate any provision of any applicable law, rule, regulation, or order of any court, regulatory commission, board, or other administrative agency or any provision of City's charter or other organizational document and (c) does not and will not result in the breach of, or constitute a default or require any consent under any other agreement or instrument to which City is party or by which City may be bound or affected. No authorization, consent, license, approval of, or filing or registration with or notification to any governmental body or regulatory or supervisory authority is required for the execution, delivery or performance by City of this Agreement, other than those that have already been obtained;
- 7.3** This Agreement has been duly executed and delivered by City and constitutes a legal, valid and binding obligation of City enforceable in accordance with its terms.

- 7.4 City has the skill and knowledge possessed by well-informed members of the industry, trade or profession most closely involved in providing the services under this Agreement, and City will apply that skill and knowledge with care and diligence to perform its obligations under this Agreement in a professional manner and in accordance with the standards prevalent in the related industry, trade or profession; and
- 7.5 City shall, at all times during the term of this Agreement, be qualified, professionally competent, and duly licensed to perform its obligations under this Agreement.

The representations and warranties set forth in this section are in addition to, and not in lieu of, any other representations or warranties provided by City.

SECTION 8: GOVERNING LAW, CONSENT TO JURISDICTION

This Agreement shall be governed by and construed in accordance with the laws of the State of Oregon without regard to principles of conflicts of law. Any claim, action, suit or proceeding (collectively "Claim") between OPRD or any other agency or department of the State of Oregon, or both, and City that arises from or relates to this Agreement shall be brought and conducted solely and exclusively within the Circuit Court of Marion County for the State of Oregon; provided, however, if a Claim must be brought in a federal forum, then it shall be brought and conducted solely and exclusively within the United States District Court for the District of Oregon. In no event shall this Section be construed as a waiver by the State of Oregon of any form of defense or immunity, whether sovereign immunity, governmental immunity, immunity based on the eleventh amendment to the Constitution of the United States or otherwise, to or from any Claim or from the jurisdiction of any court. CITY, BY EXECUTION OF THIS AGREEMENT, HEREBY CONSENTS TO THE IN PERSONAM JURISDICTION OF SAID COURTS.

SECTION 9: CONTRIBUTION

- 9.1** If any third party makes any claim or brings any action, suit or proceeding alleging a tort as now or hereafter defined in ORS 30.260 (a “Third Party Claim”) against a Party (the “Notified Party”) with respect to which the other Party (the “Other Party”) may have liability, the Notified Party shall promptly notify the Other Party in writing of the Third Party Claim and deliver to the Other Party, along with the written notice, a copy of the claim, process and all legal pleadings with respect to the Third Party Claim that have been received by the Notified Party. Each Party is entitled to participate in the defense of a Third Party Claim, and to defend a Third Party Claim with counsel of its own choosing. Receipt by the Other Party of the notice and copies required in this Section and a meaningful opportunity for the Other Party to participate in the investigation, defense and settlement of the Third Party Claim with counsel of its own choosing are conditions precedent to the Other Party’s contribution obligation under this Section 10 with respect to the Third Party Claim.
- 9.2** With respect to a Third Party Claim for which OPRD is jointly liable with City (or would be if joined in the Third Party Claim), OPRD shall contribute to the amount of expenses (including attorneys' fees), judgments, fines and amounts paid in settlement actually and reasonably incurred and paid or payable by City in such proportion as is appropriate to reflect the relative fault of OPRD on the one hand and of City on the other hand in connection with the events that resulted in such expenses, judgments, fines or settlement amounts, as well as any other relevant equitable considerations. The relative fault of OPRD on the one hand and of City on the other hand shall be determined by reference to, among other things, the Parties' relative intent, knowledge, access to information and opportunity to correct or prevent the circumstances resulting in such expenses, judgments, fines or settlement amounts. OPRD’s contribution amount in any instance is capped to the same extent it would have been capped under Oregon law if the State had sole liability in the proceeding.
- 9.3** With respect to a Third Party Claim for which City is jointly liable with OPRD (or would be if joined in the Third Party Claim), City shall contribute to the amount of expenses, judgments, fines and amounts paid in settlement actually and reasonably incurred and paid or payable by OPRD in such proportion as is appropriate to reflect the relative fault of City on the one hand and of OPRD on the other hand in connection with the events that resulted in such expenses, judgments, fines or settlement amounts, as well as any other relevant equitable considerations. The relative fault of City on the one hand and of OPRD on the other hand shall be determined by reference to, among other things, the Parties' relative intent, knowledge, access to information and opportunity to correct or prevent the circumstances resulting in such expenses, judgments, fines or settlement amounts. City’s contribution amount in any instance is capped to the same extent it would have been capped under Oregon law if it had sole liability in the proceeding.

SECTION 10: LIMITATION OF LIABILITY

EXCEPT FOR LIABILITY ARISING UNDER OR RELATED TO SECTION 9 NEITHER PARTY WILL BE LIABLE FOR LOST PROFITS, INCIDENTAL, CONSEQUENTIAL, OR OTHER INDIRECT DAMAGES ARISING OUT OF OR RELATED TO THIS AGREEMENT, REGARDLESS OF WHETHER THE LIABILITY CLAIM IS BASED IN CONTRACT, TORT (INCLUDING NEGLIGENCE), STRICT LIABILITY, PRODUCT LIABILITY OR OTHERWISE. NEITHER PARTY WILL BE LIABLE FOR ANY DAMAGES OF ANY SORT ARISING SOLELY FROM THE TERMINATION OF THIS AGREEMENT IN ACCORDANCE WITH ITS TERMS.

SECTION 11: TERMINATION

This Agreement may be terminated at any time by either Party upon ninety (90) days' prior, written notice. In addition, OPRD at its sole discretion, may also terminate this Agreement immediately upon written notice if City has failed to abide by the terms of this Agreement or should use of the property by the City interfere with, or be determined detrimental to public recreational use.

SECTION 12: INSURANCE

City shall maintain insurance as set forth in Exhibit C, attached hereto and incorporated herein by this reference.

SECTION 13: NONAPPROPRIATION

OPRD's obligation to pay any amounts and otherwise perform its duties under this Agreement is conditioned upon OPRD receiving funding, appropriations, limitations, allotments, or other expenditure authority sufficient to allow OPRD, in the exercise of its reasonable administrative discretion, to meet its obligations under this Agreement. Nothing in this Agreement may be construed as permitting any violation of Article XI, section 7 of the Oregon Constitution or any other law limiting the activities, liabilities or monetary obligations of OPRD.

SECTION 14: AMENDMENTS

The terms of this Agreement may not be altered, modified, supplemented or otherwise amended, except by written agreement of the Parties.

SECTION 15: NOTICE

Except as otherwise expressly provided in this Agreement, any notices to be given relating to this Agreement must be given in writing by email, personal delivery, or postage prepaid mail, to a Party's Authorized Representative at the physical address or email address set forth in this Agreement, or to such other addresses as either Party may indicate pursuant to this Section 14. Any notice so addressed and mailed becomes effective five (5) days after mailing. Any notice given by personal delivery becomes effective when actually delivered. Any notice given by email

becomes effective upon the sender's receipt of confirmation generated by the recipient's email system that the notice has been received by the recipient's email system.

SECTION 16: SURVIVAL

All rights and obligations of the Parties under this Agreement will cease upon termination of this Agreement, other than the rights and obligations arising under Sections 7, 8, 9, 10 and 13 hereof and those rights and obligations that by their express terms survive termination of this Agreement; provided, however, that termination of this Agreement will not prejudice any rights or obligations accrued to the Parties under this Agreement prior to termination.

SECTION 17: SEVERABILITY

The Parties agree that if any term or provision of this Agreement is declared by a court of competent jurisdiction to be illegal or in conflict with any law, the validity of the remaining terms and provisions will not be affected, and the rights and obligations of the Parties will be construed and enforced as if the Agreement did not contain the particular term or provision held to be invalid.

SECTION 18: COUNTERPARTS

This Agreement may be executed in several counterparts, all of which when taken together shall constitute one agreement, notwithstanding that all Parties are not signatories to the same counterpart. Each copy of the Agreement so executed constitutes an original.

SECTION 19: COMPLIANCE WITH LAW

In connection with their activities under this Agreement, the Parties shall comply with all applicable federal, state and local law.

SECTION 20: LAW ENFORCEMENT AUTHORITY

For the purpose of law enforcement within the Property boundaries, OPRD agrees that the City, through its City police department, qualifies as "Person in Charge" as that term is defined in ORS 164.205(5).

SECTION 21: INDEPENDENT CONTRACTORS

The Parties agree and acknowledge that their relationship is that of independent contracting parties and that City is not an officer, employee, or agent of the State of Oregon as those terms are used in ORS 30.265 or otherwise.

SECTION 22: INTENDED BENEFICIARIES

OPRD and City are the only parties to this Agreement and are the only parties entitled to enforce its terms. Nothing in this Agreement provides, is intended to provide, or may be construed to provide any direct or indirect benefit or right to third persons unless such third persons are individually identified by name herein and expressly described as intended beneficiaries of this Agreement.

SECTION 23: FORCE MAJEURE

Neither Party is responsible for any failure to perform or any delay in performance of any obligations under this Agreement caused by fire, civil unrest, labor unrest, natural causes, or war, which is beyond that Party's reasonable control. Each Party shall, however, make all reasonable efforts to remove or eliminate such cause of failure to perform or delay in performance and shall, upon the cessation of the cause, diligently pursue performance of its obligations under this Agreement. OPRD may terminate this Agreement upon written notice to City after reasonably determining that the failure or delay will likely prevent successful performance of this Agreement.

SECTION 24: ASSIGNMENT AND SUCCESSORS IN INTEREST

City may not assign or transfer its interest in this Agreement without the prior written consent of OPRD and any attempt by City to assign or transfer its interest in this Agreement without such consent will be void and of no force or effect. OPRD's consent to City's assignment or transfer of its interest in this Agreement will not relieve City of any of its duties or obligations under this Agreement. The provisions of this Agreement will be binding upon and inure to the benefit of the Parties hereto, and their respective successors and permitted assigns.

SECTION 25: SUBCONTRACTS

City shall have the authority to enter into subcontracts for any of the work required of City under this Agreement. City is to operate and maintain the Property and hire such appropriate contractors as necessary to do so.

SECTION 26: TIME IS OF THE ESSENCE

Time is of the essence in City's performance of its obligations under this Agreement.

SECTION 27: MERGER, WAIVER

This Agreement and all exhibits and attachments, if any, constitute the entire agreement between the Parties on the subject matter hereof. There are no understandings, agreements, or representations, oral or written, not specified herein regarding this Agreement. No waiver or

consent under this Agreement binds either Party unless in writing and signed by both Parties. Such waiver or consent, if made, is effective only in the specific instance and for the specific purpose given. EACH PARTY, BY SIGNATURE OF ITS AUTHORIZED REPRESENTATIVE, HEREBY ACKNOWLEDGES THAT IT HAS READ THIS AGREEMENT, UNDERSTANDS IT, AND AGREES TO BE BOUND BY ITS TERMS AND CONDITIONS.

SECTION 28: RECORDS MAINTENANCE AND ACCESS

City shall maintain all financial records relating to this Agreement in accordance with generally accepted accounting principles. In addition, City shall maintain any other records, books, documents, papers, plans, records of shipments and payments and writings of City, whether in paper, electronic or other form, that are pertinent to this Agreement in such a manner as to clearly document City's performance. All financial records, other records, books, documents, papers, plans, records of shipments and payments and writings of City, whether in paper, electronic or other form, that are pertinent to this Agreement, are collectively referred to as "Records." City acknowledges and agrees that OPRD and the Oregon Secretary of State's Office and the federal government and their duly authorized representatives will have access to all Records to perform examinations and audits and make excerpts and transcripts. City shall retain and keep accessible all Records for a minimum of six (6) years, or such longer period as may be required by applicable law, following termination of this Agreement, or until the conclusion of any audit, controversy or litigation arising out of or related to this Agreement, whichever date is later. Subject to foregoing minimum records retention requirement, City shall maintain Records in accordance with the records retention schedules set forth in OAR Chapter 166.

SECTION 29: HEADINGS

The headings and captions to sections of this Agreement have been inserted for identification and reference purposes only and may not be used to construe the meaning or to interpret this Agreement.

SECTION 30: AGREEMENT DOCUMENTS

This Agreement consists of the following documents: this Agreement, Exhibit A (Map of Property), Exhibit B (Statement of Work) and Exhibit C (Insurance).

SECTION 31: SIGNATURES

IN WITNESS WHEREOF, the Parties have executed this Agreement as of the dates set forth below.

City of West Linn (City)

By: _____

Name and Title

Date

State of Oregon acting by and through its Oregon Parks and Recreation Department (OPRD)

By: _____

Name and Title

Date

DRAFT

EXHIBIT A

MAP OF PROPERTY

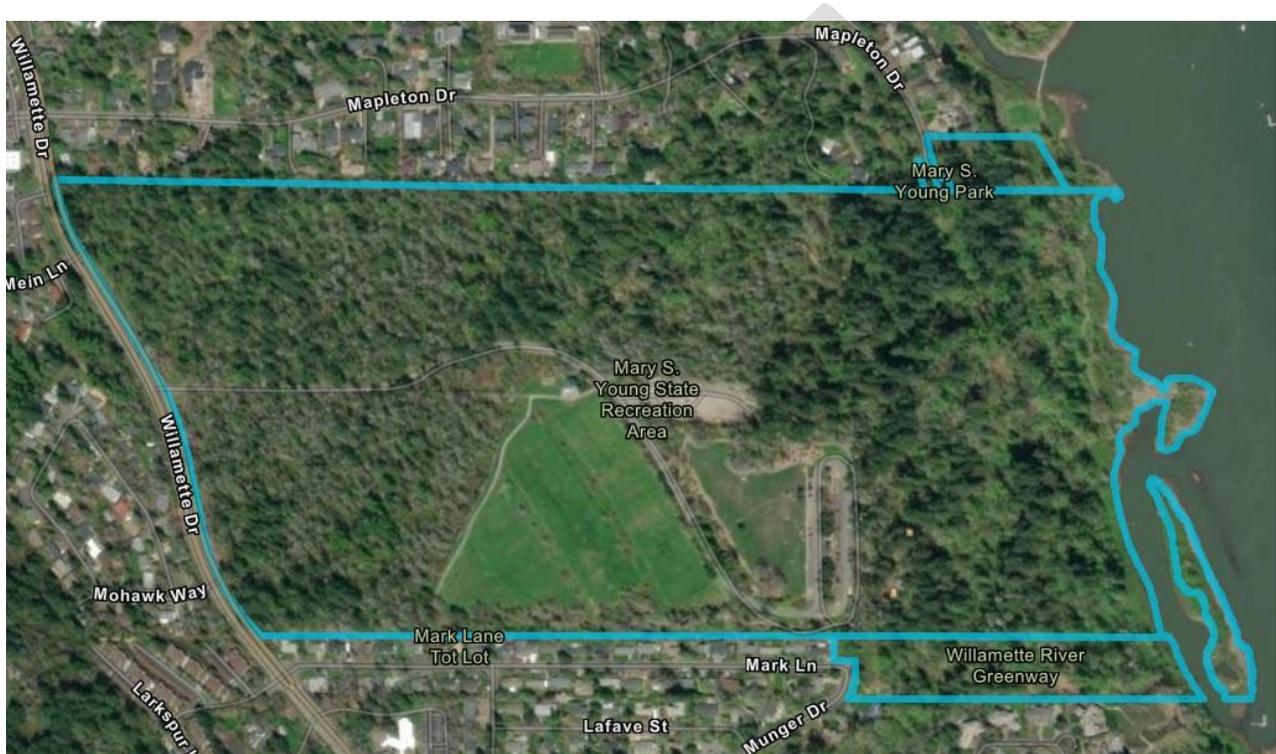


EXHIBIT B

STATEMENT OF WORK

1. Occupancy. City shall have the sole right of occupancy and use of the Property for the term of this Agreement.
2. General maintenance and repair. During the City's occupancy, City shall be responsible for the ongoing management, maintenance, and operations of Property as a day-use park in accordance with the terms of this agreement. OPRD will not be responsible for the general maintenance or repair of facilities within this park. In the event of any loss and/or damage to the Property due to vandalism, fire, weather damage, catastrophic event, or act of god, the City shall have the option, but is not required, to repair or replace any damaged facilities.
3. Replacement costs. Park amenities will be collaboratively replaced within financial constraints of both the City and OPRD. These include, but are not limited to, end-of-life facilities and bridges.. This provision shall not be construed as preventing the City from making agreements with third parties for general maintenance and repair.
4. Substantial costs caused by insect or disease. City anticipates the potential for substantial costs to arise for the management, mitigation, and removal of trees within the Property due to infestation by invasive insect or disease, i.e., the Mediterranean Oak Borer or Emerald Ash Borer, that are beyond the budgetary capacity of the City and the City's responsibly as lessee. Parties agree to separately address such issues through an amendment to this Agreement, if/when the issue arises in the future, and further agree that both Parties have the right to terminate the Agreement if a mutually agreeable amendment cannot be reached.
5. OPRD consultant support. The Valleys Region Forester, or qualified designee (i.e., Natural Resource Specialist), shall serve as a free-of-charge consultant (State Consultant) for the City with respect to the Property for significant forest management issues that rise above general maintenance and repair. The State Consultant's time shall not exceed 8 hours annually, unless additional hours are agreed upon by both Parties in writing. The Parties agree to work together collectively to address issues involving the Property, to the extent their individual resources allow. City will make the final decision on the forest management practice to implement. Issues the State Consultant and/or OPRD staff will advise and assist with may include, but are not limited to:
 - a. Mediterranean Oak Borer
 - b. Emerald Ash Borer

- c. Other major insect and disease management concerns
 - d. Climate change planning to reduce significant forest impacts
 - e. Advice on forest management post-severe storm damage
 - f. Evaluation of long-term management of the Property
6. Grant application and award process. City will endeavor to write grant applications to Land and Water Conservation Fund, Oregon Parks and Recreation Department and other eligible grant funded opportunities. OPRD management (Columbia District Manager) will communicate with City management or staff to assist the City with letters of support, as appropriate. :
- a. Columbia District Manager to coordinate with the City Parks and Recreation Director (City Director) to identify possible grant opportunities for the Property on a biannual basis.
 - b. If awarded, City will manage the grant(s) process and make funding available for maintenance and/or operations , or to the agreed upon subcontractor, for projects on the Property.
7. City shall comply with all applicable federal, state and local laws, regulations, executive orders and ordinances applicable to the Property, including, without limitation, OAR chapter 736, Division 8 (the Land and Water Conservation Fund administrative rules), the LWCF Requirements, and shall manage, maintain and operate Property in accordance and in a manner consistent with LWCF Act (54 U.S.C. § 200305(f)(3)) and regulations (36 C.F.R. § 59.3).
8. City shall provide OPRD with a Park Plan on an annual basis including all future amendments and/or revisions to said Park Plan. The Park Plan is a general operations plan, approximately 5-15 pages, that does not require significant detail. CITY shall not construct, develop, improve, or otherwise alter park infrastructure, cultural resources, or natural resources outside of the current Park Plan within the Park Properties without prior OPRD consultation and written approval. This limitation does not prohibit the construction, development, or improvement of pedestrian trails within the Property for public use within the approved Park Plan.
9. OPRD may conduct periodic inspections of the Property. If an OPRD inspection indicates deficiencies in repair or maintenance, OPRD will provide City with a detailed written notice of its findings. OPRD and City shall have 30 days to agree in writing to the scope of necessary general repairs or maintenance, subject to the City's available budgeted financial resources for the Property.
10. On the expiration of this Agreement or its termination by OPRD, the City shall vacate the premises and restore the premises to a condition satisfactory to the OPRD. If the

City shall fail or neglect to restore the premises, then, at the option of OPRD, OPRD may have said restoration work done and City shall pay OPRD on demand any sum, which may be expended by OPRD after the expiration, revocation, or termination of this agreement in restoring the premises. This provision shall not apply to any changes to the premises that were approved in writing by OPRD. City also shall not be required to restore the premises if current condition is the result of pest infestation; natural disasters such as ice storm damage, wildfire damage, and large-scale tree deaths; significant repairs or re-building necessary for structures originally constructed by the State; or other causes beyond general repair and maintenance.

11. City shall not construct any additional facilities on said Property, nor make any alterations or additions to existing buildings and existing improvements, outside of the Park Plan, other than those of routine maintenance, without prior written consent from OPRD.
12. City shall not assign or transfer its rights under this Agreement to any third party.
13. City, in exercising the privileges granted by this Agreement, shall comply with the regulations OPRD, and all federal, state, county, and municipal laws, ordinances or regulations, which are applicable to City's use covered by this Agreement.

EXHIBIT C

INSURANCE

1. REQUIRED INSURANCE

1.1 WORKERS COMPENSATION; EMPLOYERS' LIABILITY

All employers, including City, that employ subject workers, as defined in ORS 656.027, shall comply with ORS 656.017 and shall provide workers' compensation insurance coverage for those workers, unless they meet the requirement for an exemption under ORS 656.126(2). City shall require and ensure that each of its subcontractors complies with these requirements. If City is a subject employer, as defined in ORS 656.023, City shall also obtain employers' liability insurance coverage with limits not less than \$500,000 each accident. If City is an employer subject to any other state's workers' compensation law, Contractor shall provide workers' compensation insurance coverage for its employees as required by applicable workers' compensation laws including employers' liability insurance coverage with limits not less than \$500,000 each accident and shall require and ensure that each of its out-of-state subcontractors complies with these requirements.

1.2 GENERAL LIABILITY

General Liability Insurance covering bodily injury, death and property damage in a form and with coverage that is satisfactory to the State. This insurance shall include personal and advertising injury liability, products and completed operations contractual liability coverage for the indemnity provided under this Contract, and have no limitation of coverage to designated premises, project or operation. Coverage shall be written on an occurrence basis in an amount of not less than **\$2,000,000** per occurrence. Annual aggregate limit shall not be less than **\$4,000,000**.

1.3 AUTOMOBILE LIABILITY INSURANCE

Automobile Liability Insurance covering City's business use including coverage for all owned, non-owned, or hired vehicles with a combined single limit of not less than **\$1,000,000** for bodily injury and property damage. This coverage may be written in combination with the Commercial General Liability Insurance (with separate limits for Commercial General Liability and Automobile Liability). Use of personal automobile liability insurance coverage

may be acceptable if evidence that the policy includes a business use endorsement is provided.

1.4 POLLUTION LIABILITY

City shall provide Pollution Liability Insurance covering Contractor's or appropriate subcontractor's liability for bodily injury, property damage and environmental damage resulting from sudden accidental and gradual pollution and related cleanup costs incurred by Contractor, all arising out of the goods delivered or Services (including transportation risk) performed under this Contract/Subcontract is required. Combined single limit per occurrence shall not be less than **\$1,000,000.00** and not be less than \$1,000,000.00 annual aggregate limit.

2. EXCESS/UMBRELLA INSURANCE

A combination of primary and excess/umbrella insurance may be used to meet the required limits of insurance.

3. ADDITIONAL INSURED

The Commercial General Liability insurance and Automobile Liability insurance required under this Contract must include an additional insured endorsement specifying the State of Oregon, its officers, employees and agents as Additional Insureds, including additional insured status with respect to City's activities to be performed under this Contract. Coverage shall be primary and non-contributory with any other insurance and self-insurance. The Additional Insured endorsement with respect to liability arising out of City's ongoing operations must be on ISO Form CG 20 10 07 04 or equivalent and the Additional Insured endorsement with respect to completed operations must be on ISO form CG 20 37 04 13 or equivalent.

4. TAIL COVERAGE

If any of the required insurance is on a claims made basis and does not include an extended reporting period of at least 24 months, City shall maintain either tail coverage or continuous claims made liability coverage, provided the effective date of the continuous claims made coverage is on or before the effective date of this Contract, for a minimum of 24 months following the later of (i) City's completion and OPRD's acceptance of all Services required under this Contract, or, (ii) OPRD or City termination of Contract, or, iii) The expiration of all warranty periods provided under this Contract.

5. CERTIFICATE(S) OF INSURANCE

City shall provide to OPRD, at the following address, Certificate(s) of Insurance for all required insurance before delivering any goods and performing any services required under this Contract.

Oregon Parks and Recreation Department
ATTN: Real Estate Services
725 Summer Street NE Suite C, Salem, OR 97301
OR FAX (503) 986-0648

The Certificate(s) must list the State of Oregon, its officers, employees and agents as a Certificate holder and as an endorsed Additional Insured. If excess/umbrella insurance is used to meet the minimum insurance requirement, the Certificate of Insurance must include a list of all policies that fall under the excess/umbrella insurance. As proof of insurance OPRD has the right to request copies of insurance policies and endorsements relating to the insurance requirements in this Contract.

6. NOTICE OF CHANGE OR CANCELLATION

City or its insurer must provide at least 30 days' written Notice to OPRD before cancellation of, material change to, potential exhaustion of aggregate limits of, or non-renewal of the required insurance coverage(s).

7. INSURANCE REQUIREMENT REVIEW

City agrees to periodic review of insurance requirements by OPRD under this Agreement and to provide updated requirements as mutually agreed upon by City and OPRD.



CITY OF
**West
Linn**

Mary S. Young State Park Lease Renewal Overview

City of West Linn | Parks & Recreation Department

October 21, 2025

Mary S. Young Lease Update



Purpose

-  Inform Council about discussions with Oregon State Parks regarding lease renewal.
-  Review proposed updates for the use of Mary S. Young State Park.



Question

-  Does Council support entering into a 25-year lease agreement with OPRD?
-  Lease contingent on updated language addressing financial and environmental risks.

Background



- ◆ Mary S. Young Park: 133-acre natural area along the Willamette River.
- ◆ Represents a large share of West Linn's 600 acres of parkland.
- ◆ Developed by Oregon State Parks; transitioned to city management in 2003.
- ◆ City responsible for maintenance, operations, and programming.



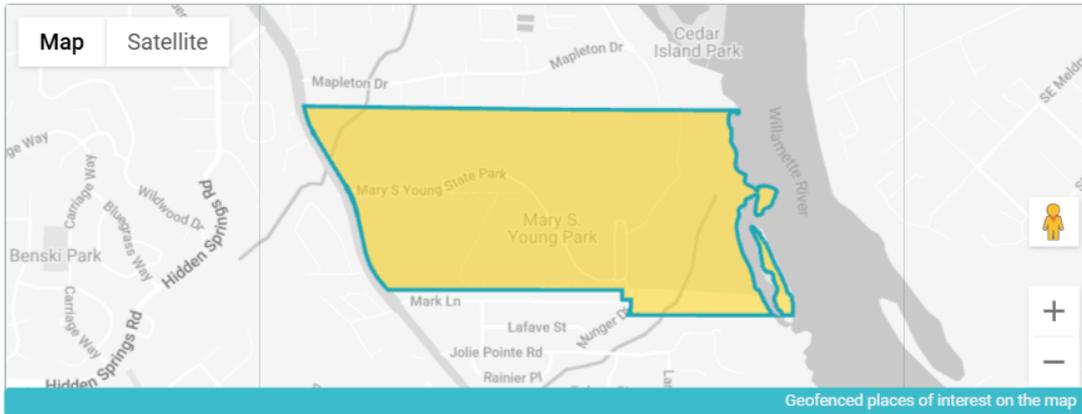
2024 Park Use



Function: [v] Place Name: Mary S. Young Park (1) [v]
 Place Id: [v] City: [v]
 Year: 2024 (1) [v] Jan 1, 2023 - Sep 30, 2025 [v]

Total Places Analyzed	Total Visits Analyzed	Average Distance Traveled		
1	55.1K	3.7	25.0	43.3
		Local Miles	Regional Miles	National Miles

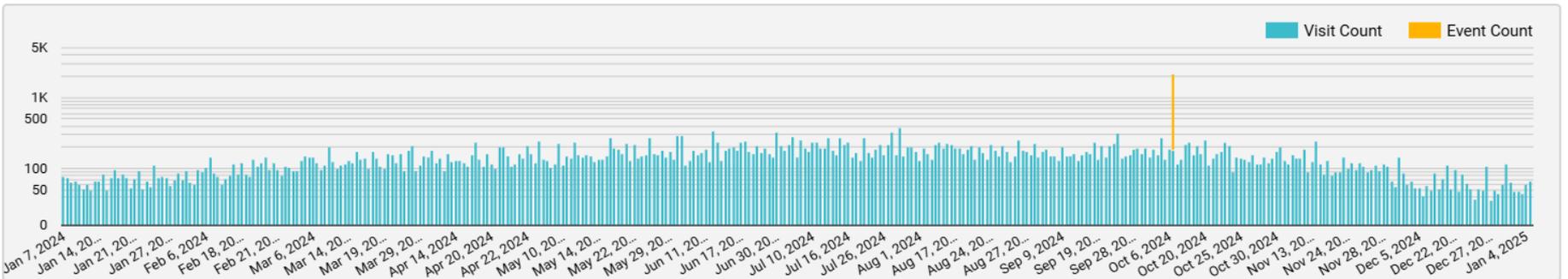
Places of Interest



Visitation Counts

Place Name	Visits	Average Time Spent (Min)	Area (acre)
Mary S. Young Park	55.12K	35.8	136.1

Time Series Visitation Counts



Programing



- Summer camps
- City events
- School events
- Shelter reservations
- Volunteer work parties
- Sports league and tournaments
- Saturday Run Club
- Down to Earth Forest School
- School field trips



City Improvements Since 2007



- 2007 Athletic Field Restroom installation
- 2013 Mapleton Drive trail access acquisition
- 2015 Park improvements with NW Youth Core and Contractors
- 2017 Storm clean
- 2018 Restroom and amenities renovation. Pollinator Garden installed
- 2019 Entry tree removal
- 2020 Athletic field drainage improvements – part of bond
- 2021 Storm clean up
- 2022 Parking Lot replacement
- 2022–2023: Trillium Creek property purchase and restoration

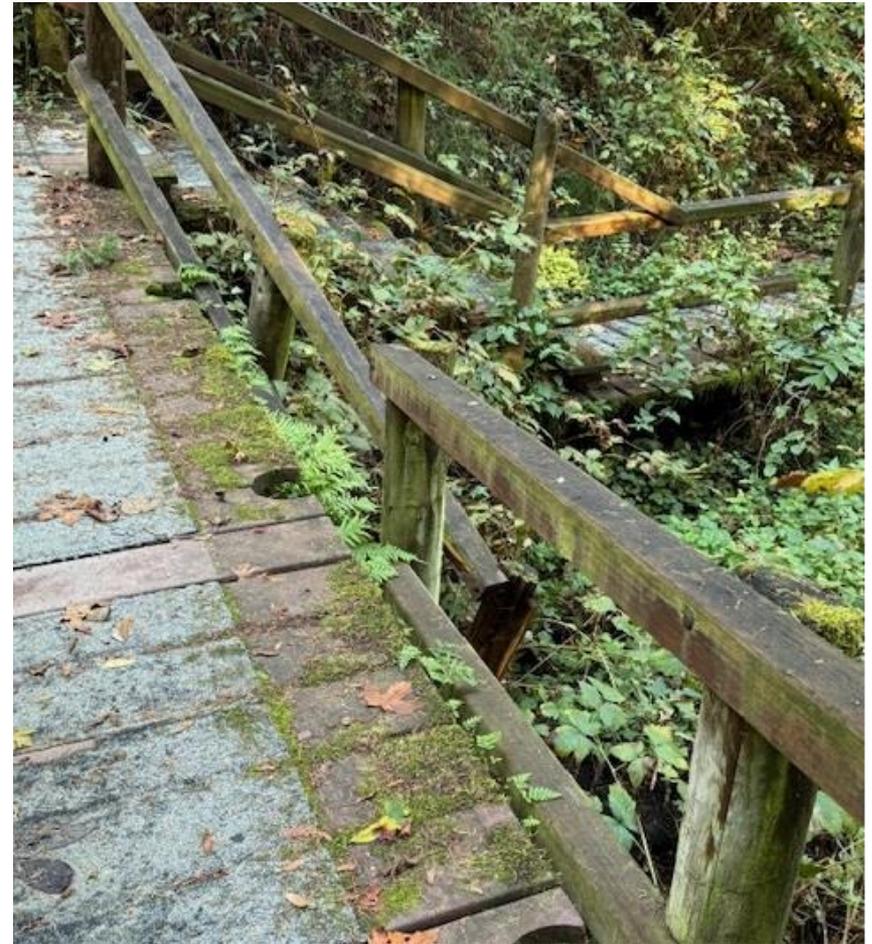
- Ongoing: Community volunteer projects- habitat restoration, trail creation and maintenance

Challenges Identified



- ◆ Deferred maintenance on pre-lease structures.
 - Parking Lot & Road
 - Bridge
 - Restroom
 - Asphalt paths
 - Shelter
- ◆ Increasing threats from invasive pests (e.g., vegetative, insects).
- ◆ Potential impacts from natural disasters.

Which leads to growing long-term financial concerns.



Discussions with OPRD



- ◆ City approached OPRD for cost-sharing on repairs and maintenance.
- ◆ OPRD unable to commit direct funding due to budget constraints.
- ◆ Counterproposal includes:
 - *8 hours of State Forester support annually.*
 - *Increased collaboration with State Parks staff.*
 - *Future cost-sharing discussions for major issues.*

Next Steps



- ◆ Finalize lease language with OPRD legal and administrative teams.
- ◆ Provide additional information if requested.
- ◆ If no additional questions prepare for Council vote for adoption of the 25-year lease on November 12th

Thank you

Questions from Council



Work Session Agenda Bill

Date: October 13, 2025

To: Rory Bialostosky, Mayor
Members, West Linn City Council

Through: John Williams, City Manager *JRW*

From: Steve Koper, CD Director *SK*
Darren Wyss, Principal Planner *DSW*

Subject: West Linn Waterfront Vision Plan

Purpose:

Hold a second work session to discuss the West Linn Waterfront Vision Plan and review the requested changes from the first work session on October 7th.

Question(s) for Council:

Does the Council have any clarifying questions or need additional information about the Vision Plan?

What proposed language changes would the Council like to bring forward?

Does the Council wish to hold the public hearing for adoption of the Vision Plan on November 18th?

Background & Discussion:

The City Council held a work session on October 7th to review the West Linn Waterfront Vision Plan and the recommendations from the Project Working Group and Planning Commission. At the meeting, Council received a presentation from the project consultant and asked several clarifying questions about the public comments received during the Planning Commission meetings. Four community members submitted oral comments, and [two written comments were sent to City Council](#). After discussion, the Council requested the project team bring back the following items to the October 21st work session for review and final direction:

1. Replace the 100-year floodplain boundary on Vision Plan maps with the more accurate 1996 flood boundary.
2. Remove the box with “Medium-density residential currently in the planning stage” from the Ponds District map and adjust the “potential development” area to be outside of the 1996 flood boundary.
3. Add “Ecological Corridors” symbology to the District maps.
4. Draft language options to add to the Vision Plan focused on encouraging preservation of existing structures, particularly in the Cultural Heritage District.
5. Draft language options to add to the Vision Plan focused on affordable housing.

The project team has made map changes related to Items 1 through 3 (attached) and drafted options related to Items 4 and 5 (attached). The project team will be prepared to discuss Council’s preferred option for additional language in the Vision Plan at the meeting. The tentative adoption date for

consideration of the Waterfront Vision Plan is November 18th and the project team is looking for confirmation Council is ready to hold the public hearing on that date.

Additional Background

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

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

- Seven (7) Open Houses (554 attendees)
- Nine (9) Property Owner Meetings
- Nine (9) Neighborhood Association Meetings (169 attendees)
- Wednesday Market Booth (51 contacts)
- Five (5) Civic Group Presentations (160 attendees)

Please see Appendix A linked below for more information on outreach efforts and feedback.

The West Linn Waterfront Project Guiding Principles:

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

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

- Open House (100+ attendees)
- Project Website to Review Plan and Provide Comment (3,200 visits Jan to June 2024)
- Online Survey (573 responses, 65% not engaged previously)
- 10 Civic Group Presentations
- Eight (8) Tabling Events
- Property Owner Meetings

Please see Appendix A linked below for more information on outreach efforts and feedback.

The project team then spent Summer 2024 updating the Draft Community Vision Plan to align with the feedback from the engagement efforts. The City Council appointed Waterfront Working Group, tasked to

review and propose revisions to draft documents and make final recommendations, discussed the Draft Community Vision Plan at a meeting in September 2024.

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

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

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

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

West Linn Waterfront Working Group Recommendation

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

1. Consider including recommendations for affordable housing in the project area.
2. Consider including recommendations for Smart Growth Development concepts across the project area.
3. Access to area is a critical component of the project.
4. Consider including stronger language in Plan for reuse of existing structures.
5. Provide additional time for more community feedback.
6. Working Group Member Bob Schultz objected to the Vision Plan – wants more certainty on the future use of his property.
7. Working Group Member Confederated Tribes of the Grand Ronde did not take a position on whether to move the Plan forward.

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

The project team brought the Vision Plan to the Planning Commission for review to get more input and a separate recommendation. Two work sessions were held with several community comments submitted.

Planning Commission Work Session 1 (July 16, 2025)

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

[July 16th PC Meeting Packet](#)

[July 16th PC Meeting Video](#)

[July 16th PC Meeting Notes](#)

[July 16th Community Comments](#)

The primary topics of the comments were:

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

Staff have created a [matrix of the comments with responses](#). PC member comments and questions are also included in the matrix.

Planning Commission Work Session 2 (August 20, 2025)

[August 20th PC Meeting Packet](#)

[August 20th PC Meeting Video](#)

[August 20th Community Comments](#)

[August 20th PC Community Written Comments](#) (submitted at meeting)

At its August 20th work session, the PC revisited the 7/16 PC work session [comments](#) and associated [comment matrix](#) for final questions. Staff provided a floodplain boundary map and a wetland delineation report map for the property shown as medium-density residential in the Ponds District. The intent of the maps was to show how final surveying on a development proposal sets the resource boundaries. This level of detail is outside of the scope of the Vision Planning process, which is intended to represent potential future land uses, transportation improvements, trail connections, and natural resource protection areas.

The PC also reviewed the three implementation memos (Policy and Regulatory, Transportation, and Implementation and Financing – linked below as Appendix C) that were reviewed by the Working Group.

A few items were identified as potential recommendations to City Council:

1. Use the 1996 Flood Elevation on maps to better correspond to the 75-foot special flood hazard area elevation (100-year floodplain)
2. Remove “in planning stages” from the medium-density residential area in the Ponds District
3. Update map legends

Planning Commission Public Hearing (September 17, 2025)

[September 17th PC Meeting Packet](#)

[September 17th PC Meeting Video](#)

[September 17th Community Comments](#)

At its September 17th public hearing, the PC heard additional public comment on the Vision Plan, asked clarifying questions and recommended the City Council adopt the West Linn Waterfront Vision Plan with the following considerations:

1. Use the 1996 Flood Elevation on the Ponds District Map.
2. Remove reference to housing development in the Ponds District.
3. Add “encourage” or stronger language of reuse of cultural resources in the Cultural Heritage District.

City Council Process

[October 7th CC Meeting Packet](#)

[October 7th CC Meeting Video](#)

Council will hold its second work session on October 21st and the public hearing to consider adoption on November 18th. After adoption of the Waterfront Community Vision Plan, staff will begin implementation work by analyzing appropriate zoning changes, development code amendments, and design standards for the West Linn Waterfront Project. Additional community engagement will be critical for the next phase.

Council Options:

Review the updated maps and draft language options, ask clarifying questions, provide direction on the preferred language option, and confirm the November 18, 2025, public hearing date to adopt the West Linn Waterfront Vision Plan.

Staff Recommendation:

Receive a briefing from the City’s project consultant, ask clarifying questions, provide guidance on the preferred language options, and confirm the November 18, 2025 public hearing date.

Attachments:

1. Draft language options for review
2. Updated District Maps for review
3. [Resolution 2025-13 – West Linn Waterfront Vision Plan](#)
4. [West Linn Waterfront Vision Plan Appendix A](#) (link only)
5. [West Linn Waterfront Vision Plan Appendix B](#) (link only)
6. [West Linn Waterfront Vision Plan Appendix C](#) (link only)

Additional Links:

1. [Written Comment for 9/17 PC Hearing](#)
2. [Written Comment Submitted at 8/20 PC Meeting](#)
3. [Written Comment for 8/20 PC Meeting](#)
4. [Comment Response Matrix for 7/16 PC Meeting](#)
5. [Comments Received for 7/16 PC Meeting](#)
6. [Comments Received Dec. 2024 to May 2025](#)
7. [Comment Matrix](#)
8. [Vision Plan January 2025 Survey Results](#)

Attachment 1

Encouraging Preservation of Historic Buildings

Existing Language	Pg. 5	Support cultural and environmental stewardship.
Existing Language	Pg. 11	Reinvestment Opportunities: Encourage rehabilitation and reuse of historic structures.
Existing Language	Pg. 12	Historic Character: Natural, historic, and cultural values are protected and embraced.
Existing Language	Pg. 18	Cultural Heritage District: Significant potential for site adaptation to commemorate the industrial heritage of Moore’s Island.
Existing Language	Pg. 32	Historic City Hall District: Preservation of Historic Structures
Existing Language	Pg. 32	Historic City Hall District: Reuse of Historic City Hall
Existing Language	Pg. 33	Cultural Heritage District: Site adaptation for a public market, light industrial, and/or event space
Existing Language	Pg. 34	Cultural Heritage District: Site Clean-up, Reuse of Materials to Celebrate Industrial Heritage, and Potential Rezoning to Accommodate Future Land Uses
Potential Language Options	Pg. 33	<p>Add Bullet: Evaluate structures for historic significance and structural integrity.; or</p> <p>Encourage rehabilitation and reuse of key historic structures where economically feasible.; or</p> <p>Support opportunities for rehabilitation and reuse of historic structures.; or</p> <p>Work with private sector partners to identify key historic sites where rehabilitation and reuse would enhance visitor experience and support projects that showcase industrial heritage.; or</p>

		Encourage exploration of rehabilitation and reuse of key historic structures in partnership with property owners.

Consider Recommendation for Affordable Housing in the Planning Area

Existing Language	Pg. 23	Financing affordable housing on land with substantial development expenses may be challenging.
Potential Language	Pg. 37	<p>Housing Density + Parking (new paragraph at end)</p> <p>Supporting new affordable housing projects, potentially with Tax Increment Financing (TIF) funds, could help meet the needs identified in the West Linn Housing Capacity Analysis.; or</p> <p>The City should consider allowing a variety of housing types to encourage affordability across income ranges and use targeted infrastructure investments, incentives, and expedited permitting to support development.; or</p> <p>It will be important to work with private sector partners to identify opportunities for affordable housing development.</p>
Potential Language	Pg. 12	<p>River Access Key Elements:</p> <p>Encourage affordable housing development to ensure equitable access to the river.</p>

Attachment 2

CULTURAL HERITAGE DISTRICT

Centered on the Falls, this district focuses on elevating Indigenous culture and celebration of the area's industrial heritage.

IDENTITY + CHARACTER:

Iconic and history-focused

LAND USE FOCUS:

Medium to high density and diversity of uses. The Willamette Falls Inter-Tribal Public Access Project could provide an attraction for this district. Increased access and creative development techniques could unlock mixed use and light industrial uses on the island, terraced along the lowlands slopes, and on the uplands.

POTENTIAL PROGRAMS:

- Inter-Tribal Public Access Project and associated Tribal specific spaces
- Site adaptation for a public market, light industrial, and/or event spaces
- Restored locks will allow boat movement upstream and downstream and unprecedented access to the Falls
- Potential bike/ped bridge from Historic City Hall District to Moore's Island to tumwata village
- Trails with viewing platforms to the river and falls
- Multi-family residential terracing the lowlands slope and in the uplands area
- Mix of field and structured parking



Framework Plan



Tribal Specific Spaces



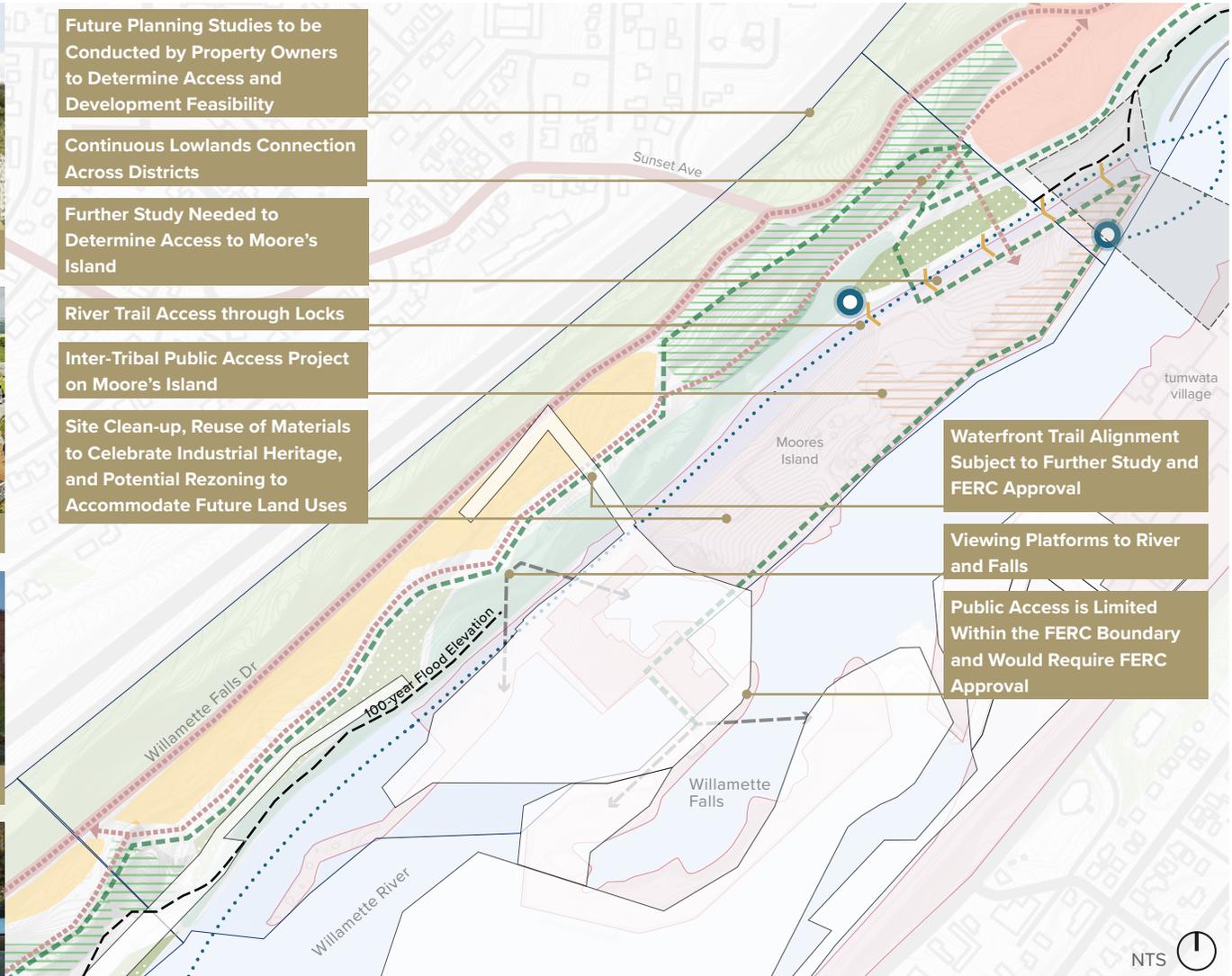
Trails with Viewing Platforms



Market / Maker Spaces



Terraced, Multi-Family Residential



Future Planning Studies to be Conducted by Property Owners to Determine Access and Development Feasibility

Continuous Lowlands Connection Across Districts

Further Study Needed to Determine Access to Moore's Island

River Trail Access through Locks

Inter-Tribal Public Access Project on Moore's Island

Site Clean-up, Reuse of Materials to Celebrate Industrial Heritage, and Potential Rezoning to Accommodate Future Land Uses

Waterfront Trail Alignment Subject to Further Study and FERC Approval

Viewing Platforms to River and Falls

Public Access is Limited Within the FERC Boundary and Would Require FERC Approval

- Parks/Open Space
- Potential Development Area
- Waterfront Trail
- Steep and/or Sloped Green Buffer
- Existing Streets / Connections
- Willamette River Trail (alignment to be determined)
- Steep/Dense Wooded Area
- Multimodal Greenway**
- River Access Point
- Historic and/or Cultural Asset
- Potential New Street / Connection
- Locks
- Approximate area of Inter-Tribal Public Access Project
- ODOT Bike/Pedestrian Bridge Concept Plan Alignment Option
- FERC Boundary*

*The Federal Energy Regulatory Commission (FERC) sets a boundary to secure the power production functions of the T.W. Sullivan hydroelectric plant. There are restrictions on the access and uses allowed within the FERC boundary. Low-impact projects, such as trails, streets, and public access to the shoreline, may be acceptable; however, a more detailed assessment in consultation with FERC and PGE will be required.

**Willamette Falls Drive alignment reflects alignment currently adopted in West Linn Transportation System Plan (TSP).

Proposed programs and circulation ideas are conceptual and will require further study and coordination with property owners. Zoning changes may be required to allow for proposed programs / compatible uses.

POND DISTRICT

The Pond District, with its lower elevation, easily reachable shoreline, and natural aquatic environments, will emphasize river access and the preservation of natural areas.

IDENTITY + CHARACTER:

Eco and community-focused

LAND USE FOCUS:

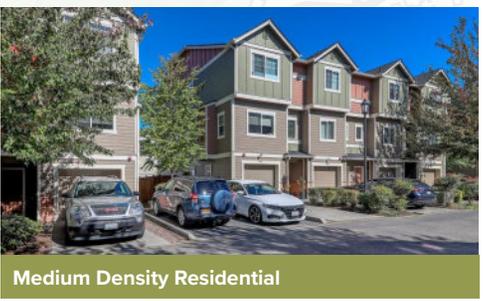
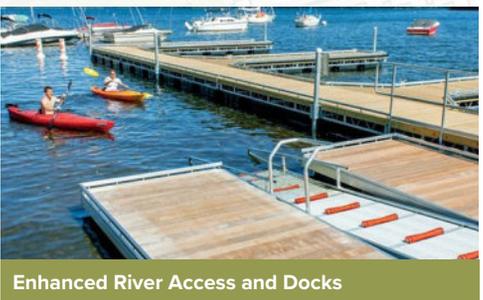
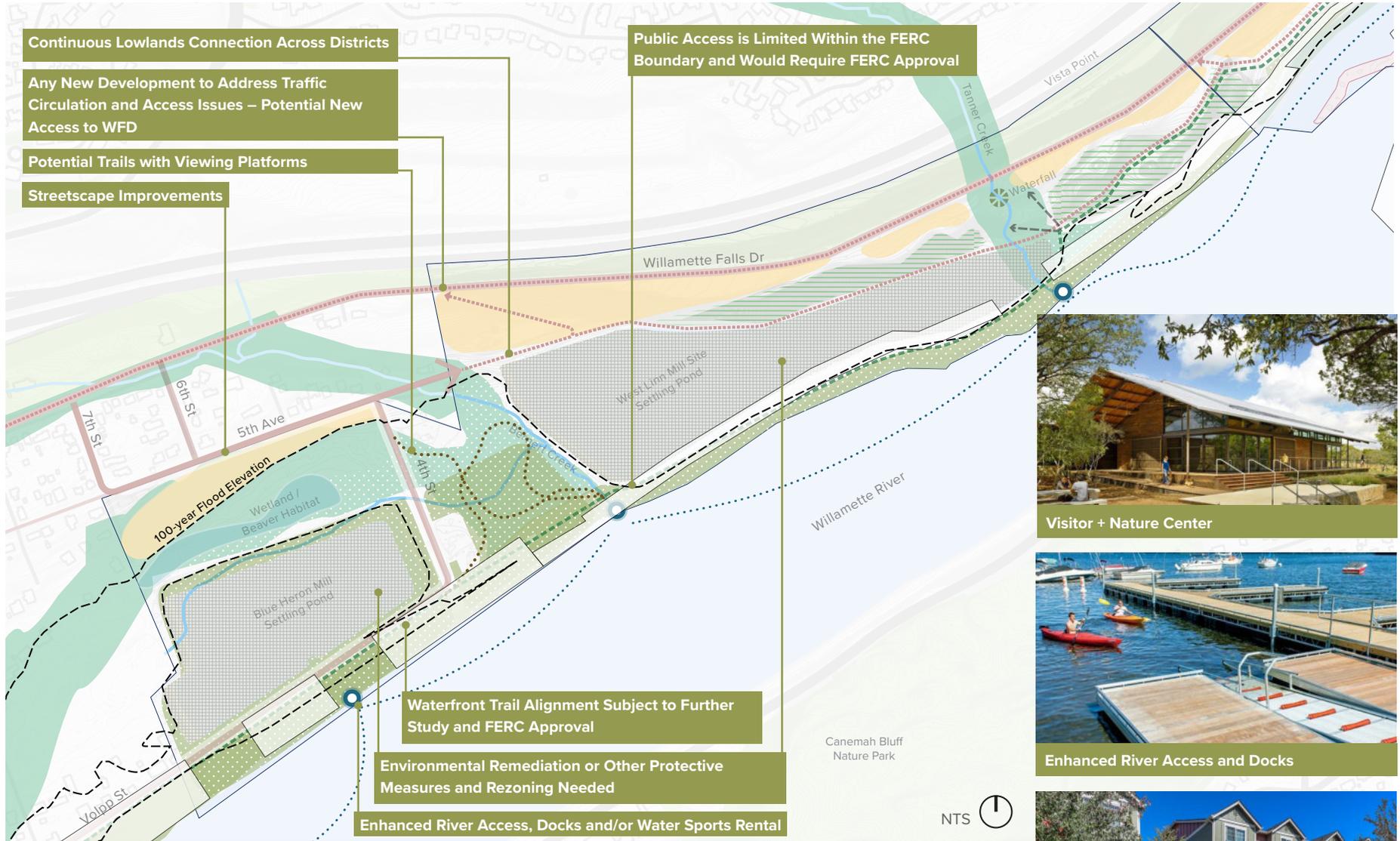
Lower intensity of uses. Preservation and rehabilitation of natural areas with development that is appropriately scaled to the adjacent neighborhood and natural resources. Collaborate with property owners to identify opportunities for ecological restoration alongside new development.

POTENTIAL PROGRAMS:

- Wetlands restoration
- Wetland trails
- Visitor or Nature Center
- Enhanced access to the river for paddling, swimming, fishing (low intensity)
- Single family or townhomes on far northwest end of the district
- Permeable surface/field parking
- Collaborate with property owners to identify opportunities for ecological restoration alongside new development
- Remediation or other protective measures and rezoning of ponds for non-industrial uses



Framework Plan



- Parks/Open Space
- Steep and/or Sloped Green Buffer
- Steep/Dense Wooded Area
- Potential Development Area
- FERC Boundary*
- Existing Streets / Connections
- Multimodal Greenway**
- Potential New Street / Connection
- Ecological Corridor
- Waterfront Trail
- Willamette River Trail (alignment to be determined)
- Wetland Trails
- River Access Point

*The Federal Energy Regulatory Commission (FERC) sets a boundary to secure the power production functions of the T.W. Sullivan hydroelectric plant. There are restrictions on the access and uses allowed within the FERC boundary. Low-impact projects, such as trails, streets, and public access to the shoreline, may be acceptable; however, a more detailed assessment in consultation with FERC and PGE will be required.
 **Willamette Falls Drive alignment reflects alignment currently adopted in West Linn Transportation System Plan (TSP).
 Proposed programs and circulation ideas are conceptual and will require further study and coordination with property owners. Zoning changes may be required to allow for proposed programs / compatible uses.

Attachment 3

RESOLUTION 2025-13

A RESOLUTION ADOPTING THE WEST LINN WATERFRONT VISION PLAN

WHEREAS, in 2016, City Council directed staff to begin working on the West Linn Waterfront Project and engage the community on the preferred future for the area; and

WHEREAS, City staff held a series of outreach events from 2016 to 2019 that included seven open houses (554 attendees), nine property owner meetings, nine neighborhood association meetings (169 attendees), Wednesday Market booth (51 contacts) and five civic group presentations (160 attendees); and

WHEREAS, the outreach resulted in the establishment of four Project Guiding Principles (Reinvestment Opportunities, Transportation Improvements, River Access, Historic Character), a preferred option to improve the Hwy 43 and Willamette Falls Drive intersection, and preferred land uses for the area; and

WHEREAS, the City Council appointed a working group in August 2023, which met six times to review project materials and to make a recommendation on a Waterfront Vision Plan; and

WHEREAS, City staff held a series of outreach events from 2024 to 2025 that included three open houses (~150 attendees), a project website (3,200 visits from January to June 2024), an online survey in Spring 2024 (573 responses, 65% not engaged previously), 10 civic group presentations, eight tabling events, and property owner meetings; and

WHEREAS, the working group found consensus in July 2025 to forward the West Linn Waterfront Vision Plan to City Council with five recommendations; and

WHEREAS, the West Linn Planning Commission held two work sessions in July and August 2025 to discuss the West Linn Waterfront Vision Plan; and

WHEREAS, the West Linn Planning Commission held a public hearing on September 17, 2025 and recommended adoption of the West Linn Waterfront Vision Plan; and

WHEREAS, the West Linn City Council held two work sessions in October 2025 to discuss the West Linn Waterfront Vision Plan; and

WHEREAS, the West Linn City Council held a public hearing on November XX, 2025 to consider the recommendations, receive public testimony, and render a decision.

NOW, THEREFORE, THE CITY OF WEST LINN RESOLVES AS FOLLOWS:

SECTION 1. The West Linn Waterfront Vision Plan and Appendices, attached as Exhibit A, is hereby adopted.

This resolution was PASSED and ADOPTED this _____ day of _____, 2025, and takes effect upon passage.

RORY BIALOSTOSKY, MAYOR

ATTEST:

KATHY MOLLUSKY, CITY RECORDER

APPROVED AS TO FORM:

CITY ATTORNEY



WEST LINN
WATERFRONT
PROJECT

Community Vision Plan

June 2025



ACKNOWLEDGMENTS

City Council Members

Mayor Rory Bialostosky

Council President Mary Baumgardner

Councilor Leo (Lou) Groner

Councilor Carol Bryck

Councilor Kevin Bonnington

Planning Commission Members

John Carr

Joel Metlen

Jason Evans

Kathryn Schulte-Hillen

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- B Existing Conditions Analysis







01

Introduction





WHAT IS THIS VISION PLAN?

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

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

To capitalize on this moment, the City of West Linn restarted a 2-year planning process that continues a transparent and collaborative community-driven effort that started prior to the pandemic. The Vision Plan puts the community's interests at the center of the process and incorporates their thoughts along with property owner interests and an analysis of the area's physical, economic, and regulatory issues to develop a plan for realizing the potential of the Waterfront.



GOALS

The Waterfront is a key piece in the economic development of West Linn. Building on decades of past planning efforts and public input, the desired outcome of the Waterfront Vision Plan is the creation of a revitalized area that provides a diverse mix of land uses, increases access to the river and recreational opportunities, and celebrates the Indigenous and industrial heritage of the site.

The goals of the Vision Plan are to:



PROCESS

This Vision Plan signifies the restart of the City's effort to reimagine the Waterfront, a process that began in 2016 but was delayed by the COVID-19 pandemic.

The Vision Plan was guided by a Project Working Group (PWG) that represents a diverse group of stakeholders whose input, advice, and feedback has helped shape the planning process. This Vision Plan document has undergone review and approval by the PWG.

Previous planning and community engagement were used to develop a Draft Vision Plan that was shared with the community in Spring 2024. Refinements were made based on community input and discussions with major property owners and key stakeholders to develop this Final Vision Plan. It includes a comprehensive vision for the site and each of its districts.

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

Fall/Winter 2023/24

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

Plan Development

Summer/Fall 2024

- » Vision Plan Refinement
- » Option Refinement
- » Public Review
- » Final Vision Plan

Preferred Plan

Spring/Fall 2025

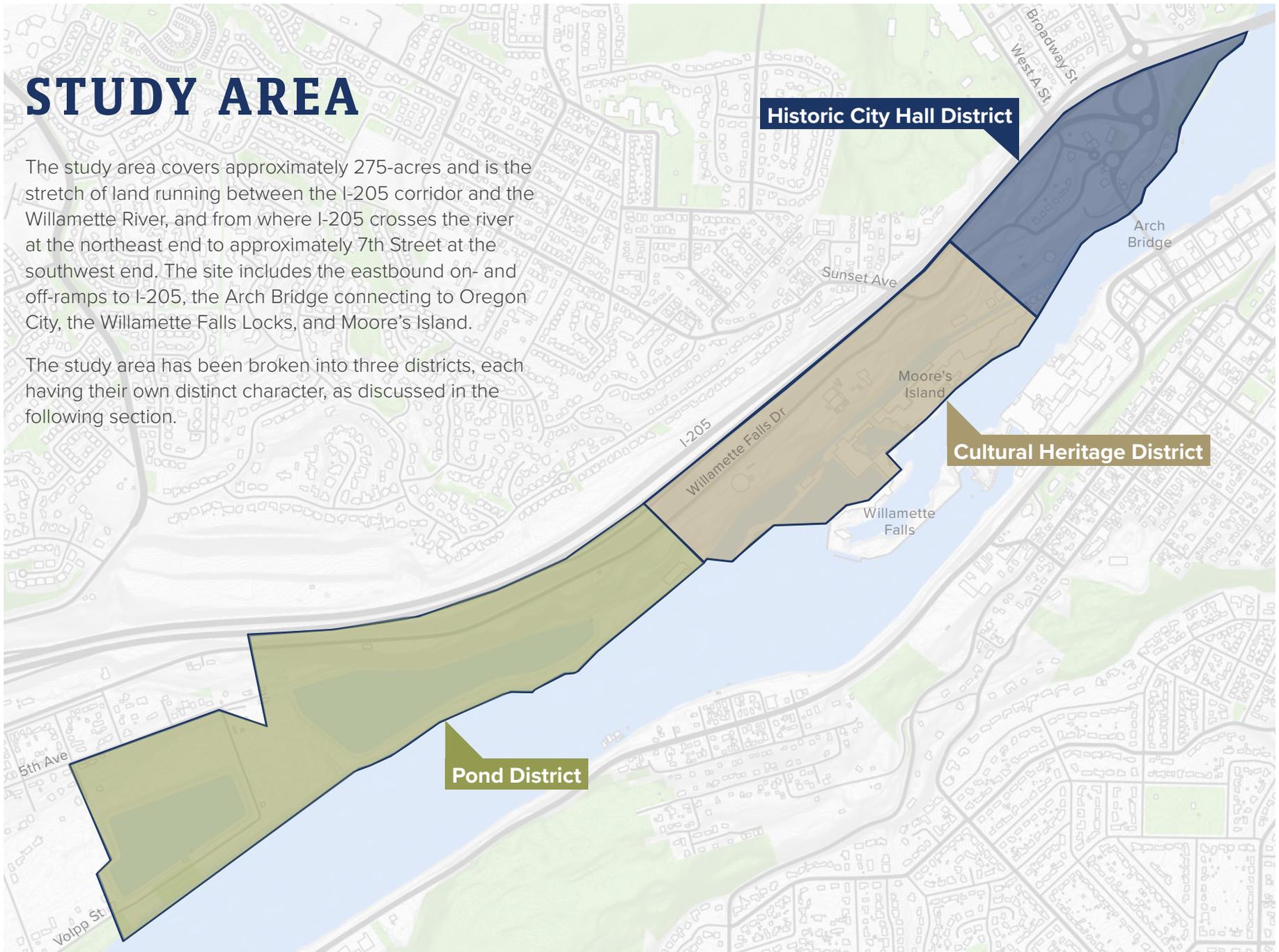
- » Policy / Regulatory Review
- » Implementation Strategies
- » Financing Plan
- » Public Review
- » Final Documentation

Adoption

STUDY AREA

The study area covers approximately 275-acres and is the stretch of land running between the I-205 corridor and the Willamette River, and from where I-205 crosses the river at the northeast end to approximately 7th Street at the southwest end. The site includes the eastbound on- and off-ramps to I-205, the Arch Bridge connecting to Oregon City, the Willamette Falls Locks, and Moore's Island.

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



ALIGNED PROJECTS AND PLANNING EFFORTS

Planning for the study area has been ongoing for almost 40-years. Most recently, there have been numerous planning efforts and projects that will help inform the larger vision for the site.

-
- 1 Willamette Falls Inter-Tribal Public Access Project (Ongoing)
 - 2 Willamette Falls Locks Seismic Upgrade (2023)
 - 3 Oregon City-West Linn Pedestrian-Bicycle Bridge Concept Plan (2023)
 - 4 Willamette Falls Drive Concept Plan (2021)
 - 5 Willamette Falls Portage Trail Concept Study (2019)
 - 6 West Linn Mill Site & Willamette Falls Tour Feasibility Study (2019)
 - 7 PGE West Linn Waterfront Redevelopment Study (2019)
 - 8 West Linn Upland Site Development Work Session (2019)
 - 9 West Linn Master Plan for Parks, Recreation, and Open Space (2019)
 - 10 West Linn Comprehensive Plan (2017)
 - 11 West Linn Transportation System Plan (2016)
 - 12 West Linn Waterfront Project Assessment and Roadmap (2016)
 - 13 Blue Heron Aerated Stabilization Sludge Management Project (2015)
 - 14 Arch Bridge Concept Plan (2014)
 - 15 A Vision for the Willamette Falls Legacy Project (2014)
 - 16 Comprehensive Trails Master Plan (2013)
 - 17 Willamette Falls State Heritage Area

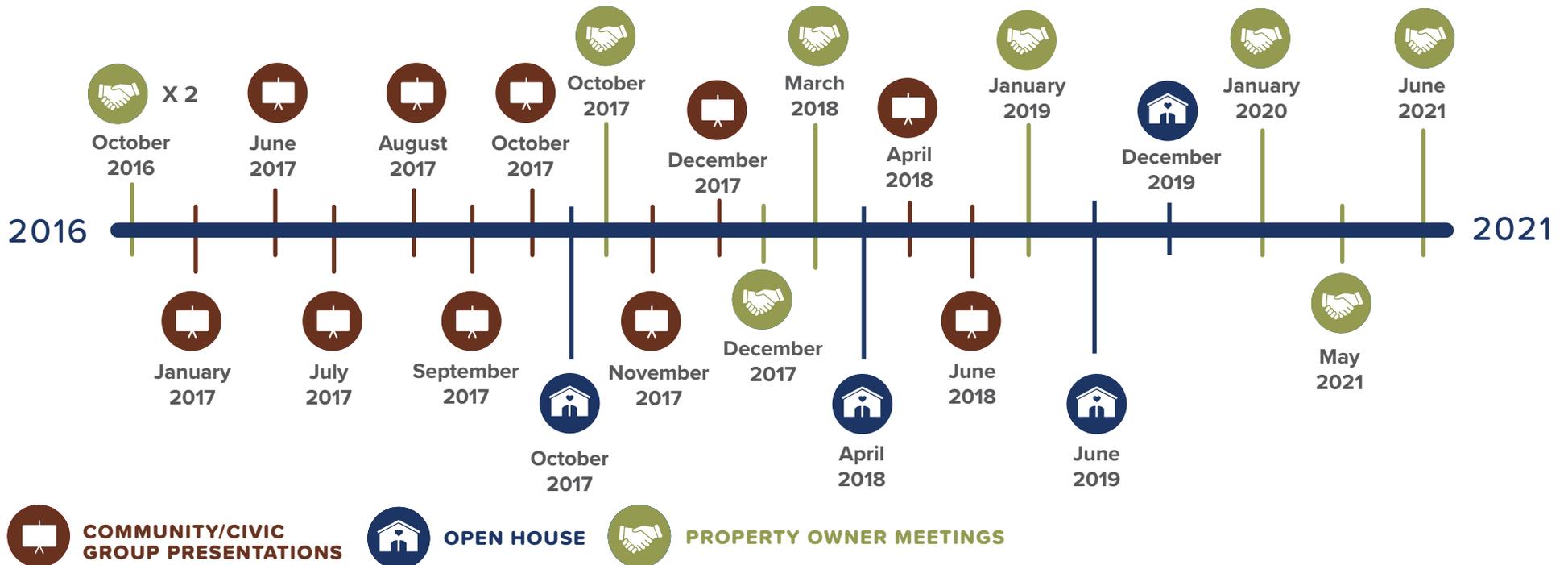
ENGAGEMENT

This Vision Plan builds on decades of thoughtful work conducted by City staff and the community to reimagine the Waterfront.

Planning conducted between 1986 and 2016 included several neighborhood and redevelopment plans within and nearby the project area. These were used by City staff to develop a set of preliminary guiding principles that were taken out to the public as part of the City's 2016 and 2021 engagement with the community.

Considerable community engagement – including open houses, community group presentations, and property owner meetings – resulted in refinements to the guiding principles and the preliminary identification of land uses and amenities that the community would like to see on the Waterfront. Out of the process, the City also developed a concept plan for Willamette Falls Drive that was adopted into the City's Transportation System Plan. Some of the key stakeholders and property owners have also conducted and are continuing to conduct their own planning to understand how they can best realize the potential for the Waterfront.

2016–2021 PRELIMINARY ENGAGEMENT



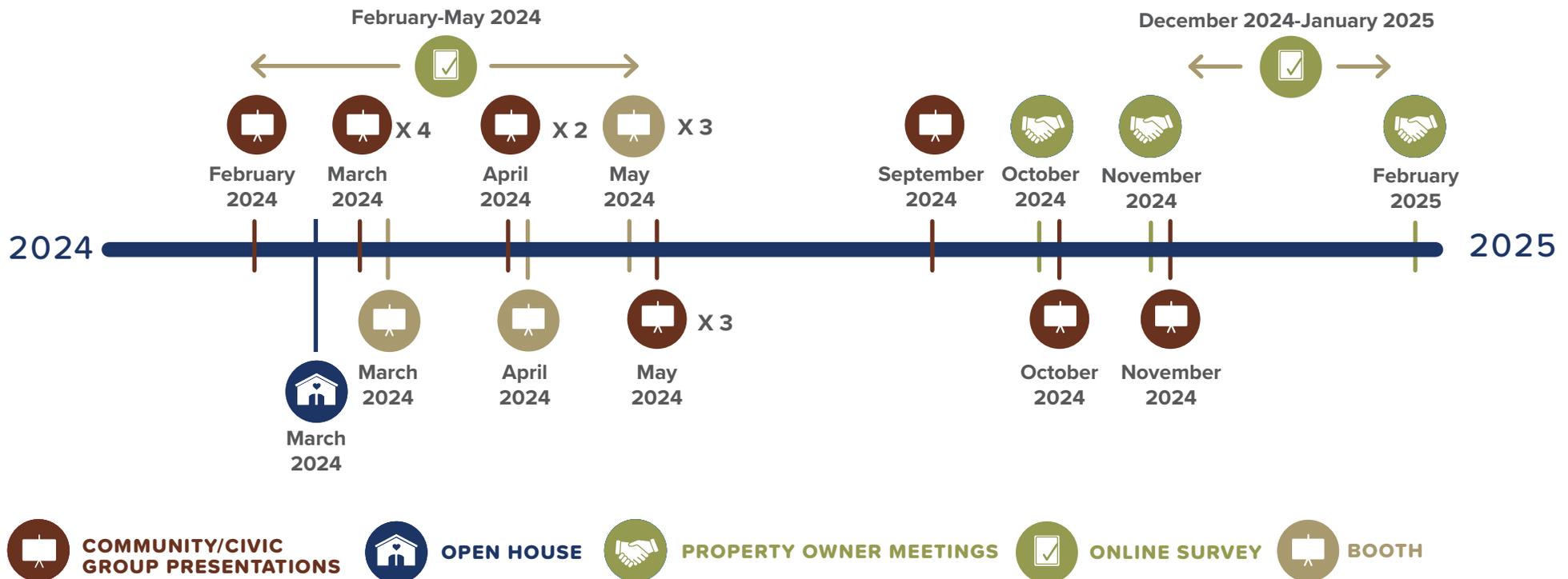
The launch of this Vision Plan led to the City’s most recent 2024/2025 engagement efforts which obtained input on the Draft Vision Plan and confirmed the planning framework for each district. The input received was used to revise the final Vision Plan and will inform future phases of implementation including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

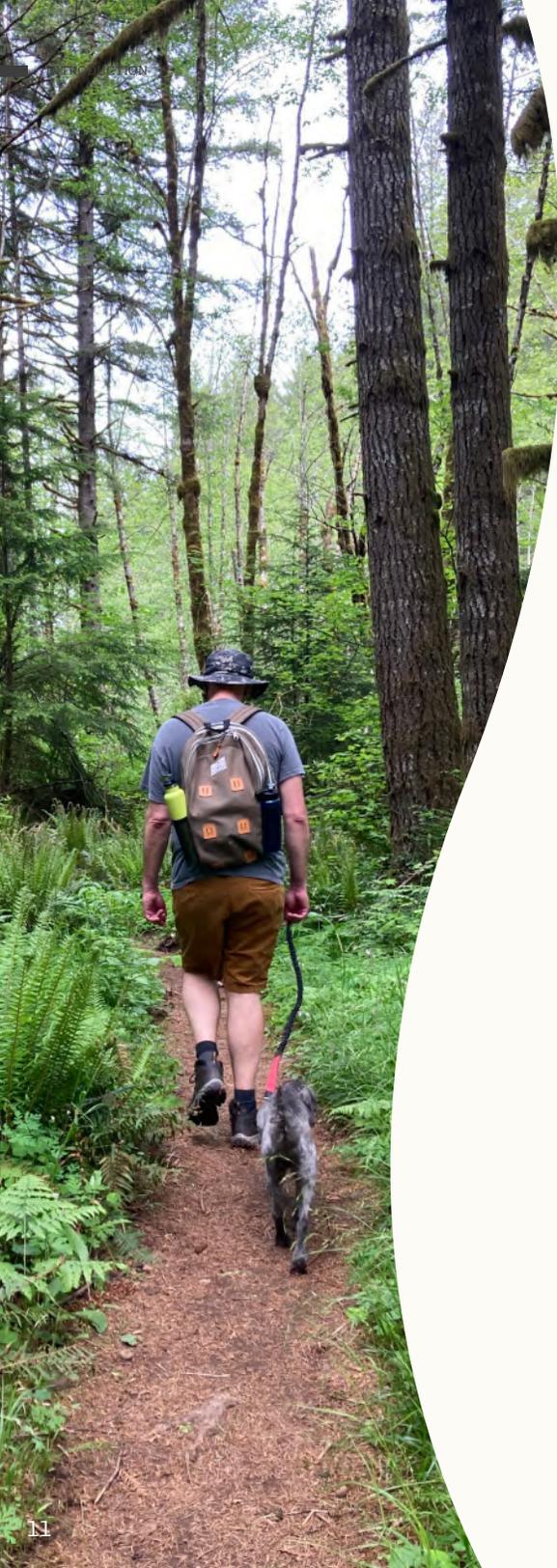
Public engagement included both virtual and in-person activities. Virtual engagement was facilitated through a project website, online surveys,

an interested parties sign-up link, social media, city newsletters, and a comment form. In-person engagement included a public open house, presentations to community organizations, and tabling events. Future community engagement will continue to provide opportunities for partners and the public to comment on the next stages of implementation.

For more information on the key outcomes and findings from recent engagement efforts, see Appendix A.

2024-2025 VISION PLAN ENGAGEMENT





GUIDING PRINCIPLES

Four guiding principles were developed from extensive public consultation. These represent the community's priorities for the West Linn Waterfront and were used to shape the design concepts presented in this Vision Plan.



REINVESTMENT OPPORTUNITIES

The area will maintain its long history as a working waterfront, while creating opportunities for reinvestment in the historic heart of the community.

KEY ELEMENTS

- Provide opportunities for reinvestment in the three planning districts.
- Accommodate access, parking, and security for Moore's Island and electric utility sites.
- Land use decisions support community vision and market principles.
- Set expectations and parameters through zoning and design guidelines.
- Encourage and enable private sector investment to build high quality places.
- Reuse of Historic City Hall as a gateway to the Waterfront area.
- Encourage rehabilitation and reuse of historic structures.
- Public and private owners work together on timing of land use transitions.



TRANSPORTATION IMPROVEMENTS

Through public and private investment, the Waterfront will safely accommodate pedestrians, bicyclists, motorists, and truck traffic through improved facilities and turning movements, while reducing conflicts and supporting land uses.

KEY ELEMENTS

- Coordinate land use, development, and transportation infrastructure needs.
- Livability and accessibility of nearby neighborhoods.
- Preserve access as needed to support commercial and power generation activities.
- Leverage public funds with private investment for safety and capacity improvements.
- Improved local access through the area.
- Creative solutions for multi-modal improvements including future consideration of regional transit corridors and river transportation.



RIVER ACCESS

The community and visitors will have enhanced visual and physical opportunities to enjoy the river and falls through trails, open spaces both natural and within the built environment, and aquatic recreation.

KEY ELEMENTS

- Public and private spaces woven together in a singular experience.
- Views of the Willamette River and Falls.
- Water quality and fish habitat protections.
- Continuous trail network.
- Physical access to the river's edge.
- Opportunities created by the reopening of the locks to river transportation.



HISTORIC CHARACTER

The community and visitors will experience a revitalized and vibrant waterfront, while experiencing and celebrating the working and historic industrial uses and important natural, historic, and cultural resources of the area.

KEY ELEMENTS

- Natural, historic, and cultural values are protected and embraced.
- Honor Native American Treaties and restore and respect Indigenous traditions along the Willamette River and Falls.
- Collaboration with other regional, state, and local efforts to recognize the history and heritage of the site.
- Collaboration with Willamette Falls Locks Authority to repair and reopen the Locks.
- Support business viability and vitality.
- Maximize economic connections to the Willamette Historic District.





02

Planning Framework



TOWARDS A PLANNING FRAMEWORK

The Planning Framework serves as a blueprint to safeguard natural and cultural resources while identifying ongoing work and potential new development areas along the Waterfront. It is grounded in a comprehensive physical analysis, covering floodplain areas, shoreline access and conditions, and steep slopes, among other overlays.

Appendix B includes a more detailed physical analysis that shaped the development of the Planning Framework.

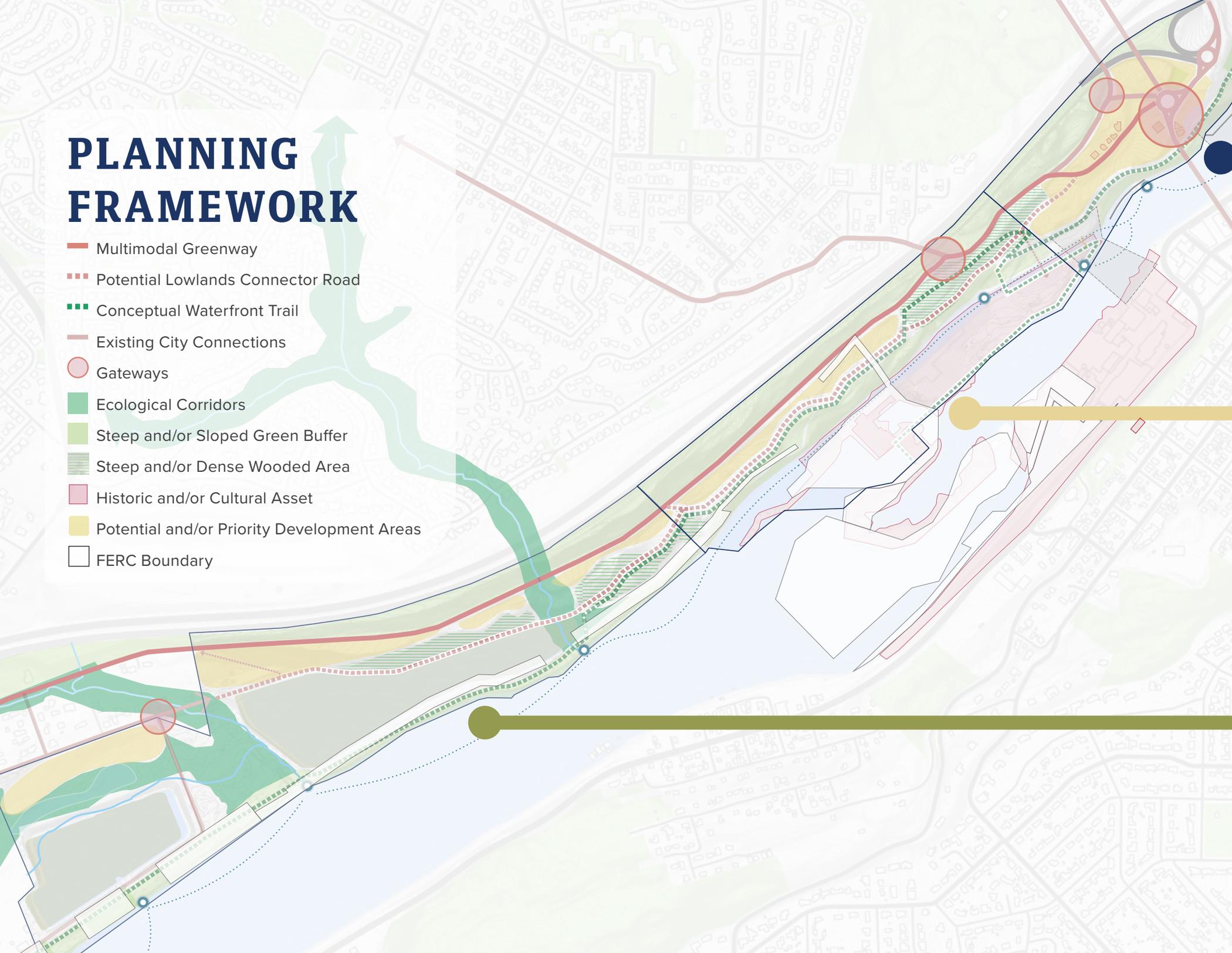
**THIS FRAMEWORK
PLACES THE NATURAL
AND CULTURAL ASSETS
OF THE SITE AT ITS
CORE.**





PLANNING FRAMEWORK

- Multimodal Greenway
- Potential Lowlands Connector Road
- Conceptual Waterfront Trail
- Existing City Connections
- Gateways
- Ecological Corridors
- Steep and/or Sloped Green Buffer
- Steep and/or Dense Wooded Area
- Historic and/or Cultural Asset
- Potential and/or Priority Development Areas
- FERC Boundary



KEY PLANNING ISSUES

Historic City Hall District:

- Highest elevation with terraced views of the river, falls, and larger region.
- Location of Historic City Hall and other historically designated buildings.
- Most connected area with key entrances to the riverfront and connections to the Arch Bridge, I-205, and the Bolton and Sunset Neighborhoods.
- Location of bike/pedestrian bridge alignments studied by ODOT.
- Existing structures are a mix of commercial and single-family residential.
- Existing waterfront access with public fishing docks and a private boat dock.
- River access is available via steep slopes south of the bridge.
- West Bridge Park is on the north edge of the district and includes paths which lead to an accessible river edge.
- This area experiences traffic congestion. Changes will need to consider impacts to I-205 and Arch Bridge traffic to/from Oregon City.

Cultural Heritage District:

- Steep slopes up from the river leveling out in several places on the upper bench closer to Willamette Falls Drive.
- Significant potential for site adaptation to commemorate the industrial heritage of Moore's Island.
- PGE will continue operating its hydroelectric plant through its current license and will seek relicensing in 2035.
- Provides the closest access and best views of Willamette Falls.
- Culturally significant site for a number of Indigenous Tribes.
- Potential to align with development and programming on the east side of the river.
- Shoreline adjacent to the locks has limited accessibility to the water.
- Potential connections to bike/pedestrian bridge alignments studied by ODOT.
- Federal Energy Regulatory Commission (FERC) boundary protects power generating resources and public safety. Public access changes require FERC and stakeholder approval.

Pond District:

- Lowest elevation and significant portions of the site are in the floodplain.
- Relatively flat compared to other districts.
- Shoreline is easily reachable, with soft edges, generally gradual slopes.
- Location of two ecological corridors and creeks.
- Includes two settling ponds that would need remediation or other protective measures to convert to other uses.
- Provides closest views of the river at the lowest elevation.
- District has limited access and entry points and the existing street network is narrow and lacking sidewalks in many places.
- Current industrial zoning is inconsistent with the local neighborhood and environmental resources.
- Significant funding would be required for property purchase and ecological restoration of settling ponds.

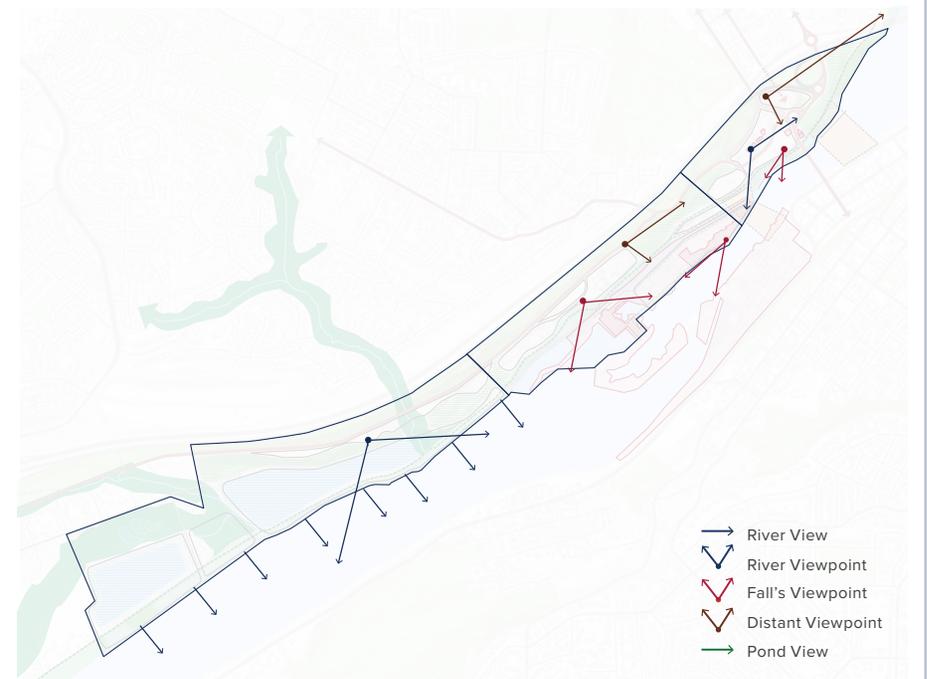
DESIGN PRINCIPLES

Aligned with the Planning Framework, the Design Principles aim to ensure design integrity and consistency throughout the development of the Waterfront. The Design Principles should inform design and planning decisions for the Waterfront and be used to evaluate the degree to which any future development proposal is consistent with Vision Plan.

These Design Principles build on the Vision Plan’s Guiding Principles of Reinvestment Opportunities, Transportation Improvements, River Access, and Historic Character.

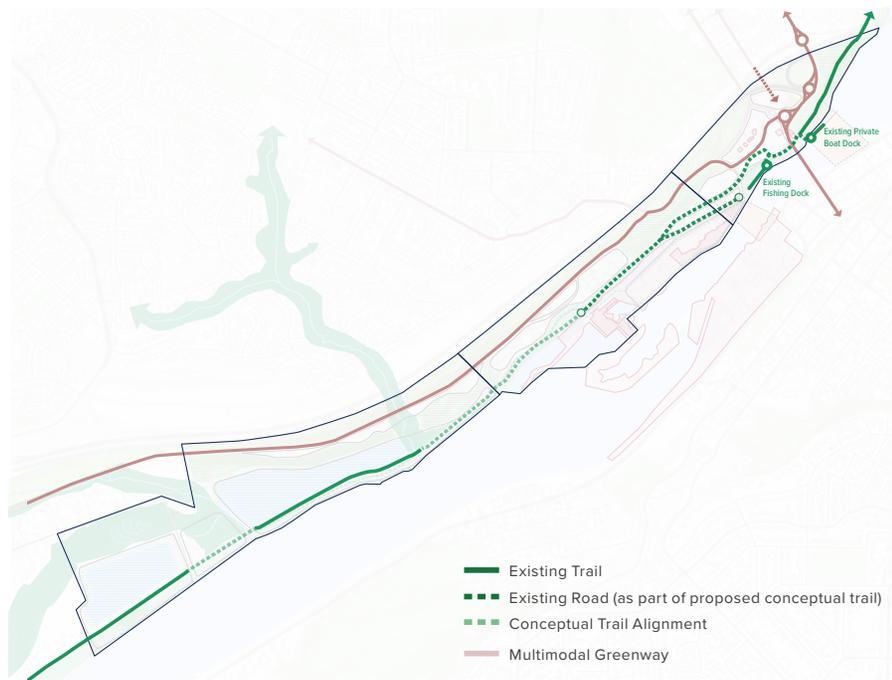
Placemaking and Form

- Ensure that public space appears public (this applies to streets, trails, and public spaces throughout).
- Preserve important sightlines to the river and falls and position new development and open spaces to maximize views. Establish clear gateways to create a sense of arrival and identity of a district or special place.
- Plan for a series of connected pathways and public open spaces that celebrate each district while connecting the Waterfront as a whole.
- Plan for new development on either side of Waterfront streets to be similar or complementary in design, function, and scale.



Mobility and Access

- Leverage the Willamette Falls Multimodal Greenway and the Waterfront Trail as the two primary circulation spines of the site upon which to build a larger circulation plan.
- Ensure the future street network allows access to critical functions and addresses regional and local traffic concerns.
- Establish shoreline access as integral to the overall circulation network.
- Utilize the opportunities created by the locks being reopened to allow travel up- and downstream of the falls.
- Provide transportation infrastructure that supports land use changes and development.



Environmental Stewardship

- Ensure resiliency with land uses that can withstand flooding and are appropriate within the 100-year flood plain.
- Design with topography to guide a strategy toward built form and avoid building in extremely steep areas.
- Safeguard natural and sensitive areas through wetland, habitat, and shoreline restoration and the reuse of materials where possible.
- Leverage the area between the trail and shoreline as a natural buffer zone to serve as a protective barrier and preserve ecological diversity.
- Balance development with opportunities to restore natural areas and wildlife habitat.







03

Market Analysis



MARKET ANALYSIS (DISTRICT WIDE)

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

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

HOUSING

Opportunities:

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

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

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

Rental vacancies are relatively low.

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

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

Unique location and views are a potential draw for tenants.

Challenges:

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

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

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

RETAIL

Opportunities:

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

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

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

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

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

Challenges:

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

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



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



Hood River, OR - Pfriem Family Brewers

OFFICE

Opportunities:

Rent in the Lake Oswego-West Linn submarket is above the Portland Metro Area average and appears to have recovered since 2020.

Challenges:

Due to the COVID-19 evolution of work-from-home, new office construction is not likely within the next 5-10 years.

Rent is expected to flatten over the next few years.

INDUSTRIAL

Opportunities:

Light industrial (like breweries, wineries, distilleries, and coffee roasters) and/or maker space could add jobs while being compatible with other waterfront uses.

The vacancy rate is extremely low and is expected to stay low in the near term.

Rents have been growing substantially both in the market and submarket.

Improvements to connectivity with I-205.

Challenges:

Industrial may not be compatible with plans to bring people back to the river as a natural area.

Increased truck traffic could be a challenge given the constrained and steep street network.

Conventional industrial uses are not advisable due to the need for access through residential areas and the presence of steep streets.

CIVIC/INSTITUTIONAL

Opportunities:

Civic amenities like green space, parks, waterfront access, and event space can help strengthen community and catalyze commercial development.

Civic spaces that host events, festivals, and recreational activities can increase foot traffic and benefit new local businesses.

Developer requirements, incorporating offsite enhancements, have the potential to finance the creation of new civic spaces and public facilities.

Anchor tenants such as large trusts may be interested in financing the construction of larger civic spaces.

Challenges:

ADA access and integration into the larger site will be challenging given steep slopes and limited existing access. A collection of smaller civic and green spaces may be appropriate given steep topography and access issues.

HOSPITALITY

Opportunities:

Destination or experience-based hotel could be a major draw to the Waterfront.

With the potential for the Waterfront to develop into a premier destination, the feasibility will increase for boutique hospitality offerings with the possibility of a small-scale event venue that takes advantage of the unique waterfront location.

Travelers seek authentic, locally immersive experiences. Alternative lodging options that are combined with other experiential uses such as the Falls, natural areas, cultural attractions, a main street, concert venue or similar amenities may be feasible.

Easy access to I-205 helps to serve the area as a destination.

Challenges:

Many consumers seek unique and personalized experiences that may not be offered by traditional hotels.

Hospitality occupancy and average daily rates (ADR) are low in West Linn's surrounding areas.

The lack of a sizable business travel sector in the submarket makes traditional hotel difficult.



Vancouver, WA - Waterfront Park







04

District Planning



DISTRICT PLANNING APPROACH

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

Planning Framework + Design Principles

A comprehensive roadmap that defines site-wide opportunities while providing an understanding of the planning issues specific to each district.



Market Analysis

An assessment of the feasibility of programming elements and land uses given the current and near-term market conditions of West Linn.



Community Feedback

Identification of desired land uses and amenities for the Waterfront, based on public engagement from 2016-19 and feedback on the Draft Vision Plan in Spring 2024. Outreach was also conducted to major property owners to seek feedback on development and program opportunities and challenges on their sites.



DISTRICT APPROACH

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

IDENTITY + CHARACTER

The unique qualities, attributes, and cultural significance of a district distinguishes it from other locations. These elements are essential in shaping how residents, visitors, and stakeholders perceive and connect with the place.

LAND USE FOCUS

Aligning the types of activities, developments, and amenities with the unique characteristics, needs, and aspirations of the district.

POTENTIAL PROGRAMS

Proposed programs align with the district's identity and land use focus while meeting community needs and contributing positively to the overall vision for the Waterfront.



HISTORIC CITY HALL DISTRICT

A walkable, dynamic waterfront hub with a strategic emphasis on new development opportunities and transportation improvements.

IDENTITY + CHARACTER:

Dense, active, and diverse

LAND USE FOCUS:

Higher density and diversity of uses.

A mix of residential, commercial developments, and a reimagined Historic City Hall incorporated into signature public spaces.

POTENTIAL PROGRAMS:

- Central public square or other signature public space
- “Main Street” with street facing cafes/restaurants
- Multi-family residential with ground floor commercial
- Enhanced fishing and boat docks – with watercraft access
- Project to restore Historic City Hall as a cultural/heritage center and anchor for visitor experience opportunities.
- Public parking structure



Framework Plan



Public Square / Plaza for Civic Gathering



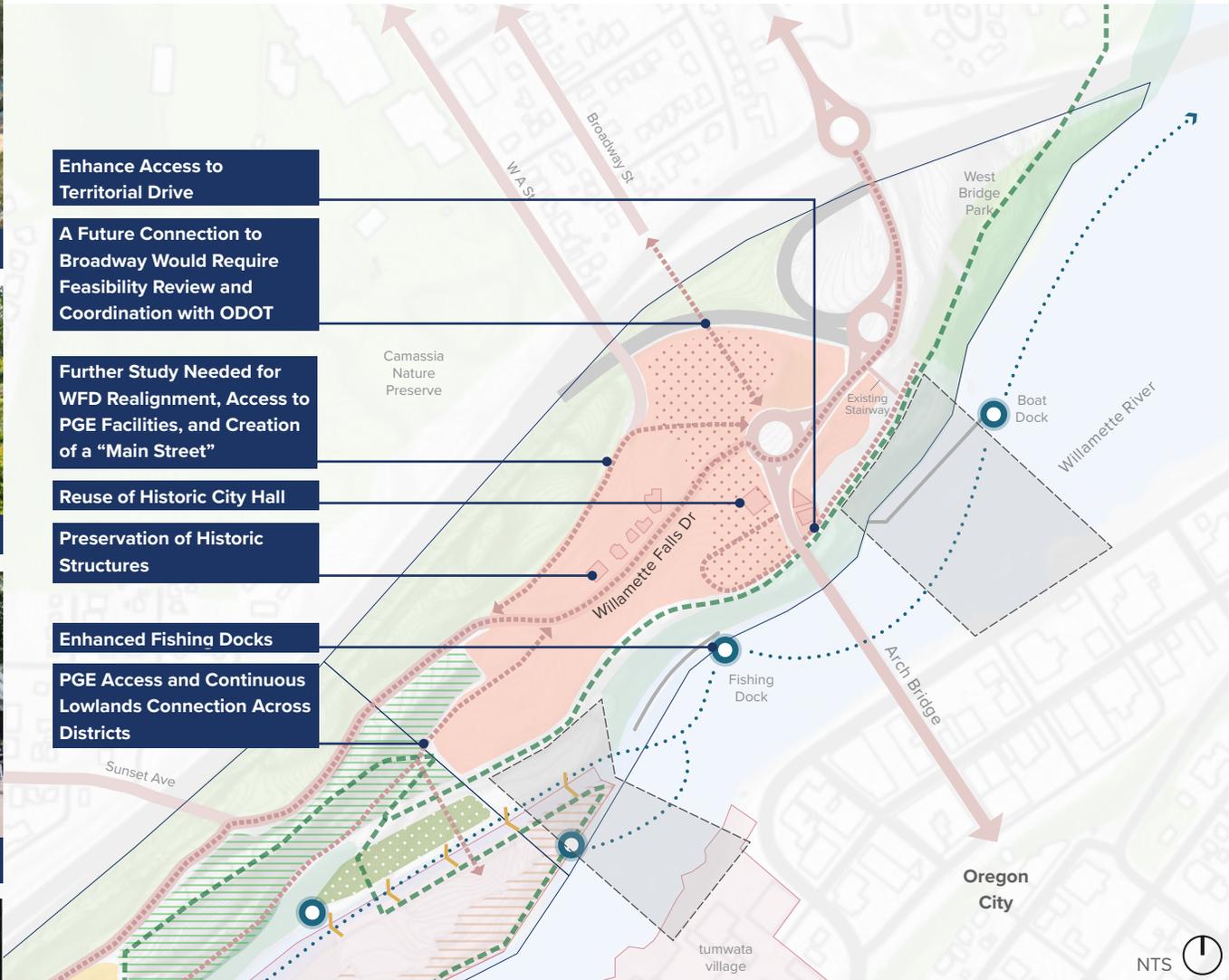
Active Trail Edges



"Main Street" with Street Facing Retail



Public Parking Structure



Enhance Access to Territorial Drive

A Future Connection to Broadway Would Require Feasibility Review and Coordination with ODOT

Further Study Needed for WFD Realignment, Access to PGE Facilities, and Creation of a "Main Street"

Reuse of Historic City Hall

Preservation of Historic Structures

Enhanced Fishing Docks

PGE Access and Continuous Lowlands Connection Across Districts

- Parks/Open Space
- Existing Streets / Connections
- Waterfront Trail
- Steep and/or Sloped Green Buffer
- Multimodal Greenway*
- Willamette River Trail (alignment to be determined)
- Steep/Dense Wooded Area
- Potential New Street / Connection
- River Access Point
- Historic and/or Cultural Asset
- ODOT Bike/Pedestrian Bridge Concept Plan Alignment Option
- Locks
- Priority Development Area
- Area which could accommodate a Signature Public Space

*Willamette Falls Drive alignment reflects alignment currently adopted in West Linn Transportation System Plan (TSP). Proposed programs and circulation ideas are conceptual and will require further study and coordination with property owners. Zoning changes may be required to allow for proposed programs / compatible uses.

CULTURAL HERITAGE DISTRICT

Centered on the Falls, this district focuses on elevating Indigenous culture and celebration of the area's industrial heritage.

IDENTITY + CHARACTER:

Iconic and history-focused

LAND USE FOCUS:

Medium to high density and diversity of uses. The Willamette Falls Inter-Tribal Public Access Project could provide an attraction for this district. Increased access and creative development techniques could unlock mixed use and light industrial uses on the island, terraced along the lowlands slopes, and on the uplands.

POTENTIAL PROGRAMS:

- Inter-Tribal Public Access Project and associated Tribal specific spaces
- Site adaptation for a public market, light industrial, and/or event spaces
- Restored locks will allow boat movement upstream and downstream and unprecedented access to the Falls
- Potential bike/ped bridge from Historic City Hall District to Moore's Island to tumwata village
- Trails with viewing platforms to the river and falls
- Multi-family residential terracing the lowlands slope and in the uplands area
- Mix of field and structured parking



Framework Plan



Tribal Specific Spaces



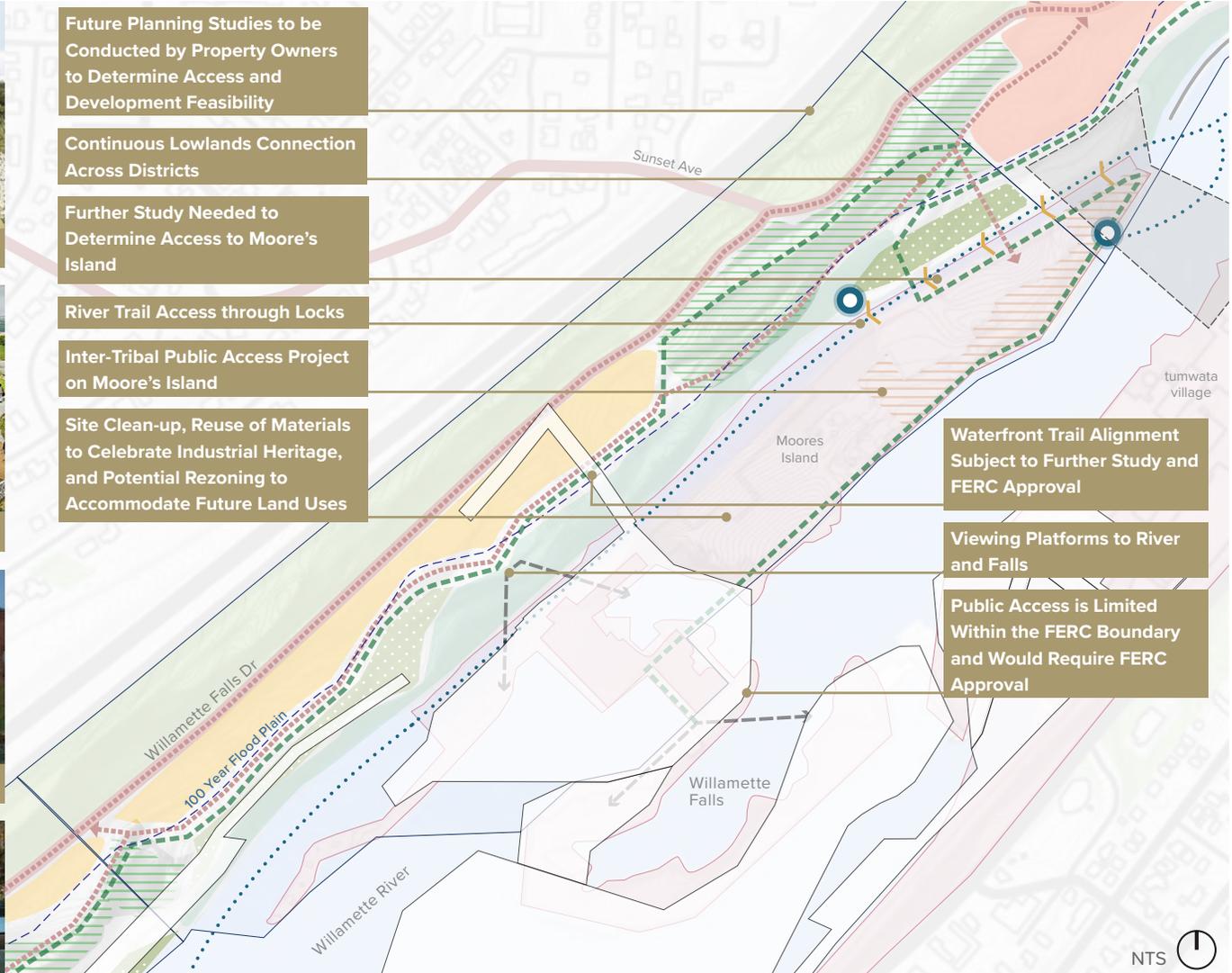
Trails with Viewing Platforms



Market / Maker Spaces



Terraced, Multi-Family Residential



Future Planning Studies to be Conducted by Property Owners to Determine Access and Development Feasibility

Continuous Lowlands Connection Across Districts

Further Study Needed to Determine Access to Moore's Island

River Trail Access through Locks

Inter-Tribal Public Access Project on Moore's Island

Site Clean-up, Reuse of Materials to Celebrate Industrial Heritage, and Potential Rezoning to Accommodate Future Land Uses

Waterfront Trail Alignment Subject to Further Study and FERC Approval

Viewing Platforms to River and Falls

Public Access is Limited Within the FERC Boundary and Would Require FERC Approval

- Parks/Open Space
- Potential Development Area
- Waterfront Trail
- Steep and/or Sloped Green Buffer
- Existing Streets / Connections
- Willamette River Trail (alignment to be determined)
- Steep/Dense Wooded Area
- Multimodal Greenway**
- River Access Point
- Historic and/or Cultural Asset
- Potential New Street / Connection
- Locks
- Approximate area of Inter-Tribal Public Access Project
- ODOT Bike/Pedestrian Bridge Concept Plan Alignment Option
- FERC Boundary*

*The Federal Energy Regulatory Commission (FERC) sets a boundary to secure the power production functions of the T.W. Sullivan hydroelectric plant. There are restrictions on the access and uses allowed within the FERC boundary. Low-impact projects, such as trails, streets, and public access to the shoreline, may be acceptable; however, a more detailed assessment in consultation with FERC and PGE will be required.

**Willamette Falls Drive alignment reflects alignment currently adopted in West Linn Transportation System Plan (TSP).

Proposed programs and circulation ideas are conceptual and will require further study and coordination with property owners. Zoning changes may be required to allow for proposed programs / compatible uses.

POND DISTRICT

The Pond District, with its lower elevation, easily reachable shoreline, and natural aquatic environments, will emphasize river access and the preservation of natural areas.

IDENTITY + CHARACTER:

Eco and community-focused

LAND USE FOCUS:

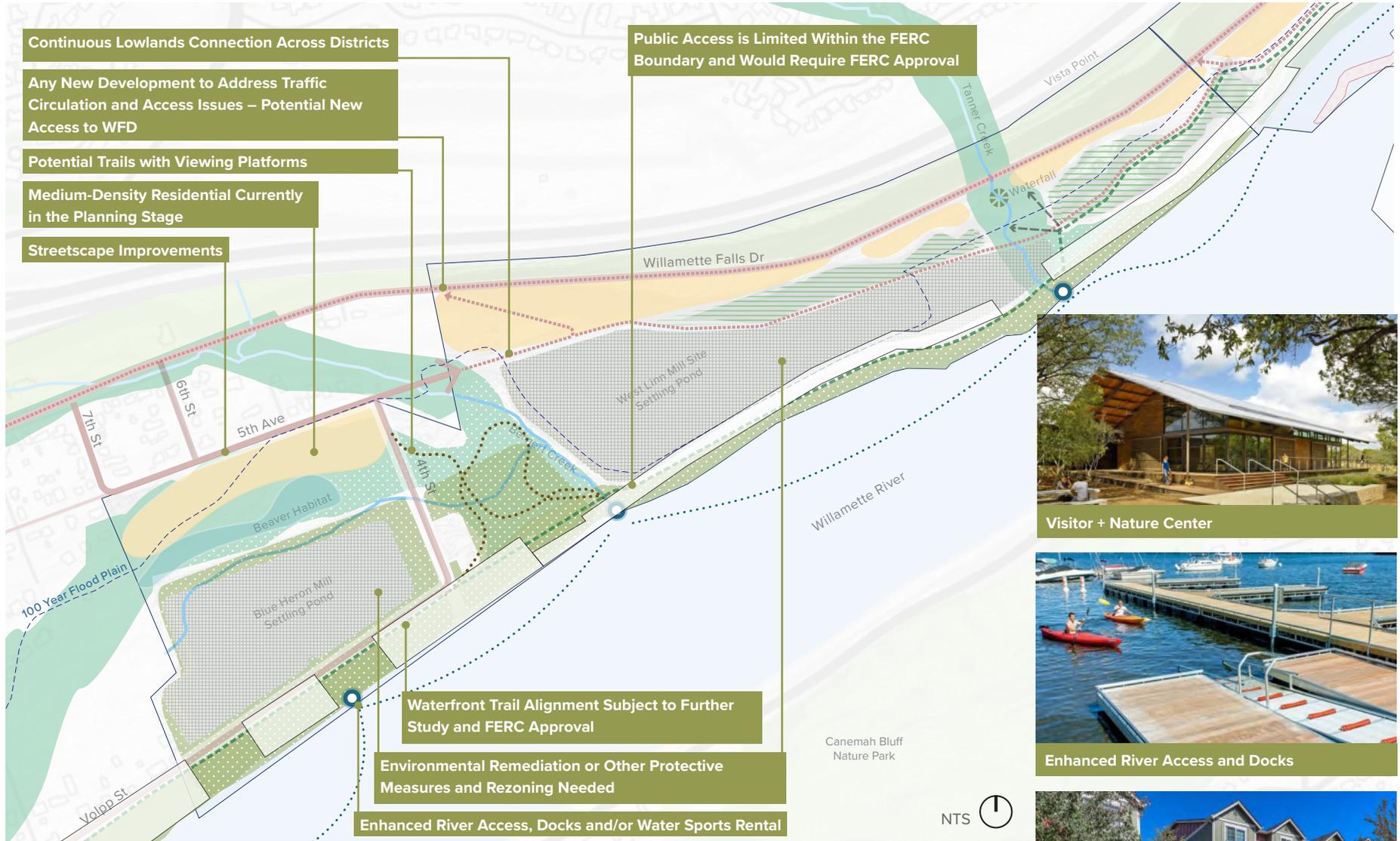
Lower intensity of uses. Preservation and rehabilitation of natural areas with development that is appropriately scaled to the adjacent neighborhood and natural resources. Collaborate with property owners to identify opportunities for ecological restoration alongside new development.

POTENTIAL PROGRAMS:

- Wetlands restoration
- Wetland trails
- Visitor or Nature Center
- Enhanced access to the river for paddling, swimming, fishing (low intensity)
- Single family or townhomes on far northwest end of the district
- Permeable surface/field parking
- Collaborate with property owners to identify opportunities for ecological restoration alongside new development
- Remediation or other protective measures and rezoning of ponds for non-industrial uses



Framework Plan



Visitor + Nature Center



Enhanced River Access and Docks



Medium Density Residential

Continuous Lowlands Connection Across Districts

Any New Development to Address Traffic Circulation and Access Issues – Potential New Access to WFD

Potential Trails with Viewing Platforms

Medium-Density Residential Currently in the Planning Stage

Streetscape Improvements

Public Access is Limited Within the FERC Boundary and Would Require FERC Approval

Waterfront Trail Alignment Subject to Further Study and FERC Approval

Environmental Remediation or Other Protective Measures and Rezoning Needed

Enhanced River Access, Docks and/or Water Sports Rental

- Parks/Open Space
- Steep and/or Sloped Green Buffer
- Steep/Dense Wooded Area
- Potential Development Area
- FERC Boundary*
- Existing Streets / Connections
- Multimodal Greenway**
- Potential New Street / Connection
- Waterfront Trail
- Willamette River Trail (alignment to be determined)
- Wetland Trails
- River Access Point

*The Federal Energy Regulatory Commission (FERC) sets a boundary to secure the power production functions of the T.W. Sullivan hydroelectric plant. There are restrictions on the access and uses allowed within the FERC boundary. Low-impact projects, such as trails, streets, and public access to the shoreline, may be acceptable; however, a more detailed assessment in consultation with FERC and PGE will be required.

**Willamette Falls Drive alignment reflects alignment currently adopted in West Linn Transportation System Plan (TSP).

Proposed programs and circulation ideas are conceptual and will require further study and coordination with property owners. Zoning changes may be required to allow for proposed programs / compatible uses.

HOUSING DENSITY + PARKING

To better understand the potential for new residential development along the Waterfront, the following pages outline a range of options categorized by dwelling units per acre, a key metric for assessing residential density and corresponding housing typology options or configurations. This spectrum spans from lower-density, single-family options to higher-density, mixed-use or multi-family structures. The examples presented offer visual representations to illustrate how new residential development can align with the character, land use priorities, and potential programming within each Waterfront District.

The City of West Linn undertook a process to update its parking policies to conform with the State’s Climate Friendly and Equitable Communities (CFEC) requirements. The code amendments removed minimum parking mandates, maintained maximum parking numbers, and updated parking lot design standards. This will allow more flexible and efficient parking strategies in the Waterfront including allowing the market to drive parking demand.

.....

<10 UNITS PER NET ACRE

Typologies with densities below 10 units per acre result in an inefficient use of land, given the cost of development and are **likely not appropriate for the Waterfront**. These developments often require large areas of surface parking.



2124 Eleanor Road
Detached Single Family
 City: West Linn State: OR
 Units: 1 Year Built: U/C (2025)
 Acres: 0.17 Du/acre: 6
 Construction: Wood Frame Stories: 2



19th and Graf Apartment Homes
Low-Rise Garden Apartments
 City: Bozeman State: MT
 Units: 195 Year Built: 2023
 Acres: 26.30 Du/acre: 7
 Construction: Wood Frame Stories: 3



Greenwood Avenue Cottages
Cottage Cluster
 City: Shoreline State: WA
 Units: 8 Year Built: 2001
 Acres: 0.78 Du/acre: 10
 Construction: Wood Frame Stories: 2

10-30 UNITS PER ACRE

Housing densities and typologies that can accommodate between 10-30 units per acre are well-suited for the **Pond District** and balance an efficient layout with the preservation of a strong residential character. Garage, tuck-under, and clustered surface parking are common for these development types.



Minnehaha Meadows
Low-Rise Townhomes

City: Vancouver State: WA
 Units: 49 Year Built: 2020
 Acres: 4.24 Du/acre: 12
 Construction: Wood Frame Stories: 2



Meritage at Mill Creek
Garage-Parked Townhomes

City: Mill Creek State: WA
 Units: 24 Year Built: 2009
 Acres: 0.86 Du/acre: 28
 Construction: Wood Frame Stories: 3
 Parking: Garage (front) Parking Ratio: 1/unit



Canemah Cottages
Cottage Cluster

City: Oregon City State: OR
 Units: 7 Year Built: 2023
 Acres: 0.46 Du/acre: 15
 Construction: Wood Frame Stories: 2

>30 UNITS PER ACRE

Housing densities and typologies that can accommodate over 30 units per acre are well-suited for the **Historic City Hall and Cultural Heritage District**, efficiently utilizing space while incorporating paired programming to support a mix of uses and residential development. Structured, tuck-under, and concealed parking courtyards may be appropriate for these development types.



Abernethy Flats
Mixed Use: Housing over Retail

City: Portland State: OR
 Units: 35 Year Built: 2019
 Acres: 0.23 Du/acre: 152
 Construction: Wood Frame Stories: 4



1719 N 185th Street
Housing over Parking

City: Shoreline State: WA
 Units: 12 Year Built: 2021
 Acres: 0.16 Du/acre: 75
 Construction: Wood Frame Stories: 3



SE 11th & Tenino Apartments
Low-Rise Apartments

City: Portland State: OR
 Units: 38 Year Built: 2023
 Acres: 0.23 Du/acre: 165
 Construction: Wood Frame Stories: 3



WEST LINN
WATERFRONT
PROJECT





City Council Work Session

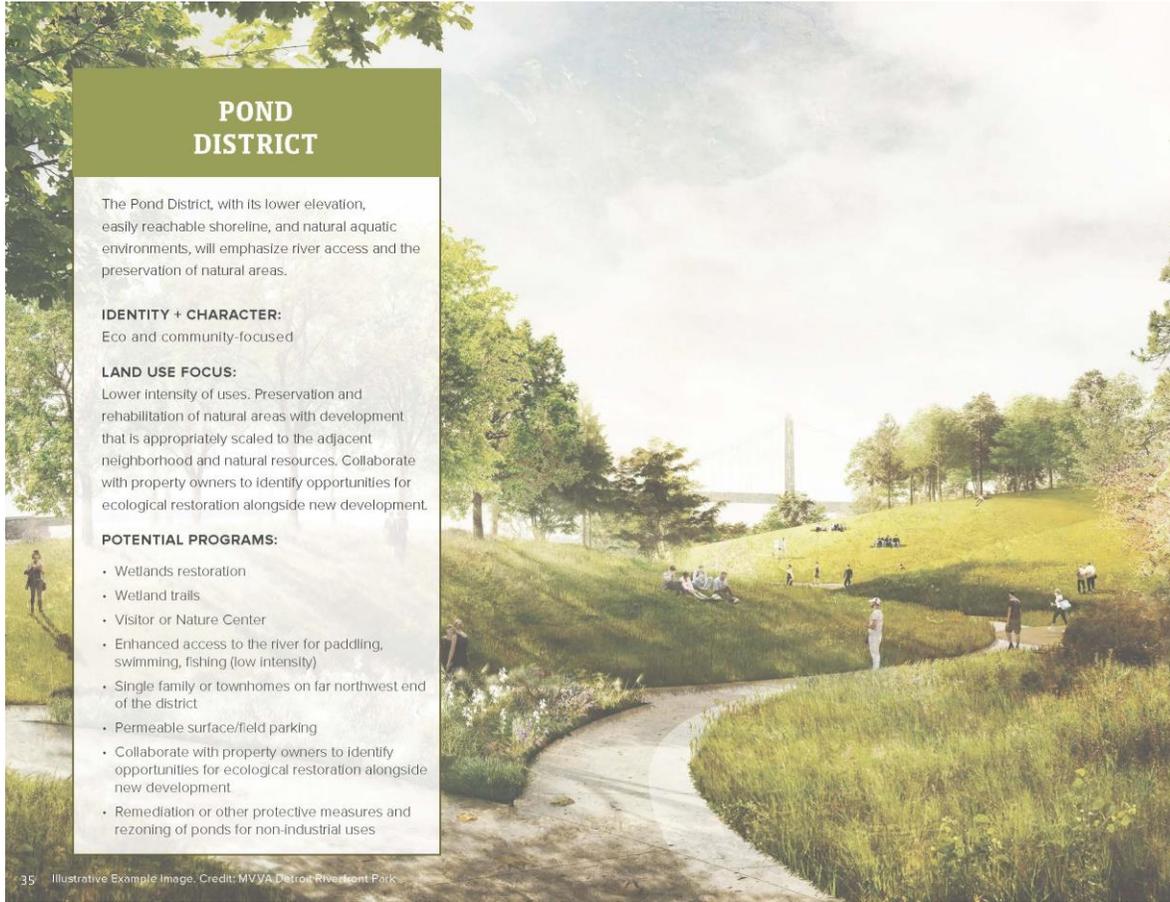
West Linn Waterfront Vision Plan

October 21, 2025

Actions from previous work session

- Council requested that the project team bring back revisions addressing:
 1. Replace the 100-year floodplain boundary on Vision Plan maps with the more accurate 1996 flood boundary.
 2. Remove the box with “Medium-density residential currently in the planning stage” from the Ponds District map and adjust the “potential development” area to be outside of the 1996 flood boundary.
 3. Add “Ecological Corridors” symbology to the District maps.
 4. Draft language options to add to the Vision Plan focused on encouraging preservation of existing structures, particularly in the Cultural Heritage District.
 5. Draft language options to add to the Vision Plan focused on affordable housing.

Map Changes – Pond District



POND DISTRICT

The Pond District, with its lower elevation, easily reachable shoreline, and natural aquatic environments, will emphasize river access and the preservation of natural areas.

IDENTITY + CHARACTER:
Eco and community-focused

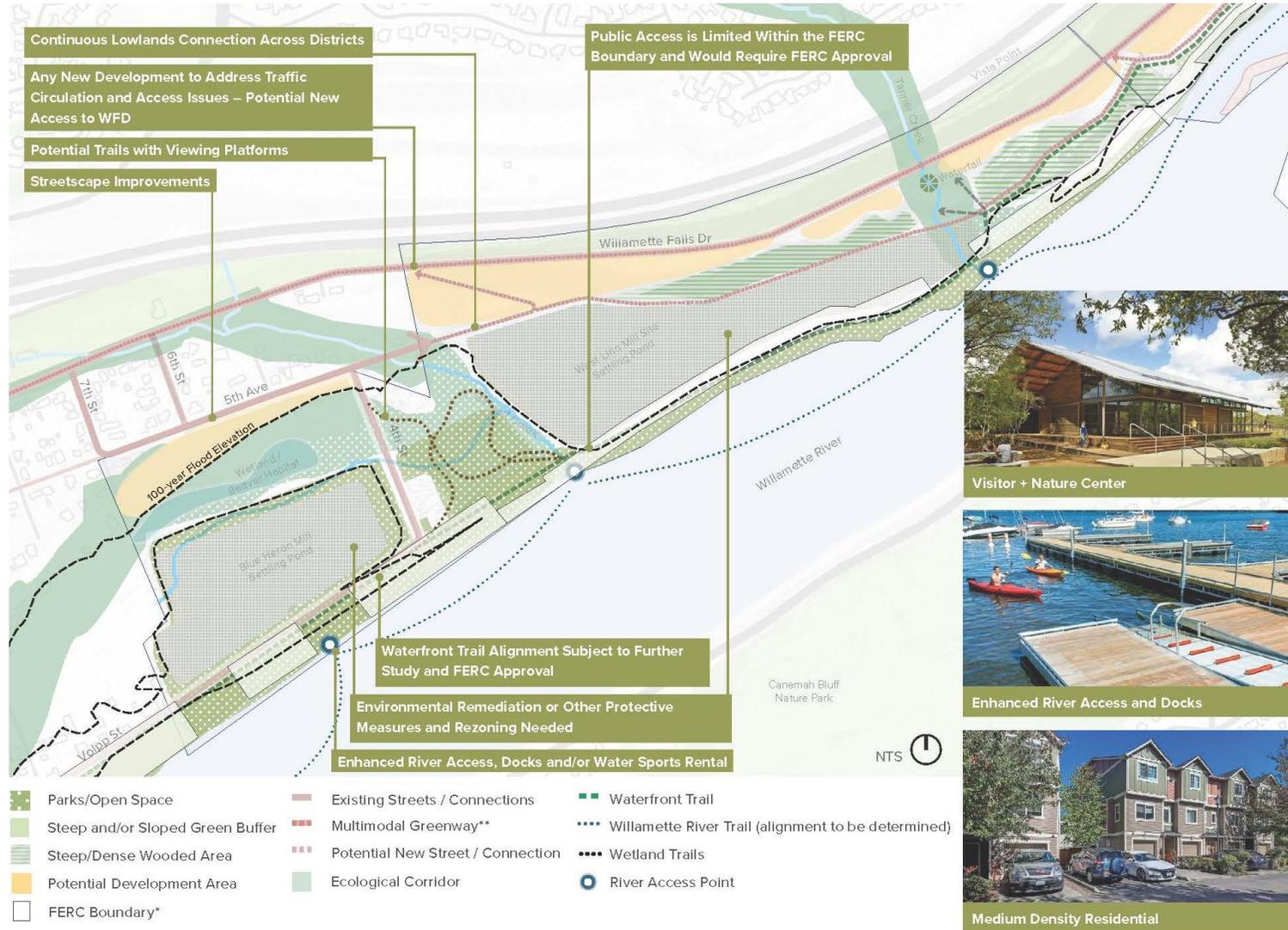
LAND USE FOCUS:
Lower intensity of uses. Preservation and rehabilitation of natural areas with development that is appropriately scaled to the adjacent neighborhood and natural resources. Collaborate with property owners to identify opportunities for ecological restoration alongside new development.

POTENTIAL PROGRAMS:

- Wetlands restoration
- Wetland trails
- Visitor or Nature Center
- Enhanced access to the river for paddling, swimming, fishing (low intensity)
- Single family or townhomes on far northwest end of the district
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- Remediation or other protective measures and rezoning of ponds for non-industrial uses

35 Illustrative Example Image. Credit: MVVA Detroit Riverfront Park

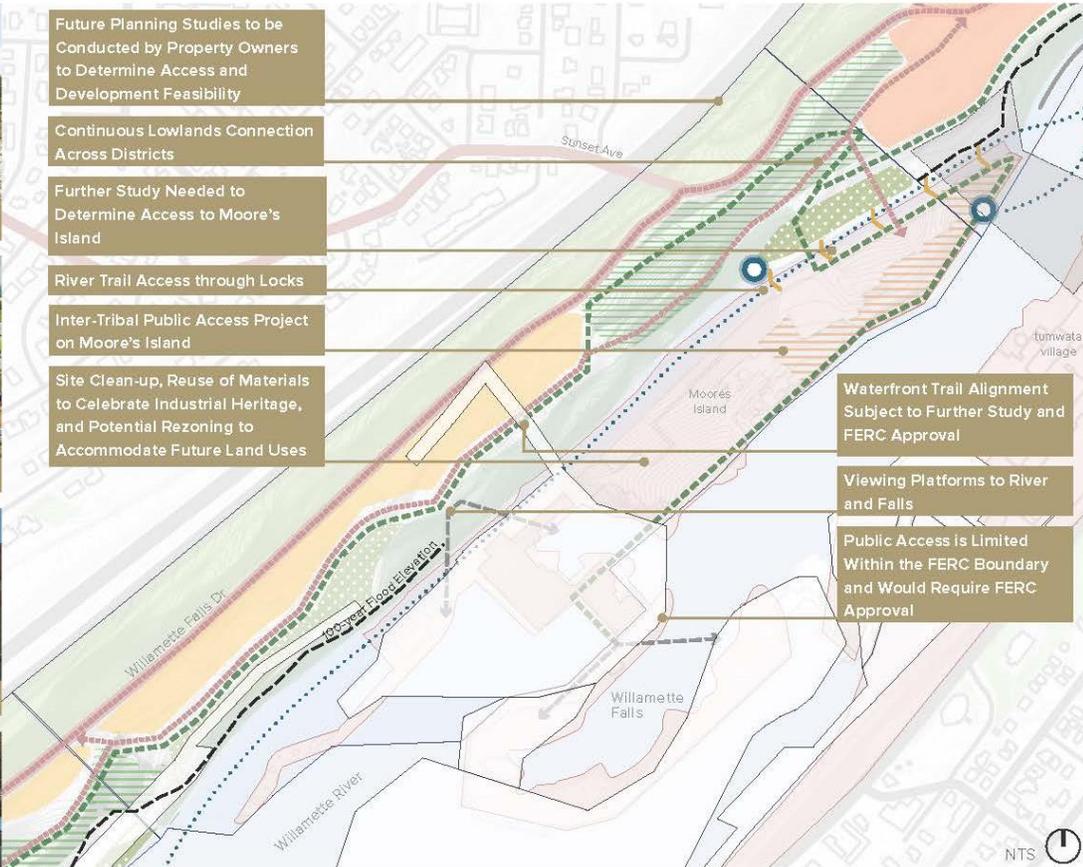
Map Changes – Pond District



Map Changes – Cultural Heritage District



Map Changes – Cultural Heritage District



- Future Planning Studies to be Conducted by Property Owners to Determine Access and Development Feasibility
- Continuous Lowlands Connection Across Districts
- Further Study Needed to Determine Access to Moore's Island
- River Trail Access through Locks
- Inter-Tribal Public Access Project on Moore's Island
- Site Clean-up, Reuse of Materials to Celebrate Industrial Heritage, and Potential Rezoning to Accommodate Future Land Uses

- Waterfront Trail Alignment Subject to Further Study and FERC Approval
- Viewing Platforms to River and Falls
- Public Access is Limited Within the FERC Boundary and Would Require FERC Approval

- | | | |
|--|---|---|
|  Parks/Open Space |  Potential Development Area |  Waterfront Trail |
|  Steep and/or Sloped Green Buffer |  Existing Streets / Connections |  Willamette River Trail (alignment to be determined) |
|  Steep/Dense Wooded Area |  Multimodal Greenway** |  River Access Point |
|  Historic and/or Cultural Asset |  Potential New Street / Connection |  Locks |
|  Approximate area of Inter-Tribal Public Access Project |  ODOT Bike/Pedestrian Bridge Concept Plan Alignment Option |  FERC Boundary* |

Wording Changes: Encouraging Preservation of Historic Structures



Existing Language	Pg. 5	Support cultural and environmental stewardship.
Existing Language	Pg. 11	Reinvestment Opportunities: Encourage rehabilitation and reuse of historic structures.
Existing Language	Pg. 12	Historic Character: Natural, historic, and cultural values are protected and embraced.
Existing Language	Pg. 18	Cultural Heritage District: Significant potential for site adaptation to commemorate the industrial heritage of Moore's Island.
Existing Language	Pg. 32	Historic City Hall District: Preservation of Historic Structures

Wording Changes: Encouraging Preservation of Historic Structures



Existing Language	Pg. 32	Historic City Hall District: Reuse of Historic City Hall
Existing Language	Pg. 33	Cultural Heritage District: Site adaptation for a public market, light industrial, and/or event space
Existing Language	Pg. 34	Cultural Heritage District: Site Clean-up, Reuse of Materials to Celebrate Industrial Heritage, and Potential Rezoning to Accommodate Future Land Uses

Wording Changes: Encouraging Preservation of Historic Structures



Potential Language	Pg. 33	<p>Add Bullet:</p> <ul style="list-style-type: none">• Evaluate structures for historic significance and structural integrity; <u>or</u>• Encourage rehabilitation and reuse of key historic structures where economically feasible; <u>or</u>• Support opportunities for rehabilitation and reuse of historic structures; <u>or</u>• Work with private sector partners to identify key historic sites where rehabilitation and reuse would enhance visitor experience and support projects that showcase industrial heritage; <u>or</u>• Encourage exploration of rehabilitation and reuse of key historic structures in partnership with property owners.
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Wording Changes: Affordable Housing

Existing Language	Pg. 23	Financing affordable housing on land with substantial development expenses may be challenging.
Potential Language	Pg. 12	River Access Key Elements: Encourage affordable housing development to ensure equitable access to the river

Wording Changes: Affordable Housing

<p>Potential Language</p>	<p>Pg. 37</p>	<p>Housing Density + Parking page (new paragraph at end):</p> <p>Supporting new affordable housing projects, potentially with Tax Increment Financing (TIF) funds, could help meet the needs identified in the West Linn Housing Capacity Analysis; <u>or</u></p> <p>The City should consider allowing a variety of housing types to encourage affordability across income ranges and use targeted infrastructure investments, incentives, and expedited permitting to support development; <u>or</u></p> <p>It will be important to work with private sector partners to identify opportunities for affordable housing development.</p>
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Work Session Agenda Bill

Date: October 21, 2025

To: Rory Bialostosky, Mayor
Members, West Linn City Council

Through: John Williams, City Manager *JRW*

From: Steve Koper, Community Development Director

Subject: Vision43 Project Work Session

Purpose:

Provide City Council with an update on the VISION43 timeline extension, consultant contract extension, budget amendment, Phase 1 property rezoning, and responses to Council’s questions regarding the initial three policy issues.

Question(s) for Council:

Would Council like any clarification or additional information on the VISION43 project?

Background & Discussion:

The City of West Linn is advancing a new vision for the Highway 43 corridor (VISION43), a vital north/south transportation link in the Portland Metro region. The plan emphasizes safe, complete facilities for pedestrians, cyclists, and transit users; improved highway crossings; and stronger pedestrian connections to goods, services, and nearby neighborhoods. To support this vision, the City is exploring mixed-use zoning to revitalize the corridor with diverse housing, workplaces, shops, and parks that serve residents of all ages, incomes, and abilities.

Project Timeline Extension

The VISION43 project began in October 2023 under a contract between the City of West Linn and the consulting firm MIG, originally set to expire on October 10, 2025. A contract extension has since been executed, extending the agreement through December 31, 2026. While project completion is anticipated by June 2026, extending the contract through the end of the calendar year provides a buffer, helping to avoid potential disruptions associated with an expiring contract.

Budget Amendment

As part of the contract extension, the project budget has been amended to include an additional \$19,580, bringing the total project cost to \$219,580. This increase covers extended project management services by the consultant, MIG, required for the 8-month extension. The amendment also includes the development of enhanced project visualizations to help the community better understand current regulations and proposed future changes.

Rezoning Strategy

Recently, community members have expressed concerns about the potential rezoning of residentially zoned properties within these areas. Concurrently, city staff have recognized that commercially zoned properties directly adjacent to Highway 43 may require different zoning considerations than residential properties within the same focus areas.

In response, city staff working in collaboration with the project consultant team, are recommending a phased rezoning approach. Phase 1 will focus on properties along Highway 43 and a limited number of adjacent non-residential parcels. Phase 2 will address the remaining properties within the focus areas, which are predominantly residential.

This phased strategy allows staff to conduct targeted outreach with residential property owners during Phase 2, ensuring they are fully informed about the implications of potential zoning changes and have opportunities to provide input.

Mixed-Use Policy Questions

At the May 5, 2025, work session, City Council was presented with three policy questions for consideration, discussion, and to give staff guidance. During these discussions, Council requested additional information on each of the three questions. At the October 7, 2025, work session, staff will provide responses to Council's inquiries regarding the initial policy questions. For reference, the policy questions are listed below.

Policy Question 1:

Should new development within the focus areas of VISION43 be required to include a housing component?

Policy Question 2:

Should new development be required to build a minimum of 2-stories within the focus areas of VISION43?

Policy Question 3:

Should new development be required to "step back" the height of new structures when immediately adjacent to a residential zone.

Upcoming Events and Products:

- Bolton NA Meeting
- City Council Work Session November 18

Next Steps:

- Incorporate CC feedback into draft zoning code language
- Draft transportation analysis (mid-October)

Council Options:

Provide feedback on:

- Project timeline extension
- Budget amendment
- Rezoning strategy

Staff Recommendation:

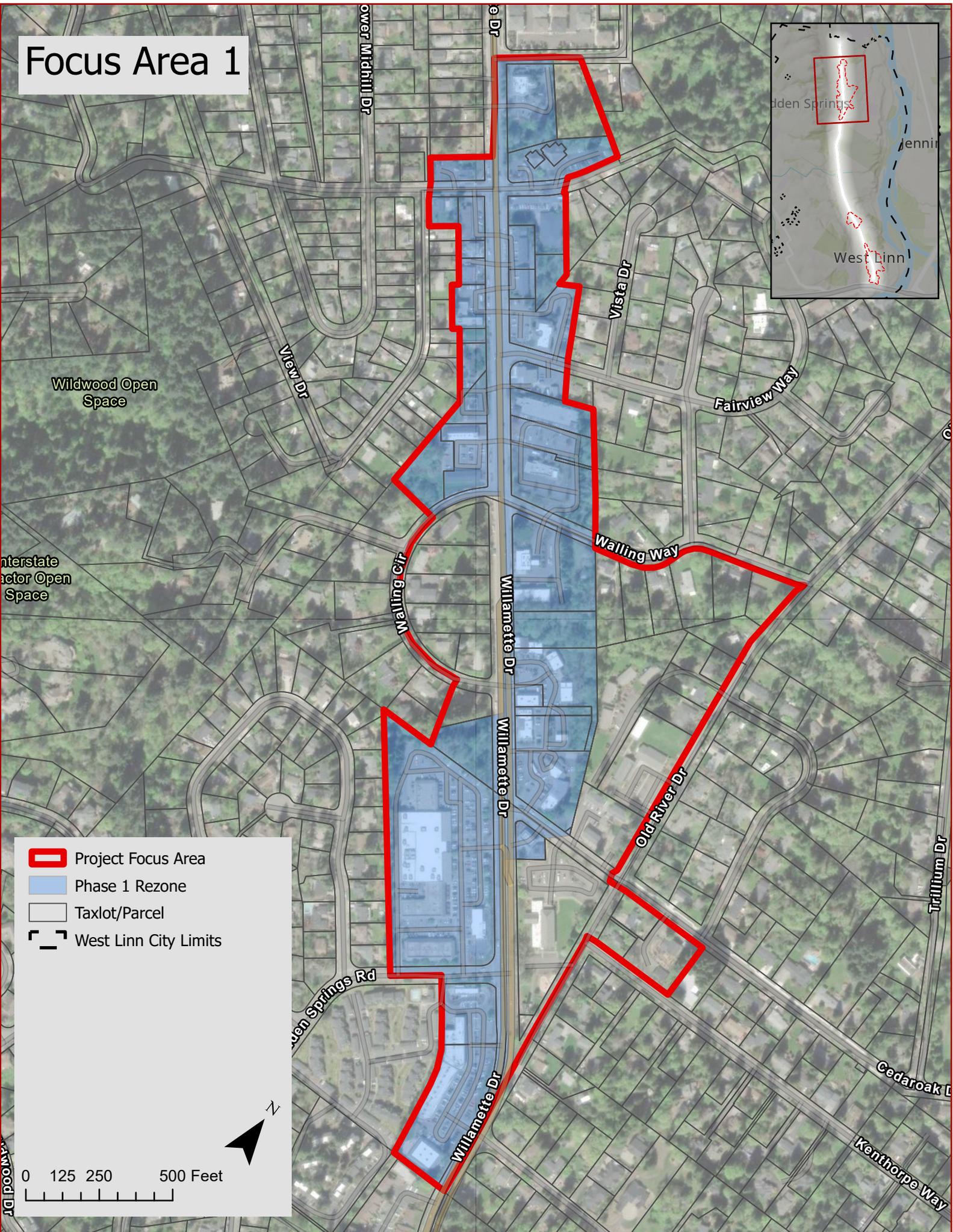
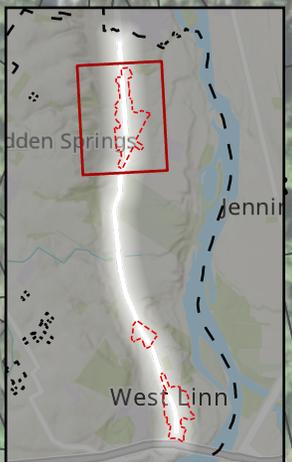
- N/A

Attachments:

- Phase 1 Rezoning Maps

[VISION43](#) project webpage.

Focus Area 1

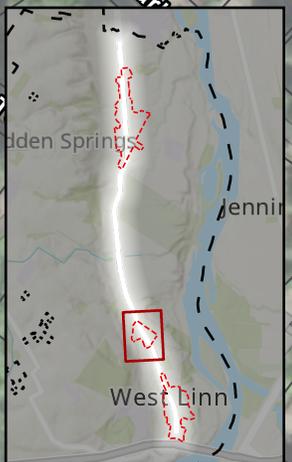


-  Project Focus Area
-  Phase 1 Rezone
-  Taxlot/Parcel
-  West Linn City Limits



Focus Area 2

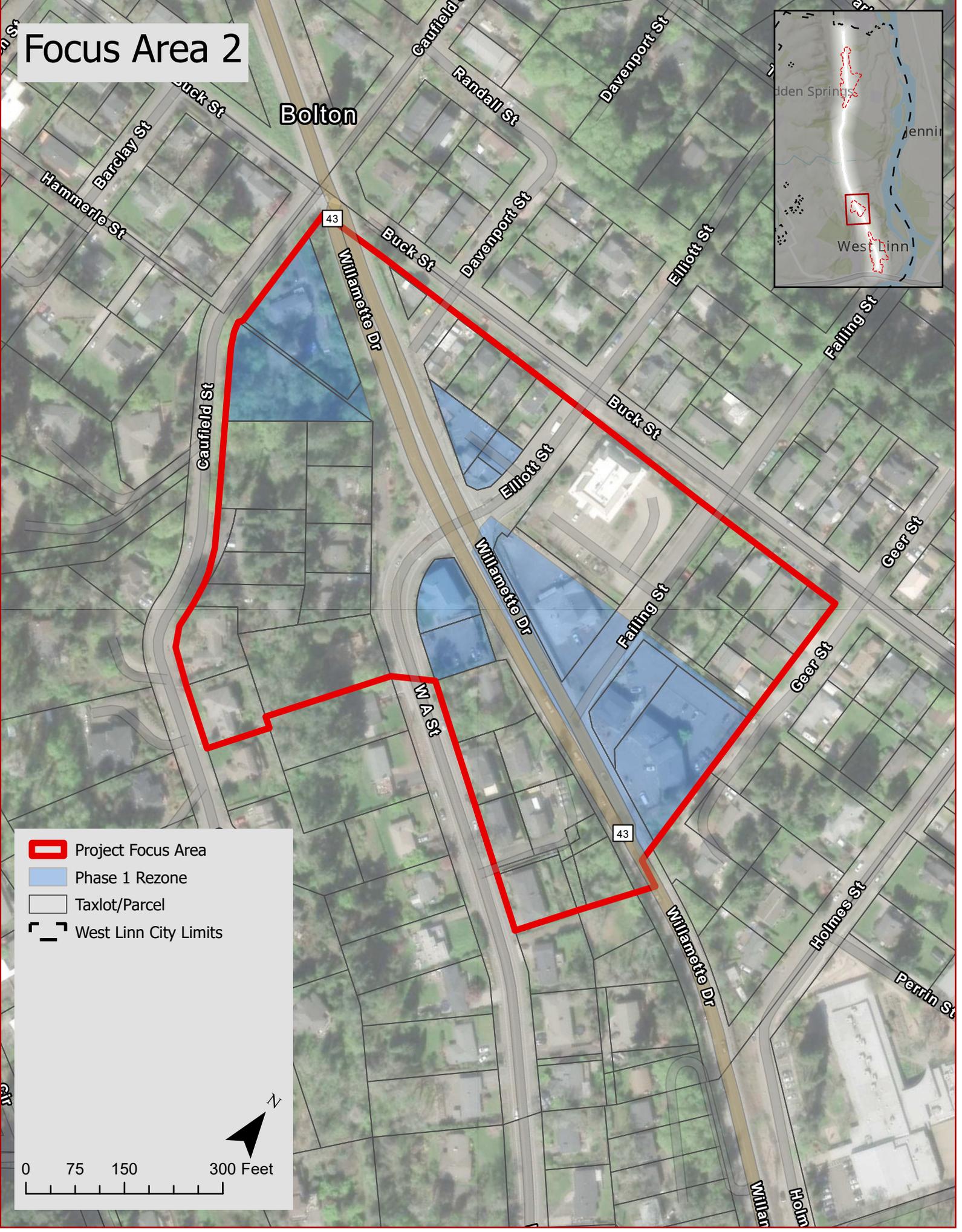
Bolton



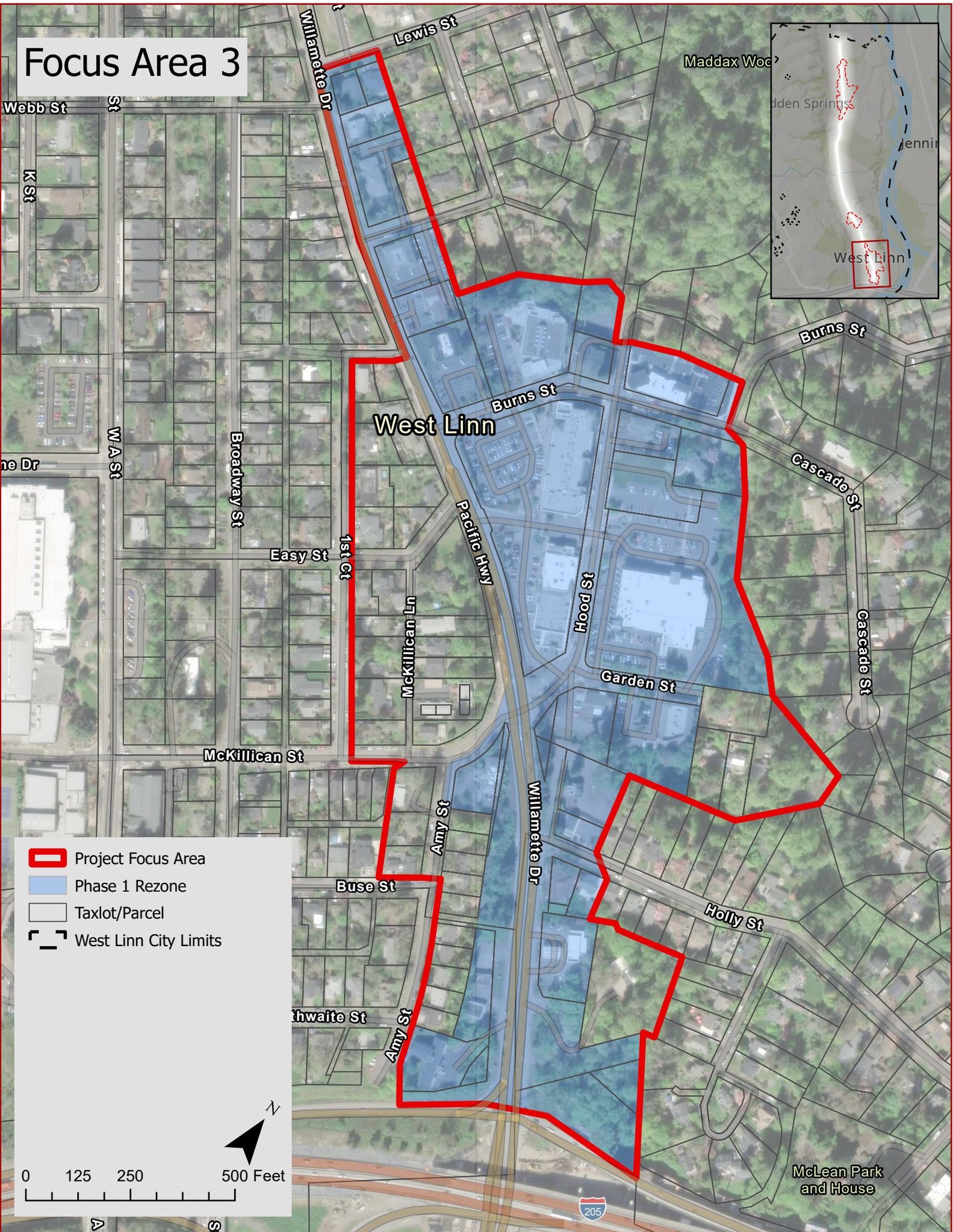
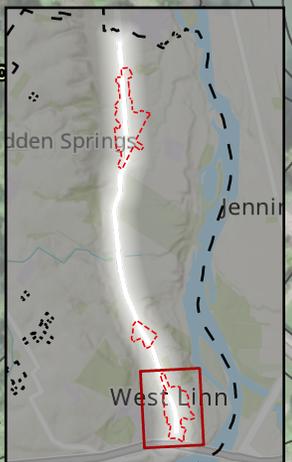
-  Project Focus Area
-  Phase 1 Rezone
-  Taxlot/Parcel
-  West Linn City Limits



0 75 150 300 Feet



Focus Area 3



-  Project Focus Area
-  Phase 1 Rezone
-  Taxlot/Parcel
-  West Linn City Limits



0 125 250 500 Feet

A S

Project Update

City Council
10/21/25



Topics

- Project Timeline Extension
- Budget Amendment
- Phased Approach to Rezoning
- Strategic Pivot

Overview and Objectives

- Develop a new community vision for the Highway 43 corridor
- Collaborate with community members to shape project recommendations
- Enhance walking and biking connections within and to the corridor
- Expand opportunities for local businesses, housing, and community gathering places
- Update City plans and policies to support and implement the project's goals and recommendations

Project Timeline Extension

- Originally planned for approval in October 2025
- Extended project timeline with planned approval July 2026
- Extended timeline will allow for:
 - Increased outreach with residential property owners within the focus areas
 - More time for community open houses to review proposed code language

Budget Amendment

- Council approved budget of \$200k
- Extending timeline added consultant project management cost
- Also asked consultant for simplified visualizations
- Amended budget by \$19,850
 - Using funds already designated for the VISION43 project

Rezoning Strategy

- Questions and concerns from community members
- Staff recognition, despite extensive community outreach, specific outreach is warranted
- Rezoning as part of V43 will be completed in a phased approach

Rezoning Phase 1

- Phase 1 will focus on existing Commercially zoned properties
- A few residentially zoned properties will be included
 - Primarily those that are operating as commercial properties

Rezoning Phase 2

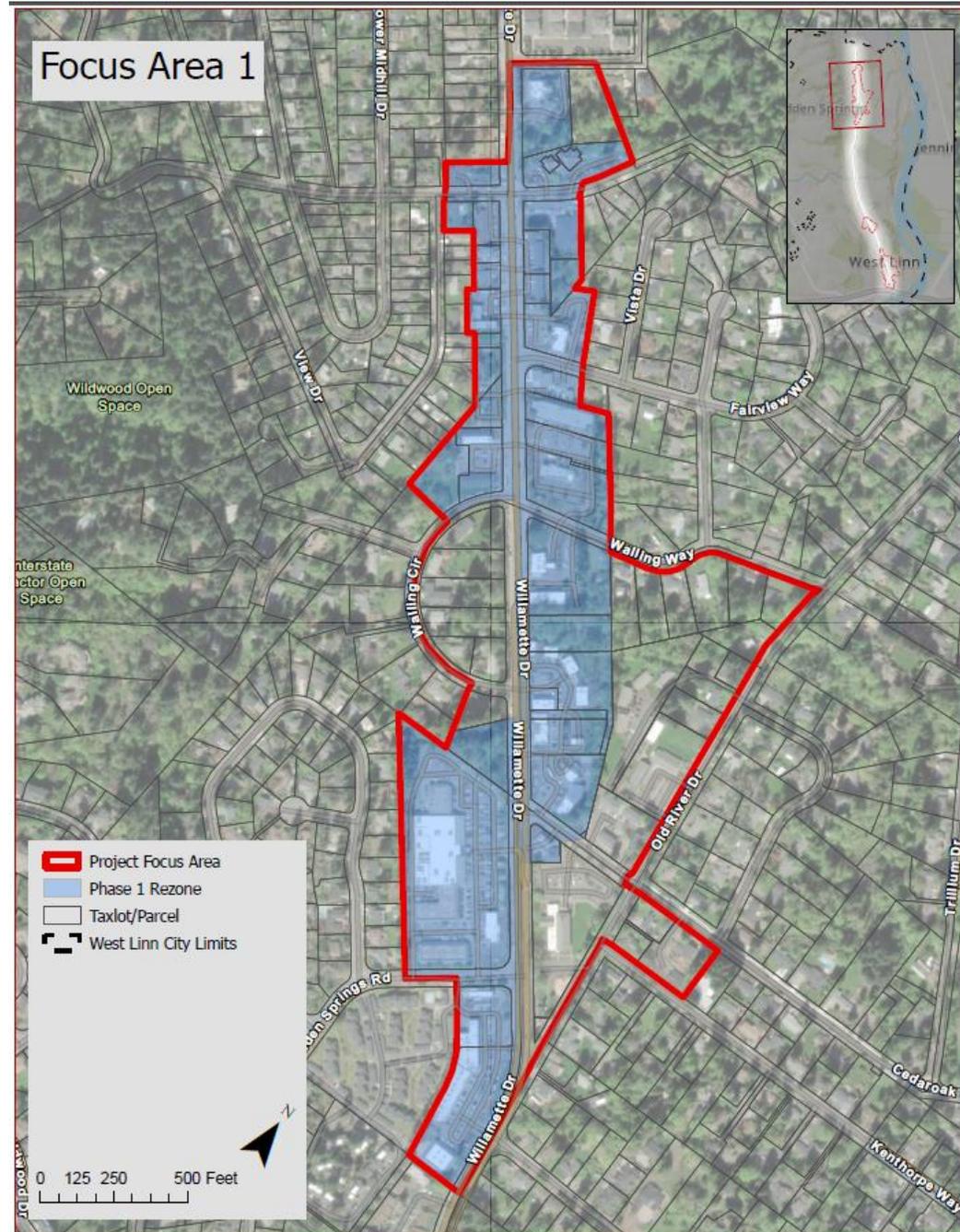
- Phase 2 will consist primarily of residential properties that are included in the three focus areas

Rezoning Outreach

- Utilizing a phased approach to rezoning will allow us to design outreach specifically for those affected by rezoning
- Discuss the potential outcomes
- Address individual concerns regarding rezoning

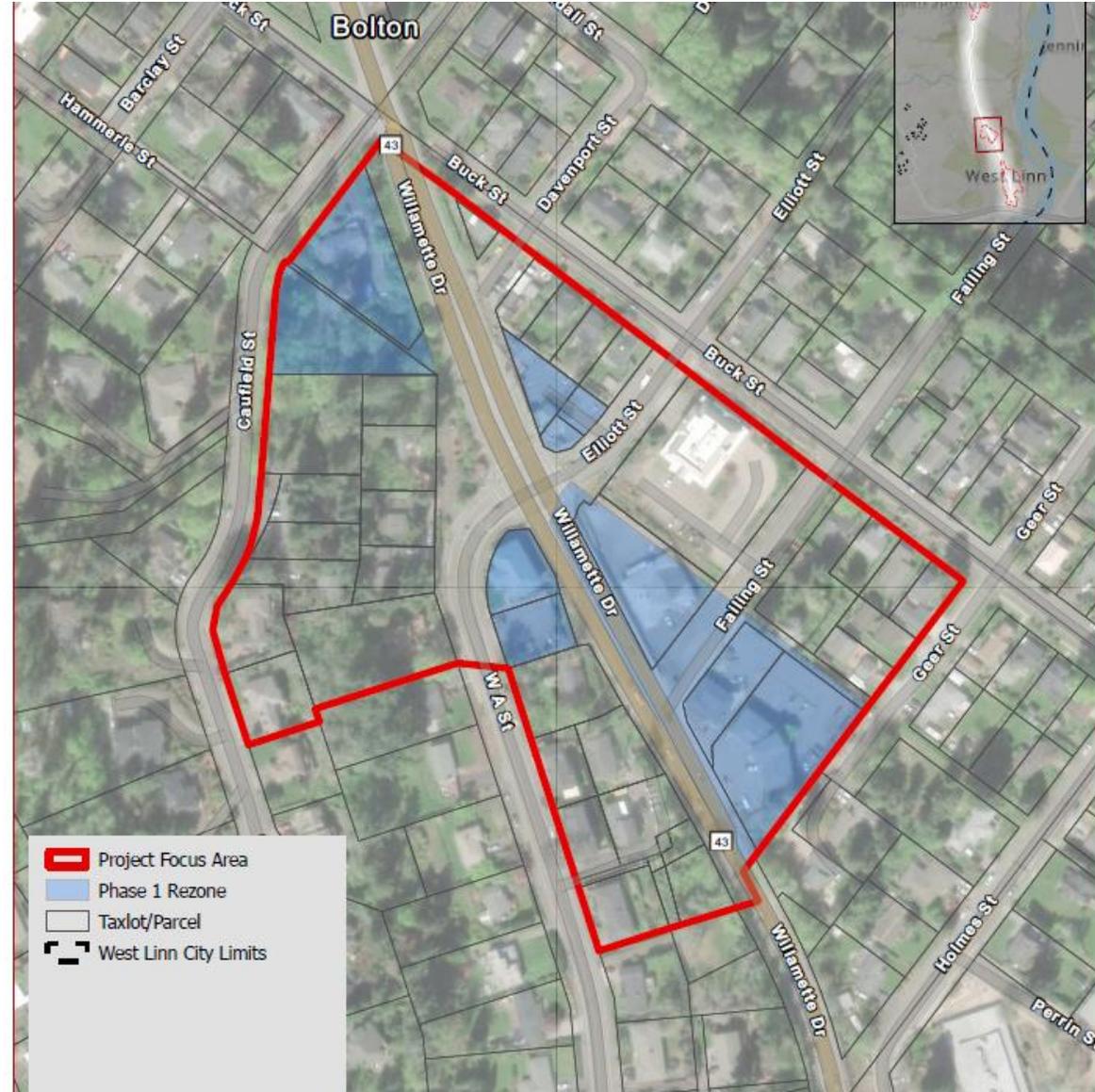
Rezoning Map Focus Area 1

- Blue shaded areas indicate Phase 1 properties to be rezoned
- All other properties within focus area boundaries will be a part of Phase 2



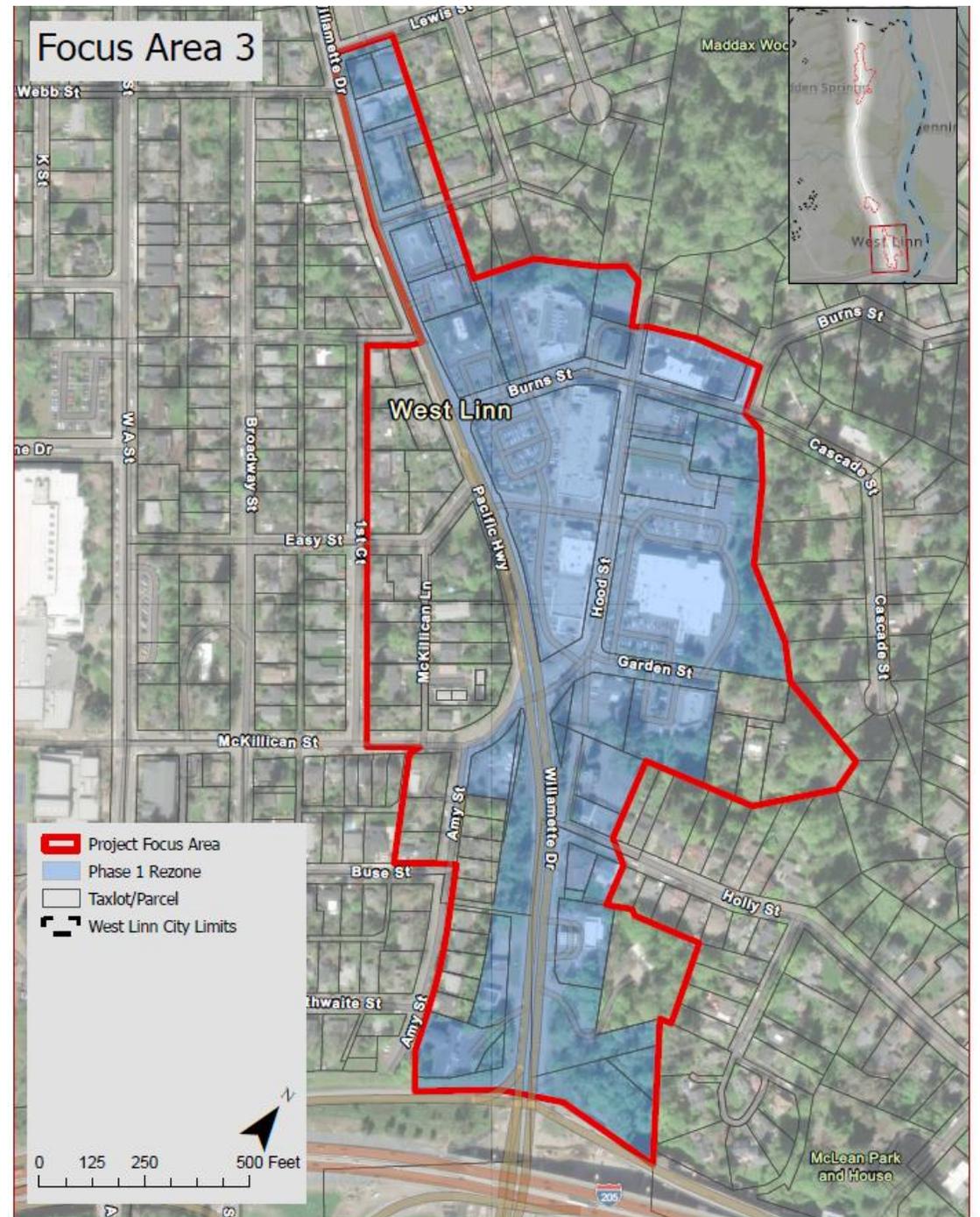
Rezoning Map Focus Area 2

- Blue shaded areas indicate Phase 1 properties to be rezoned
- All other properties within focus area boundaries will be a part of Phase 2



Rezoning Map Focus Area 3

- Blue shaded areas indicate Phase 1 properties to be rezoned
- All other properties within focus area boundaries will be a part of Phase 2



Strategic Pivot

- Rather than review numerous policy questions
 - Time consuming
- Council draft code for review
- Draft code based on feedback from:
 - Community
 - Working Group
 - Technical Advisory Committee
 - Robinwood and Bolton NA's

Draft Code Engagement

- Technical Advisory Committee - November '25
- Project Working Group – November '25
- Robinwood NA Meeting – January '26
- Bolton NA Meeting – January '26
- Community Open House – January '26
- Community Open House – February '26
- Planning Commission Work Session #1 – February '26
- Planning Commission Work Session #2 – March '26

Code Thoughts

- Limiting drive through uses
- Expansions and remodels of existing structures
- Height limits adjacent to residential zones
- Ensure massing of buildings doesn't create canyon/tunnel effect
- Exceptions process

Code Thoughts

- Prioritizing pedestrian access to and through sites
- Careful consideration of what is an allowed use near residential areas/properties
- Create enough flexibility that development happens within the West Linn Community's vision

Questions/Comments

Chris Myers, Project Manager
503-742-6062
cmyers@westlinnoregon.gov
Yourwestlinn.com/vision43



Policy Questions

Policy Question 1:

- Should new development, within the focus area boundaries, be required to include a housing component?

Policy Question 1: Required to Include Housing

PROS:

1. Enhances community identity, fosters sense of place
2. Supports City's housing production goals
3. Supports local businesses, onsite customers
4. Support infill development/efficient land use
5. Reduces vehicle dependency

Policy Question 1: Required to Include Housing

CONS:

1. Developers may not be interested in a residential component
2. Potentially reduces the supply of developable commercial land
3. May limit developer flexibility, reduce innovation, slow redevelopment
4. Potential traffic and parking issues

Policy Questions

Policy Question 2

- Should new development, within the focus areas, have a minimum height requirement of 2 stories?

Policy Question 2: Minimum Height Requirement

PROS:

1. Maximizes limited land within the corridor
2. Ensures development occurs at minimum of intended scale
3. Reduces/eliminates single-story development that perpetuates current conditions
4. Encourages more intensive urban development
5. Supports transit and walkability
6. Increased tax revenue

Policy Question 2: Minimum Height Requirement

CONS:

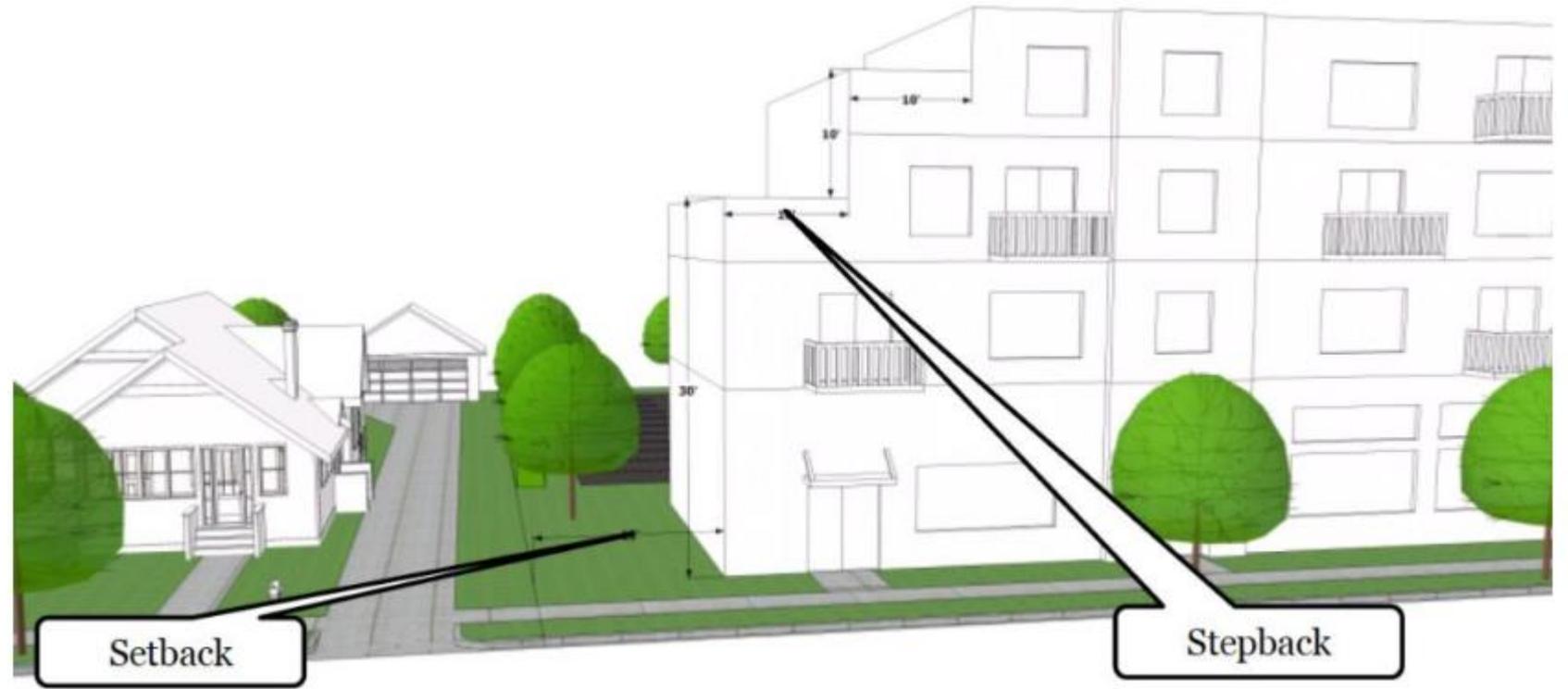
1. May slow the pace of development if multi-story development isn't feasible
2. Additional regulations may increase costs
3. Risk of vacant space without sufficient demand

Policy Questions

Policy Question 3

- Should new development, within the focus areas, be required to “step back” the height of new structures when immediately adjacent to a residential zone?

Step Back Examples



Policy Question 3: Step Back Requirement

PROS:

1. Reduces visual impact from adjacent residential properties
2. Creates a gradual transition between mixed-use and residential properties
3. Creates opportunities for rooftop opens spaces and visual interest

Policy Question 3: Step Back Requirement

CONS:

1. Reduces buildable area and development potential
2. Reduces number of potential housing units
3. Reduces overall density of a development

Rezoning Maps

- Blue shaded areas indicate Phase 1 properties to be rezoned
- All other properties within focus area boundaries will be a part of Phase 2

Mixed-Use Policy Questions

- As part of the drafting process, we asked for Council's direction on three policy questions
- At the May project briefing Council members asked for more information

Mollusky, Kathy

From: Troy Bowers <[REDACTED]>
Sent: Friday, October 17, 2025 2:35 PM
To: City Council
Cc: Dan Butler; Aurelia Rohrbacker
Subject: Waterfront Vision Plan - West Linn City Council Work Session
Attachments: AdvocatesWFH_CityComment_SlidesV2.pdf

Some people who received this message don't often get email from [REDACTED]. [Learn why this is important](#)

CAUTION: This email originated from an External source. Do not click links, open attachments, or follow instructions from this sender unless you recognize the sender and know the content is safe. If you are unsure, please contact the Help Desk immediately for further assistance.

Dear Council –

As you know, we, the Advocates for Willamette Falls Heritage, continue to proactively assure that the history of West Linn community around the Falls is not lost as the city grows and becomes home to future generations.

The Waterfront Vision Plan will play an important role in determining the future of the area around the Falls. The Vision Plan offers the City Council the opportunity to incorporate elements of West Linn's rich waterfront history, including its industrial heritage, into the waterfront's future. Because of our mission and involvement, the Advocates has considerable knowledge about Moore's Island, the Willamette Locks, and the area covered by the Vision Plan.

We do not advocate for saving all, or a majority, of built structures and industrial artifacts. We do request that the vision plan clearly encourage the preservation or reuse of some of the built structures and industrial artifacts. We would like to share with you pictures of some of the existing treasures and a couple of concepts that repurpose industrial elements and preserve the heritage of the area. We think incorporating such concepts into this Vision Plan will be instrumental in highlighting possibilities, opportunities, and expectations.

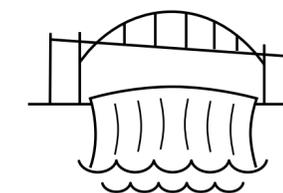
Thank you for your continued consideration and support.

On behalf of the Advocates,

Troy Bowers

Troy Bowers
President
Advocates for Willamette Falls Heritage

Proposal to include *some* adaptive reuse and architecture preservation in the Waterfront Vision Plan



**Advocates for
Willamette Falls
Heritage**

What we have



What we have



What we have



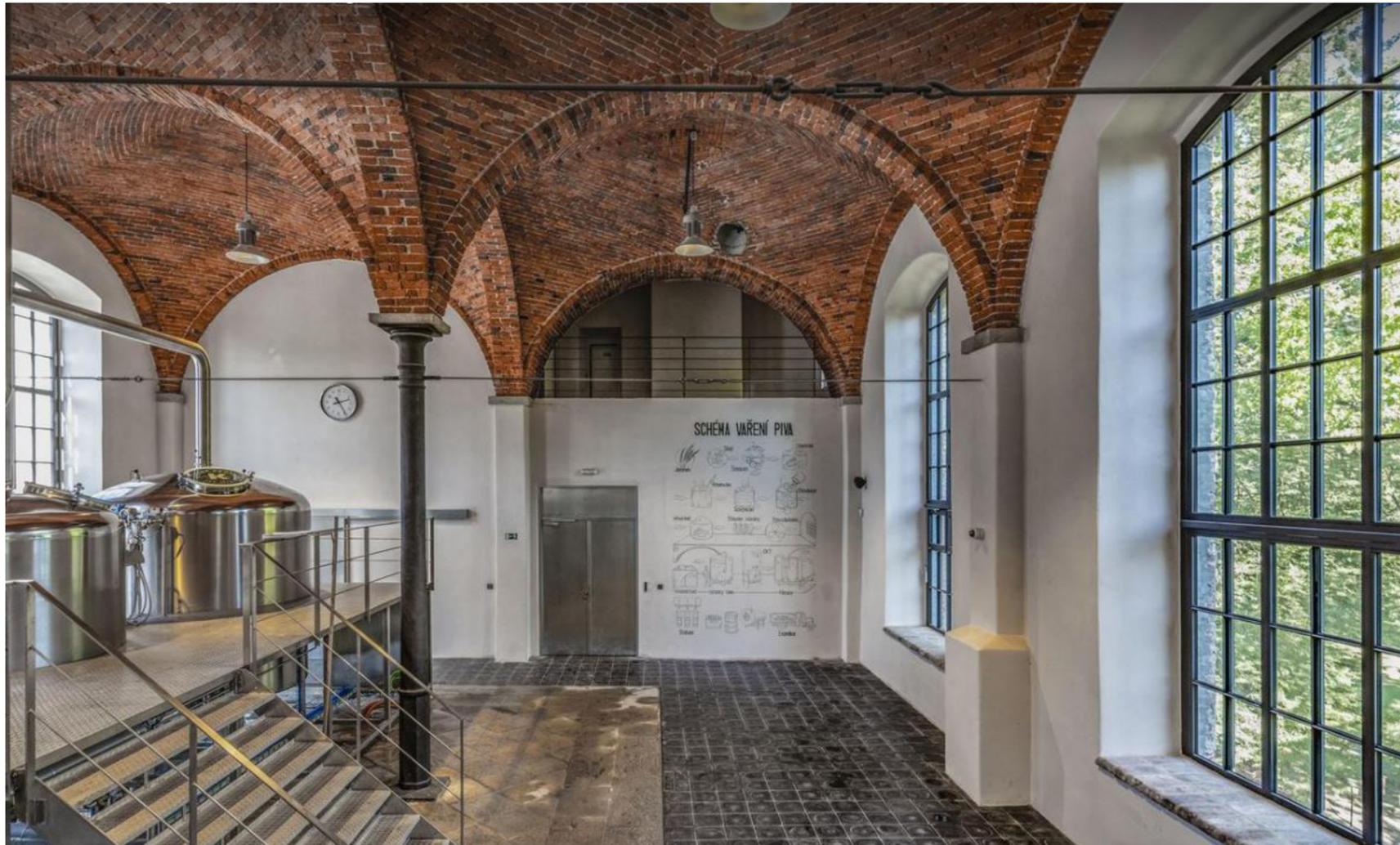
What we have



What we could have



What we could have



What we could have



What we're asking for



** Strongly encourage or incentivize an “**Adaptive Reuse**” approach that turns some of the imbedded energy and strong visual historic elements in the existing built environment of Moore’s Island to new future uses

Comments for October 21, 2025 City Council Work Session re West Linn Waterfront Vision Plan

To: Mayor and City Council Members

From: Terence Shumaker, Former Chair, Sustainability Advisory Board

Date: October 21, 2025

Once again, the documents submitted by Steve Koper and Darren Wyss for the October 21 city council work session do not accurately reflect the recommendations of the September 17 Planning Commission public hearing. The second recommendation by the PC was "Remove reference to housing development in the Ponds District."

While this is clear and to the point, it seems that the Planning Department is having problems reflecting this recommendation on the Waterfront Vision Plan maps. On page 36 of the plan, the specific area in question just south of 5th Ave., that was specified by public testimony on September 17, is still shown in the map as "Potential Development Area" in the map legend.

This is baffling because it is in direct conflict with the recommendation to "Remove reference to housing development in the Ponds District." By relabeling the area south of 5th Ave. as "Potential Development Area," the Planning Department is obviously trying to leave the door open for development.

My question is why is the Planning Department still trying to label the area in question as being ok for development when the Planning Commission recommended just the opposite? Why is this recommendation so hard to understand and hence reflect on the map?

My feeling is that rather than being a community vision based on community input, this project is more of a "consultation" by the Planning Department, because there are other issues and dealings in the background that we are not aware of.

Regardless of what may be going on with the Planning Department and property owner Bob Schultz, the recommendations by the Planning Commission are clear. And before any further advancement of the Vision Plan takes place, the plan documents must be updated to reflect the recommendations, and all reference to potential development must be removed from the map on p. 36 of the Vision Plan. Additionally, in my testimony at the October 7th CC work session, I stated that the proposed Resolution 2025-13, contained an inaccurate "Whereas" statement. That being the 8th "Whereas" statement which said "the West Linn Planning Commission held a public hearing on September 17, 2025 and recommended adoption of the West Linn Waterfront Plan..."

Once again, this is an inaccurate statement, because the adoption of the plan was qualified by the recommendations of the PC based on public input. This document should also be changed to reflect the PC recommendations.

It is unfortunate that the Planning Department continues to obfuscate both the will of the community and the recommendations of the Planning Commission. Before any action on the Vision Plan by the City Council occurs, the aforementioned changes should be made to the relevant documents.

Thank you for your time and consideration.

Respectfully, Terence Shumaker



The Confederated Tribes of the Grand Ronde Community of Oregon

9615 Grand Ronde Road
Grand Ronde, OR 97347-9712

October 21, 2025

Darren Wyss, Principal Planner
City of West Linn Planning
22500 Salamo Rd.
West Linn, Oregon 97068

Sent via email to:
dwyss@westlinnoregon.gov

RE: West Linn Waterfront Project

Dear Mr. Wyss,

On behalf of the Confederated Tribes of the Grand Ronde Community of Oregon's Historic Preservation Office, thank you for the opportunity to review the West Linn Waterfront Vision Plan prior to final adoption by the Planning Commission and City Council. Please note the concerns raised in this letter are specifically from our Engineering and Community Development Division and Tribal Historic Preservation Office. Tribal Council and technical staff from other Tribal Departments may also offer comments.

Tribal History and Interests in the Project Area

The Confederated Tribes of the Grand Ronde Community of Oregon (hereafter "Tribe") is made up over 30 different tribes and bands with homelands in Oregon, southwest Washington, and northern California. Specifically, the area of West Linn was inhabited by the Clowwewalla band of Chinook. Leaders of the Clowwewalla, as well as leaders of other tribes and bands, were signers of the Willamette Valley Treaty of 1855, which ceded the Willamette Basin to the U.S. in exchange for certain rights and benefits. The peoples were subsequently removed to the Grand Ronde Indian Reservation where they became members of the Confederated Tribes of Grand Ronde.

Even after the removal from their treaty homelands, tribal members maintained deep connections to the resources and sacred places of their ancestral homes. Those connections continue today, largely through Tribal stewardship of resources and through partnerships with government agencies and non-governmental organizations. The Tribe is interested in protecting, enhancing, and restoring Tribal cultural and natural resources, and allowing for areas to be used by Grand Ronde Tribal community and the public, now and in the future.

Engineering and Community Development Division Comments

During the City Council work session on October 7, 2025, the presentation slides outlining next steps for the West Linn Waterfront Project were discussed. The slides titled "Coordination & Partnership Strategies" and "Public-Private Partnerships: Organizational Actions" identify key partners and organizations for collaboration in the project's next phases.

We were disappointed to see that the Confederated Tribes of Grand Ronde were not included among the listed partners. As signatories of the Willamette Valley Treaty of 1855, our ancestors ceded the Willamette Basin to the United States in exchange for certain rights and

benefits. The West Linn Waterfront Project lies within our ceded territory and ancestral homelands, where the Grand Ronde Tribe has lived, traded, and cared for the river, land, and its beings since time immemorial. As caretakers, we hold a responsibility to ensure that future development honors the culture, ecology, and spirit of this sacred place.

The Confederated Tribes of Grand Ronde expect to be included as a full and active partner in all next step discussions and decision making related to the West Linn Waterfront Project. Meaningful collaboration with the Grand Ronde Tribe is an act of respect, recognition, and shared stewardship for the generations to come.

Historic Preservation Office | Cultural Protection Program Comments

The Vision Plan is an ambitious framework for the transformation of the West Linn Waterfront. Please be aware that this area has been, and continues to be, an extremely significant cultural place for the Tribe. The area features in ancient *ikanum* (oral histories and legends) and contains archaeological resources dating back thousands of years, as well as the significant historic structures mentioned in the Plan. The Study Area also intersects with Historic Properties of Religious and Cultural Significance to the Tribe. Future planning must consider the presence of these significant cultural resources, and actions should be taken to identify these resources as early as possible.

Our Office recommends a comprehensive review of all historic property types, including archaeological sites, historic structures, and historic properties of religious and cultural significance, be prepared to inform future development and restoration actions proposed within the Study Area. HPO staff are willing to meet with the cultural resources consultant identified to develop this review. We look forward to continued engagement for the protection of cultural resources in the Study Area.

If there are any questions, please feel free to contact our staff.

Sincerely,



Cheryl Pouley (she/her)
Cultural Protection Coordinator
Direct: (503) 879-1667
Email: THPO@grandronde.org
cheryl.pouley@grandronde.org



Kristen Svcarovich, P.E. (she/her)
Community Development Manager
Direct: (503) 879-2070
Email: Planning@grandronde.org
Email: Kristen.Svcarovich@grandronde.org

ecc: Grand Ronde Tribal Council
Ian Johnson, Deputy SHPO
Consultation@grandronde.org

I wish to speak during Public Comments (comments are limited to three minutes). Topic listed will be reflected in the meeting minutes.

Please specify topic (required): Public Comment - General

I wish to wait and speak on the agenda item listed below (comments are limited to three minutes).

Please specify agenda item (required):

Please print:

Name: Rebecca Holtenbeck

Phonetic spelling, if difficult to pronounce: _____

Address (Optional): 1754 Willamette Falls Drive

City: West Linn

State: OR Zip: 97068

Email (Optional): executivedirector@historicwillamette.com Phone (Optional): _____

Please submit this form to the City Recorder along with copies of any material to be handed out to the Council.

This form is subject to public records laws. If requested, it may be disclosed to another party unless exempt from disclosure under Oregon Public Records Law.

I wish to speak during Public Comments (comments are limited to three minutes). Topic listed will be reflected in the meeting minutes.

Please specify topic (required): Waterfront Vision Plan

I wish to wait and speak on the agenda item listed below (comments are limited to three minutes).

Please specify agenda item (required):

Please print:

Name: Nicole Jackson

Phonetic spelling, if difficult to pronounce: _____

Address (Optional): _____

City: West Linn

State: OR

Zip: 97068

Email (Optional): _____ Phone (Optional): _____

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Public Comment Form

I wish to speak during Public Comments (comments are limited to three minutes). Topic listed will be reflected in the meeting minutes.

Please specify topic (required): WATERFRONT VISION PLAN - THE MILL

I wish to wait and speak on the agenda item listed below (comments are limited to three minutes).

Please specify agenda item (required):
VISION PLAN

Please print:

Name: DAN BUTLER

Phonetic spelling, if difficult to pronounce: _____

Address (Optional): 11340 S.E. HIGHLAND LOOP

City: CLACKAMAS State: OR Zip: 97015

Email (Optional): DTB17@ME.COM Phone (Optional): 503-519-6488

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Public Comment Form

I wish to speak during Public Comments (comments are limited to three minutes). Topic listed will be reflected in the meeting minutes.

Please specify topic (required): Waterfront - Vision plan

I wish to wait and speak on the agenda item listed below (comments are limited to three minutes).

Please specify agenda item (required):

Please print:

Name: Aurelia Rohrbacker

Phonetic spelling, if difficult to pronounce: _____

Address (Optional): _____

City: _____ State: _____ Zip: _____

Email (Optional): _____ Phone (Optional): _____

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CITY OF

West Linn

Public Comment Form

I wish to speak during Public Comments (comments are limited to three minutes). Topic listed will be reflected in the meeting minutes.

Please specify topic (required): Waterfront plan

I wish to wait and speak on the agenda item listed below (comments are limited to three minutes).

Please specify agenda item (required):
1. Adaptive ~~Reuse~~ Reuse 2. Contact about hazardous material cleanup 3. Refer to FEMA Flood zone Maps

Please print:

Name: Kirsten Solberg

Phonetic spelling, if difficult to pronounce: _____

Address (Optional): 3801 Cedaroak Dr.

City: West Linn State: OR Zip: 97068

Email (Optional): Kirsten@sama-arch.com Phone (Optional): 503.702.2444

Please submit this form to the City Recorder along with copies of any material to be handed out to the Council.

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