

# City of West Linn Comprehensive Plan

Adopted December 1983, Amended July 2000; October 2003; May 2005; April 2006; March 2008; May 2008; September 2008; December 2008

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A stylized logo for the City of West Linn. The words "West Linn" are written in a cursive, handwritten-style font. The "L" in "Linn" is particularly large and prominent.

## **Council Goals**

**Adopted Feb. 5, 2003**

1. Maintain and protect West Linn's quality of life and livability.
2. Actively support and encourage West Linn's neighborhood associations and promote citizen involvement in civic life. Establish and maintain policies that give neighborhoods real control over their future.
3. Maintain and strengthen trust and credibility in City government.
4. Preserve and protect West Linn's water resources.
5. Maintain a budgetary process that is fiscally prudent and provides quality and cost-effective City services to the citizens of West Linn.
6. Promote land use policies, both locally and regionally, that are based on the concepts of sustainability, carrying capacity, and environmental quality.
7. Foster an active partnership with the School District that promotes a safe and positive learning environment for West Linn's students.
8. Maintain openness and accessibility for the public to the members of the City Council.
9. Oppose urbanization of the Stafford Triangle and pursue policies that would permanently retain that area as a rural buffer between West Linn and neighboring communities.
10. Pursue City policies predicated on the assumption that growth should pay 100% of the cost impacts it creates.
11. Assert through both planning and policy that compatibility with existing development should be a primary goal in West Linn's land use process.

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# INTRODUCTION

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## USING THE COMPREHENSIVE PLAN

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This document is designed to respond to the desires, needs, and aspirations of the citizens of West Linn.

Comprehensive city planning addresses a wide range of topics and issues related to the growth and development of a community. This plan includes background and analytic sections that support recommendations for, among other things, sustainable economic activity, housing, recreation and open space, transportation, land use livability, and preventing degradation of quality of life in and for West Linn. The Plan is comprehensive in scope and its goals and policies are intended to be supportive of one another. West Linn's Comprehensive Plan provides guidelines and standards for decision makers, including City employees and officials, citizens, developers, community groups, and other local, state, regional, and federal agencies. This document pertains to the City of West Linn as the City limits exist in 2003 and the contiguous Urban Growth Boundary as it existed in October 2002.

The City of West Linn is dedicated to a policy of 100% cost recovery for growth attributable impacts in all categories of Systems Development Charges (SDCs) allowable by Oregon law. There is a charter requirement that all annexations require voter approval.

The Comprehensive Plan provides the basis for other plans, ordinances, and other implementing documents that set forth more detailed direction regarding specific activities and requirements. All City plans and implementing ordinances must be consistent with the Plan.

In 1997, West Linn citizens overwhelmingly approved a measure advising the City to exercise local control over growth-management and to seek changes in the Metro 2040 Functional Plan. In some situations, Comprehensive Plan policies and associated implementation programs may not be consistent with the Metro Functional Plan. In these situations, exemptions to Metro policies will be pursued through the Metro process for exemptions. The Land Conservation and

Development Commission initially acknowledged the Comprehensive Plan for compliance with the State Planning Goals in 1984. The Plan is periodically reviewed by the City in coordination with the Department of Land Conservation and Development and updated to ensure that it continues to comply with these goals. The Comprehensive Plan has been drafted to reflect the needs of the residents of West Linn and reviewed in terms of the vision of the Metro 2040 Growth Concept and its goals as set forth in the Functional Plan. It also has been reviewed to ensure consistency with other relevant plans from other jurisdictional agencies.

The Plan is organized around the Statewide Planning Goals and each chapter corresponds to a specific Statewide Goal. Some goals have been found to not be applicable to the City of West Linn and are not included in this plan. Specifically, the following goals are not included: Goal 3 (Agricultural Resources), since there are currently no commercial farming operations within City limits; Goal 4 (Forestry Resources), since there are currently no commercial forestry operations within city limits; Goals 16, 17, 18, and 19, since there are no estuarine resources; coastal shorelands, beaches and dunes or ocean resources within city limits.

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## **GOALS, POLICIES, AND RECOMMENDED ACTION MEASURES**

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The West Linn Comprehensive Plan is organized around the Statewide Planning Goals and contains background information and findings that support City goals, policies, and recommended action measures.

The goals and policies contained within this plan have the force of law and the City is obligated to adhere to them in implementing the Plan. Additional information about City goals, policies, and recommended action measures follows.

**Goal.** A statement indicating a desired end or aspiration including the direction the City will follow to achieve that end. The City's goals must be consistent with the Statewide Planning Goals.

**Policy.** A statement indicating a definitive course of action to implement City goals. A policy may not be the only action the City can take to implement the goals. The City must follow relevant policies when developing other plans or ordinances that affect land use, such as public facility plans, zoning, and development standards.

**Recommended Action Measure.** A statement outlining a specific City activity, action, project or standard, which if executed, would implement goals and policies. Recommended action measures also refer to courses of action the City desires other jurisdictions to take regarding specific issues, and help define the relationship the City desires to have with other jurisdictions and agencies in implementing the Comprehensive Plan. These statements are suggestions to City decision-makers as ways to implement the goals and policies. Completion of projects, adoption of standards, or the creation of certain relationships or agreements with other jurisdictions and agencies will depend on a number of factors such as City priorities, finances, and staff availability.

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## GLOSSARY

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These definitions are intended to assist in understanding the intent of the Comprehensive Plan and are consistent with definitions used in supporting and implementing documents of the Plan.

**Accessory Dwelling Unit.** Attached or detached dwelling that is secondary to the primary dwelling unit and intended to provide convenient and affordable housing opportunities.

**Affordable Housing.** Housing that is affordable to most residents of a community and does not cost more than 30% of a family's household income.

**Aggregate Resources.** Rock, sand, or gravel.

**Ambient Noise.** The total noise associated with a given environment, being a composite of sounds from many sources both near and distant. For the purpose of this ordinance, ambient noise levels shall be measured using the A-Scale and in accordance with the standards of the Sound Measurement Procedures Manual.

**Base Zone.** The underlying zoning upon which an overlay zone is placed.

**Capital Improvements Program.** A plan that describes when a community's major public facilities (e.g., roads, libraries, sewer systems, police stations) will be built, how much they will cost, and the source of funding. It usually covers a period of at least three years and up to ten.

**Carrying Capacity.** The level of use that can be accommodated and sustained without unacceptable damage to the environment, including air, land, and water quality, the transportation network, storm water management, and overall quality of life.

**Cluster Development.** A development design technique that concentrates buildings on part of the site to allow the remaining land to be used for recreation, common open space, and/or preservation of environmentally sensitive features.

**Community Development Code.** A document adopted by the City of West Linn which is designed to set forth the standards and procedures governing the development and use of land in West Linn and to implement the West Linn Comprehensive Plan.

**Comprehensive Plan.** An official document of a local government that includes goals and policies that direct how the community will develop. It may also include action measures or strategies for implementing the goals and policies. Oregon Administrative Rules further define a Comprehensive Plan as a “generalized, coordinated land use map and policy statement of the governing body of a local government that interrelates all functional and natural systems and activities relating to the use of lands, including, but not limited to, sewer and water systems, transportation systems, educational facilities, recreational facilities, and natural resources and air and water quality management programs” (ORS 197.015). In Oregon, a comprehensive plan is adopted by ordinance, has the force of law, and is the basis for zoning and subdivision ordinances and other regulations. A number of other City planning documents support and/or implement the plan.

**Conditional Use.** A proposed use of land which may be allowed after the City Planning Commission has determined that the proposed use is appropriate for the site, compatible with surrounding uses, is supported by City public facilities, and is of overall benefit to the community and meets all other relevant criteria.

**Density.** The number of families, individuals, dwelling units, households, or housing structures per unit of land.

**Design Review Guidelines.** Standards related to the appearance and construction of buildings and related facilities (e.g., trees, street lights, or sidewalks). The guidelines typically are applied to specific types of development or specific zones and reviewed by City staff (also see Review Process).

**Development.** Any activity that results in a change in land use, or the construction or modification of a structure, or a man-made substantial alteration of land and vegetation. This term is further defined in the West Linn Community Development Code.

**Drainageways.** Open linear depressions, whether natural or man-made, for collection and drainage of surface water. They may be permanently or temporarily filled with water.



**Ecological/Scientific Areas.** Land and water that has retained much of its natural character, though not necessarily completely natural, and is significant for historical, scientific, palaeontological, or natural features.

**ESEE Analysis.** Analysis of economic, social, environmental, and energy impacts required under Statewide Planning Goal 5. The purpose of the ESEE analysis is to inventory natural resource sites and identify their relative resource value for the purpose of determining an appropriate level of protection through land use regulations.

**FEMA (Federal Emergency Management Agency).** The administrator of the National Flood Insurance Program.

**Floodplain.** Land subject to periodic flooding, including the 100-year floodplain as mapped by FEMA flood insurance studies or other substantial evidence of flood events.

**Floodway.** The portion of a watercourse required for the passage or conveyance of a given storm event as identified and designated by the City. The floodway shall include the channel of the watercourse and the adjacent floodplain that must be reserved in an unobstructed condition in order to discharge the base flood.

**4(d) Rule.** A federal rule that establishes regulations to protect species listed as threatened under the Endangered Species Act (ESA). These requirements can be used by local governments to ensure that their activities and regulations are consistent with the ESA.

**Garden Apartment.** An apartment typically located within a relatively small group of one- to three-story structures that surround an internal courtyard or garden.

**Goal 5 Rule.** An Oregon Administrative Rule requiring local governments to develop and maintain inventories of natural resources, scenic and historic areas, and open spaces. The rule provides cities with the option of following general requirements for identifying “significant” resources or using state criteria to determine which resources are significant.

**Habitat Friendly Development Practices.** A broad range of development techniques and activities that reduce the detrimental impact on fish and wildlife habitat relative to traditional development practices. The objective of these practices is to ensure the natural pre-development functions of the site, both ecological and hydrological. These techniques may include a variety of site planning and stormwater management practices, as well as habitat sensitive designs.

**Heritage Tree.** A tree that is of special importance due to its historical significance, age or type. In West Linn, heritage trees are designated by the City Council following review of a nomination form submitted by a citizen and accepted by the property owner.

**Historic District.** An area containing a number of lots, blocks, and buildings that has special historical, architectural, or cultural significance as part of the heritage of the City. The Willamette area has been identified and designated as a Historic District.

**Home Occupation.** Any activity carried out for gain by a resident and conducted as a customary, incidental, and accessory use in the resident's home. Standards for home occupations are included in West Linn's Community Development Code.

**Housing Type.** The categorization of residential units as they are configured in the built environment. Examples include single-family detached, single-family attached (duplex, rowhouse, condominium), and apartments.

**Impervious Surface.** Solid surfaces, such as streets, parking lots, and roofs, that prevent rain from being absorbed into the soil, thereby increasing the amount of water runoff that typically reaches a receiving stream.

**Infill.** Use of vacant lots in predominantly developed areas, or the undeveloped portion of developed lots, to make more efficient use of land resources.

**Infiltration.** Seepage of groundwater into cracks of sewer or storm water collection pipes. This term is also used to describe the process of absorption of liquids into the ground.

**Inflow.** Entry of water into the sewer or storm water collection system through manholes, gutters connecting to the storm water system, and similar open facilities. This term typically is used in combination with infiltration to describe impacts on a sewer or storm water collection system from unintended outside sources.

**Infrastructure.** Facilities and structures used to provide public services to City residents and businesses. Examples include roads, sewer and water transmission lines, administrative buildings, and parks and recreation properties and structures.

**Land Use Compatibility Statement.** A statement that must be submitted by a business that is applying for a permit from the Oregon Department of Environmental Quality. The statement must be reviewed and signed by a local city planner approving or rejecting a new project. By signing, the City indicates that the proposed project is compatible with the Comprehensive Plan and other land use ordinances.

**Level of Service (LOS).** A term used to measure the effectiveness for the operation of a road or street intersection. It is similar to a report card rating based upon average vehicle delay. Levels of service A, B, and C indicate conditions where vehicles can move freely. Levels of service D and E are progressively worse. Level of service F represents conditions where traffic volumes exceed the capacity of the facility or a specific movement.

**Main Street.** “Main Street” refers to a design concept that includes commercial and residential uses, but does not imply that the City will meet Metro’s density guidelines.

**Main Street (Metro).** A Metro concept for streets with a concentration of retail and service establishments possibly including some residential uses, typically accessible by transit, that serve neighborhoods. Metro specifies average densities for housing and employment at 39 persons per acre on the main street.

**Manufactured Home.** A structure, transportable in one or more sections, that is built on a permanent chassis and is designed for use with or without a permanent foundation when connected to required utilities. This term is further defined in the West Linn Community Development Code.

**Mass Transit.** A means of transportation designed to move large numbers of people along a fixed route.

**Metro.** Regional government responsible for providing various regional services and coordination of local planning efforts.

**Metro Functional Plan.** A set of regional requirements adopted by Metro for cities and counties to implement the Region 2040 Growth Concept. The plan addresses issues such as projected housing and job growth, parking management, water quality, and the regional road system.

**Metro Title 3 Requirements.** Regional requirements adopted by Metro to protect water quality and fish and wildlife habitat, primarily through standards for riparian areas and flood plains.

**MSA (Metropolitan Statistical Area).** A term used by the U.S. Bureau of the Census to define urban areas. According to the Census Bureau, an MSA consists of a “large population nucleus, together with adjacent communities having a high degree of social and economic integration with that core.” Metropolitan Statistical Areas are defined by the United States Office of Management and Budget (OMB).

**Minimum Lot Size.** The smallest area permitted for a new lot in a particular zone. For example, in a single-family residential zone, a single house may be constructed on a lot no smaller than a certain size (e.g., 5,000 square feet). In a multi-family residential zone, the smallest allowable size of the lot may vary depending on the number of apartments or other units constructed.

**Mixed Use Development.** A combination of different types of uses. This most frequently refers to allowing homes and businesses to be located in the same area (e.g., apartments over shops or other businesses or apartments adjacent to grocery stores or other commercial establishments).

**Native Vegetation.** Any vegetation native to the Portland metropolitan area or listed on the Metro Native Plant list adopted by Metro Council resolution.

**Natural Resource.** A functioning natural system such as a wetland, riparian corridor, or fish and wildlife habitat and associated vegetation, including significant trees.

**Natural Resource Area.** The land containing the natural resource to be protected.

**Neighborhood.** In the context of this plan, a portion of the City for which City government has recognized a neighborhood association.

**Neighborhood Design Standards.** A West Linn Community Development Code provision for specific neighborhood standards for design and architectural issues within a neighborhood that are set forth in an adopted neighborhood plan.

**Neighborhood Plan.** A refinement of the Comprehensive Plan that applies to a specific city neighborhood or core neighborhood.

**Noise-Sensitive Use.** An activity or building that is particularly negatively impacted by noise, such as a home, school, library, or hospital.

**Non-point Pollution Source.** Pollution that is pervasive and does not come from a single source, such as carbon monoxide pollution from automobiles and water pollution from urban storm water runoff.

**Open Space.** Land that is undeveloped and that is planned to remain so indefinitely. The term encompasses parks, forests, and farmland. It also may refer only to land zoned as being available to the public, including playgrounds, watershed preserves, and parks.

**Out-of-Direction Travel.** Travel that is not toward the eventual destination of a trip, often caused by a lack of adequate connections between destinations.

**Overlay Zone.** A refinement of a basic zoning district, such as single-family residential or general commercial, that adds specific conditions and requirements for development within a particular area which needs special consideration.

**Park.** A city-owned or state-owned property used for recreation and open to all citizens. Parks are classified into five different categories by the West Linn Parks and Recreation Master Plan:

**Regional Park.** A recreation area that serves people who live in and outside the City, owned by a county, regional, or state parks agency. It is usually a large site with unique facilities or characteristics, often offering a variety of potential active and passive uses (e.g., playing fields, hiking trails, picnic area, bird-watching, etc.). Mary S. Young State Park is an example.

**Community Park.** A park designed for organized sports and recreational activities, as well as individual and family use. It may provide indoor facilities and typically serves an area within one to two miles of the park. Willamette Park is an example.

**Neighborhood Park.** A combination playground and park intended primarily for non-organized recreation. It is generally relatively small. Typical facilities include children's playgrounds, picnic areas, trails, open, grassy areas for organized or passive activities, and outdoor basketball courts. Sunset Park is an example.

**Mini-Park.** A small single-purpose play lot designed primarily for small children. Facilities in a mini-park usually are limited to an open, grassy area, a children's playground and a picnic area. Palomino Park and Mark Lane Tot Lot are examples.

**Special Use Area.** Recreation site occupied by a specialized facility such as a boat ramp, waterfront park, community garden, or sports field complex.

**Particulates.** Small particles in the air that are a component of air pollution. They can be inhaled and, when lodged in the lungs, may damage lung tissue and lead to respiratory problems. Their chemical constituents may also be absorbed into the bloodstream and conveyed to, and cause damage in, other body organs and tissues.

**Performance Standards.** Requirements that govern impacts or characteristics of facilities rather than uses. Standards may be related to building size, noise, air, and water pollution, traffic generation or other attributes. The standards can limit the kinds of uses based on these impacts or characteristics.

**Permitted (or outright) Use.** A use of land that conforms with the underlying zoning designation and is allowed.

**Planned Unit Development (PUD).** A type of development based on a comprehensive design addressing the entire complex of land, structures, and uses as a single project.

**Point Source of Pollution.** A single, discrete facility or other source of air or water pollution such as a smokestack or sewage outfall pipe.

**Pressure Reducing Station.** A facility used to decrease the pressure in pipes that carry water to or from homes and businesses.

**Public Facilities Plan.** A plan for the sewer, water, and transportation facilities needed to serve a city. It is less specific than a capital improvements program and required by Oregon law for cities with a population of 2,500 or more. [ORS 197.712(2)(e); OAR 660-0150000(11)]

**Redevelopment.** Additional or new residential, commercial, or industrial development on land that is already developed, but has the capacity for additional or more intensive development through remodeling or demolition and reconstruction.

**Review Process.** Analysis of the appropriateness of a proposed development project against City plans and codes in order to determine whether the project should be approved or denied.

**Riparian Area.** Those areas associated with streams, lakes, and wetlands where vegetation communities are predominantly influenced by their association with water.

**Row House.** See Town House.

**Service District.** A local government agency that provides one or more specific services to people within the district (e.g., water, sewer, or fire protection). Service districts may encompass or overlap multiple municipalities. This term also is used to describe the area served by the agency. This term is sometimes used interchangeably with the term “special district,” defined by Oregon Statute as “any unit of local government, other than a city, county, metropolitan service district formed under ORS chapter 268 or an association of local governments performing land use planning functions under ORS 195.025 authorized and regulated by statute.”

**Setback.** The required separation between a structure and a road/right-of-way or property line (e.g., the distance from the sidewalk to the front of a house).

**Significant Environmental Constraint.** This term applies to areas with slopes greater than 25%, a location within the 100-year flood plain or within close proximity to a stream, or land designated as a significant natural or scientific/ecological area.

**Significant Tree.** Trees that are considered significant by the West Linn City Arborist, whether individually or in consultation with certified arborists or similar professionals, based on accepted arboricultural standards including consideration of their size, type, location, health, long-term survivability, and/or numbers.

**Slope.** Measurement of the deviation of a non-level land feature from the horizontal, measured as a percent calculated as maximum rise divided by minimum horizontal run. Example: a rise of one foot divided by a run of 10 feet equals slope of 10%. Slope shall be measured in intervals corresponding with slope analysis requirements in the Community Development Code. Slope shall be measured at a right angle from the mapped elevation interval lines.

**Slump Topography.** Land that is unstable as a result of a previous landslide or other geological event.

**Solar Energy.** Either:

- a) electrical energy derived from or generated by the sun's light energy in any of its manifestations including hydropower, wind power, and direct conversion by solar panels; or,
- b) passive heat energy received and stored by direct absorption in thermal materials.

**Storm Water Detention Facility.** Pond, swale, or other facility used to store and eventually disperse storm water runoff from roads, parking lots, buildings, and other paved surfaces.

**Stream.** A body of running water moving over the earth's surface in a channel or bed, such as a creek, rivulet, or river. It flows at least part of the year, and may be perennial or intermittent. Streams are dynamic in nature, with a structure that is maintained by build-up and loss of sediment

**Telecommute.** Work at home using a computer and telecommunications to access one's place of employment.

**Telecommunity Center.** A conveniently located place where people can access computers, the Internet, and other technology that make it efficient to get work done or obtain services electronically that otherwise might require a longer trip.

**Town Center (Metro).** Term adopted and used in the *Metro Functional Plan* to describe an area with a concentration of shopping opportunities and other commercial and public services for people in a local area (e.g., a small city or large neighborhood). Metro specifies average densities for housing and employment at 40 persons per acre.

**Town House.** An attached, single-family dwelling, usually with two or more stories and often with the living and dining areas on the first floor and bedrooms on the upper floors.

**Transportation Demand Management.** The process or set of techniques used to control or reduce the amount of traffic in a given area, or at a specific time of day. Tools often focus on employer-based programs such as flexible work hours, telecommuting (see definition above), and providing free transit passes or other incentives to use different modes of transportation or travel at different times of day.

**Urban Growth Boundary (UGB).** A boundary line encompassing an area that is adopted and planned for urban development and within which urban services (e.g., public sewer and water facilities) will be provided. Outside of the boundary, the provision of services and the level of development are restricted and development is restricted in intensity. West Linn's UGB is part of the regional boundary administered by Metro.

**Urban Reserve.** Former label used for lands outside of an urban growth boundary identified as having the highest priority for inclusion in the Urban Growth Boundary when additional urbanizable land was needed consistent with the requirements of Statewide Goal 14 (Urbanization). Metro discontinued using this term in 1999.

**Variance.** The allowance of a permit to modify the terms of the City's Community Development Code based upon specific findings delineated in that code.

**Watershed.** A geographical unit defined by the flow of rainwater or snowmelt. All land in a watershed drains to a common outlet, such as a stream, river, lake, or wetland.

**Waterway.** Any year-round or seasonal river, stream, or creek.

**Wetland.** An area inundated or saturated by surface or ground water at a frequency and duration sufficient to support and, under normal circumstances do support, vegetation primarily adapted for life in saturated soil. Wetlands generally include swamps, marshes, bogs, and similar areas. Wetlands are those areas identified and delineated by a qualified wetland specialist as set forth in the 1987 Corps of Engineers Wetland Delineation Manual.



**Willamette River Greenway.** Land along the banks of the Willamette River intended to be protected and conserved for their natural, scenic, historical, agricultural, economic, and recreational qualities. Cities and counties are responsible for administering the Greenway within their boundaries by restricting development and providing access for recreation.

**Zoning (also see Base Zone).** A category defining the use, placement, spacing, and size of land and buildings.

**Zone District.** The delineation or application of zoning to a specific geographic area.

## GOAL 1: CITIZEN INVOLVEMENT

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### BACKGROUND AND FINDINGS

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The City of West Linn has had a comprehensive planning process since 1954. The Guide for Growth was completed in 1955 and updated in 1967. In 1975 a Comprehensive Plan was adopted. The City again involved a wide range of citizens, including representatives from civic groups, businesses, and property owners, to update this document, resulting in the adoption of a new Comprehensive Plan in 1983. A Steering Committee appointed by the Mayor lead this effort, and also assisted in preparing an implementation document in the form of a Development Code. An amended Citizen Involvement Plan was completed at that time as well.

The Tanner Basin Advisory Committee aided in planning for the Tanner Basin, an area of approximately one square mile in the geographic center of the City. This committee was comprised of both citizens and public agency representatives and helped facilitate meetings with residents and other interested parties. Citizens also were instrumental in publishing the “Tanner Tattler” newsletter; it identified planning issues and was distributed to property owners and others in the study area.

In 1993 and 1994, the City conducted the *Imagine West Linn* process to develop a vision for the City. Membership on the committee was open to the public and members represented a variety of ages, interests, and viewpoints. Members met 11 times and created a comprehensive vision for the community and action measures to implement it. They also solicited comments from the general public through presentations at local schools, meetings with neighborhood business and other civic groups, a community fair, five public open houses, and community-wide mailings, surveys, and public hearings. These efforts culminated in the adoption of the 1994 *Imagine West Linn* Document.

In 1996, the City conducted “West Linn Wants to Know,” a community-wide survey mailed to all registered voters in West Linn. The survey gave citizens a chance to share their views on aspects of community life, City government, and City services.

In 1998, West Linn citizens approved an \$8 million bond measure to purchase 70 acres for parks. In addition, Dorothy Maddax donated seven acres to the City. This property is adjacent to Burnside Park. Citizens made a clear choice to protect some large undeveloped tracts from imminent development.

In 1998 and 1999, the City involved citizens in developing land use alternatives and a Transportation System Plan for the City, as well as a general update of the Comprehensive Plan. The West Linn Tomorrow! Task Force, appointed by the Mayor and City Council, brought varied backgrounds, ages, occupations and viewpoints to this planning process and volunteered their time to encourage citizen participation through a variety of activities. Task Force members helped create a community survey to solicit comments on guiding principles for the project; sponsored a City-wide public open house to review land use and transportation alternatives; and helped City staff make presentations to neighborhood, businesses, and other civic groups.

In addition to ongoing Comprehensive Plan refinement and updates, the citizens of West Linn have been involved in developing numerous facility plans, including parks and recreation, library, water and sewer plans.

Numerous ongoing boards, committees, and commissions rely on citizens to advise City government. In addition, West Linn's recognized neighborhood associations (Figure 1-1) provide residents with the opportunity to participate in planning the areas where they live. The neighborhood associations receive a stipend from the City and provide a vital means of communication between citizens and City staff. To better inform and involve citizens in land use decisions, certain types of land use applications require the applicant to review proposals with the appropriate neighborhood association prior to submittal to the City. Planning and City Council meetings, as well as a variety of other public meetings and events, are televised on a cable access channel.

In 2003 the Willamette neighborhood prepared a "Vision Statement and Action Plan for the Willamette Neighborhood of West Linn, Oregon," authorized and funded by the City of West Linn. The Plan includes a Vision Statement and a Tactical Plan that outlines detailed and prioritized neighborhood goals and improvement projects. The Plan provides on-going planning and direction for the neighborhood, and is a "living document" that will necessarily be updated and modified over time. The Plan includes

goals and policies binding upon the city, and also includes recommended action measures that are not binding, but that the City will consider as potential strategies for implementing the goals and policies. The Plan was reviewed by the Planning Commission and adopted by the City Council in May 2005. It is anticipated that the Willamette Neighborhood Association will periodically recommend plan amendments to the City.

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**GOALS, POLICIES, AND RECOMMENDED ACTION MEASURES**

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**GOALS**

1. Provide the opportunity for broadly based, ongoing citizen participation, including opportunities for two-way dialogue between citizens and City elected and appointed officials.
2. Provide opportunities for citizens to shape City government and other West Linn institutions into exemplary organizations that foster trust, respect, courage, and honor.
3. Support involvement of West Linn citizens in identifying and addressing regional issues.
4. Provide clear, simple, user-friendly information about how the planning process works and how citizens can be involved in land use and other City policy decisions.

**POLICIES**

1. Provide a process for evaluating the ongoing citizen involvement programs to be certain that citizens are given an opportunity to participate in planning decisions.
2. Support neighborhood associations as a forum for discussion and advice on issues affecting the community.
3. Encourage individuals to organize and work in groups to develop recommended programs or positions on various issues.
4. Provide timely and adequate notice of proposed land use matters to the public to ensure that all citizens have an opportunity to be heard on issues and actions that affect them.
5. Communicate with citizens through a variety of print and broadcast media early in and throughout the decision-making process.
6. Encourage neighborhood associations to create neighborhood plans.

7. The following guidelines shall govern the preparation and adoption of neighborhood plans:
  - a. Neighborhood Plans may be adopted for City neighborhoods. It is expected that the issues identified in any of these plans shall be primarily of neighborhood interest. However, input from residents and property owners outside of the neighborhood are welcome in all phases of the planning process.
  - b. Neighborhood Plans shall address the applicable goals found within the West Linn Comprehensive Plan except for those found specifically by the City Council not to be of issue to the neighborhood.

**RECOMMENDED ACTION MEASURES**

1. Regularly convene a community council composed of representatives from the City Council, Planning Commission, School Board, Neighborhood Associations, the West Linn Chamber of Commerce and other business groups, religious organizations, and community youth to review and provide guidance for implementation of the Comprehensive Plan; help ensure adequate citizen participation in City decision-making processes; and promote consensus on issues of City-wide importance.
2. Explore the feasibility of establishing a negotiation/mediation process to help resolve disputes.
3. Develop and maintain a neighborhood planning program through the following actions:
  - a. Maintain and update the boundaries for neighborhood associations.
  - b. Prepare neighborhood association guidelines that will assist in their formation and continued vitality.
  - c. Assist in establishing meeting and organizational procedures for neighborhood groups.
  - d. Initiate staggered neighborhood planning programs that emphasize citizen participation.
  - e. Assist in the funding of neighborhood publications.
  - f. Any significant changes of residential zones to commercial shall occur only after a neighborhood planning process is completed.
4. Provide informational materials that clearly describe opportunities and processes for citizen involvement in land use application and appeals processes, code enforcement, Comprehensive Plan amendments and other land use and planning decisions. Make materials available through the City Planning Department, City Library, City's World

Wide Web page, and other locations, as appropriate.

5. Evaluate notice and hearing processes to ensure that notice is timely and the process is fair.
6. Create a process to evaluate the effectiveness of citizen involvement activities.
7. The City Council shall appoint task forces, boards, or advisory committees to address issues of citywide importance in a manner that fairly represents the various interests of those living and working in West Linn.
8. Encourage Council members and representatives of City departments to regularly attend neighborhood association meetings to discuss plans of both neighborhood and Citywide importance as needed and appropriate.
9. Establish, as an ongoing priority, the attendance of Council members at neighborhood association meeting.
10. The City Council, together with neighborhood leaders, shall formulate a neighborhood plan adoption process for each neighborhood prior to beginning a neighborhood plan. Neighborhood Plans may be periodically amended by the City Council directly or in response to the request of the neighborhood association, or others, in accordance with the plan amendment procedures of the City Of West Linn.

(rev)

## **GOAL 2: LAND USE PLANNING**

The land use plan establishes the framework for the type, quantity, and location of various land use activities. It represents a blending of policies relating to residential, commercial, and industrial development, the City's transportation system, the provision of public facilities and services, energy conservation, and more.

### **SECTION 1: RESIDENTIAL DEVELOPMENT**

#### **BACKGROUND AND FINDINGS**

Most houses in West Linn are single-family detached homes (approximately 77% in 1998, compared to 82% in 1990). Residential uses are located throughout the City, offering a variety of location, type, and density choices. As of 1990, over 65% of the City's dwellings have been built since 1970. As of January 2000, 670 potential new dwelling units were in various stages of review. Another 2,241 units are expected as vacant buildable land is developed and infill occurs. Buildable land does not include land constrained by steep slopes, in floodplains, or required for roads and other public facilities. An additional 135 units could be accommodated as accessory dwelling units (i.e., small dwellings, attached to an existing house). Another 200 units also could be accommodated through redevelopment, particularly in designated community interest areas. The City exceeds the allocation for residential capacity required by Metro's Functional Plan. West Linn has sufficient vacant, infill, and redevelopable land within current City boundaries at current density zoning to meet or exceed the Metro 2020 targets.

The West Linn Comprehensive Plan and implementing codes allow for a variety of densities and types of residences in each portion of the community. The Oregon Land Conservation and Development Commission made acknowledgment of this fact originally in 1984. Since then, West Linn has undertaken additional measures, including increasing zoning densities for certain neighborhoods and properties, and adopting and implementing the Tanner Basin Master Plan, which have further allowed for a residential community with a wide variety of housing types and

affordability levels. The plan and code remain in conformance with all relevant Statewide Planning Goals relating to availability of land for residential use.

In addition to a community-wide variety of zoning districts with diverse housing types, West Linn’s existing codes allow for a considerable variety of housing types within each base zoning district. Accessory dwelling units are allowed in all zoning districts. In all zoning districts with a density of one unit per 7,000 square feet or greater density, at least two and in many cases several different housing types are permitted.

When the Comprehensive Plan was adopted in 1983 for initial compliance with Statewide Planning Goals, a number of guidelines were used to delineate low, medium, and medium-high density residential areas (see Comprehensive Plan Map, Figure 2-1). These guidelines included access to transportation facilities (roadways and public transit), physical constraints, availability of services and infrastructure, character of existing housing, and proximity to public and commercial facilities. The following policies, specific to West Linn, provide guidelines for determining appropriate land uses.

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**GOALS, POLICIES, AND RECOMMENDED ACTION MEASURES**

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**GOALS**

1. Maintain land use and zoning policies that continue to provide for a variety of living environments and densities within the city limits.
2. Allow mixed residential and commercial uses in existing commercial areas only in conjunction with an adopted neighborhood plan designed to ensure compatibility and maintain the residential character of existing neighborhoods.
3. Consideration of the concept of carrying capacity should also include the transportation network, storm water management, air quality, and overall quality of life.
4. Encourage energy efficient-housing (e.g., housing with solar energy, adequate insulation, weatherproofing, etc.).

**POLICIES**

1. Require all residential uses, except for single-family detached dwellings, to be subject to the design review process.



2. Allow clustering of residential development on land with significant environmental constraints only if:
  - a. Such clustering can be demonstrated to protect environmental resources, not only on the affected parcel, but on surrounding parcels; and,
  - b. Such clustering is found to be compatible with and complementary to existing neighborhoods in the vicinity of the parcel to be developed.
3. Develop incentives to encourage superior design, preserve environmentally sensitive open space, and include recreational amenities.
4. Require open space to be provided in planned unit developments to allow for shared active and passive recreational opportunities and meeting areas for future residents.
5. New construction and remodeling shall be designed to be compatible with the existing neighborhood through appropriate design and scale.
6. Prohibit gated accessways to residential development other than to an individual single-family home.
7. The following are criteria that shall be used when designating residential areas. This list is not exhaustive, but helps determine what types of residential densities are appropriate, given topographical constraints, available public facilities, etc.
  - a. Low density residential lands will meet the following criteria:
    - i) Areas with limited capacity for development in terms of the existing facilities such as sewer, water, and drainage; and/or,
    - ii) Areas having development limitations due to the topography, soil characteristics, drainage, high water table, and flooding.
  - b. Medium density residential lands will meet all of the following criteria:
    - i) Areas that are not subject to development limitations such as topography, flooding, or poor drainage;
    - ii) Areas where the existing services and facilities have the capacity for additional development;
    - iii) Areas within one-half mile of public transportation.
  - c. Medium-high density residential lands will meet all of the following criteria:
    - i) Areas that do not rely solely on local streets for the provision of access;
    - ii) Areas that are not subject to development limitations such as topography, flooding, or poor drainage;
    - iii) Areas where the existing facilities have the capacity for additional development;

- iv) Areas within one-quarter mile of public transit;
  - v) Areas within short distances of general commercial shopping center or office-business centers;
  - vi) Areas in close proximity to parks and schools.
8. Protect residentially zoned areas from the negative impacts of commercial, civic, and mixed-use development, and other potentially incompatible land uses.
  9. Foster land use planning that emphasizes livability and carrying capacity.

**RECOMMENDED ACTION MEASURES**

1. Establish development regulations for accessory dwelling units.
2. Establish design standards that encourage attractive, pedestrian friendly, and compatible structures.
3. Develop and implement measures to connect service areas, neighborhoods, and subdivisions via all practical modes of travel.
4. Establish regulations that set minimum and maximum number of housing units to be allowed in each residential district. Regulations shall be established that encourage using land appropriately and wisely to both accommodate new residents and respect existing neighborhood design.
5. Coordinate land use decisions with the City’s Transportation System Plan, which is a supporting document of the Comprehensive Plan.
6. Review current development code standards for subdivisions and create regulations that preserve environmentally sensitive open space, require recreational amenities, and promote design excellence.

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**SECTION 2: NEIGHBORHOOD COMMERCIAL DEVELOPMENT**

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Neighborhood commercial centers are intended to provide residents with opportunities to walk or bike to shops to purchase items or services needed on a frequent basis (i.e., weekly or more frequently). They also provide opportunities to reduce auto travel. They are to be very limited in size and include appropriate small businesses.

**GOAL**

Provide convenient shopping opportunities and services adjacent to, or within residential neighborhoods, reducing the need to travel by automobile and increasing opportunities to walk to shopping for frequently needed items.

**POLICIES**

1. Neighborhood commercial centers should be located to serve trade areas of up to 2,000 people and the center shall be no more than two acres in size.
2. Protect surrounding residential areas from possible adverse effects such as loss of privacy, noise, lights, and glare.
3. Require neighborhood commercial centers and uses therein to be aesthetically attractive and landscaped.
4. Emphasize pedestrian scale and accessibility and discourage auto-oriented development in neighborhood commercial centers.

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**SECTION 3: MIXED USE/COMMERCIAL DEVELOPMENT**

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**BACKGROUND AND FINDINGS**

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West Linn is unique in that it does not have a major commercial district or downtown. Instead, it has four commercial districts (not including neighborhood commercial centers) that collectively fulfill the needs of residents for commercial retail and business activities. The major districts are Willamette, including the area north of I-205 at the 10th Street interchange, Bolton, the Robinwood area adjacent to Highway 43, and Tanner Basin.

The Historic Willamette District was one of the first commercial and residential areas in West Linn. The commercial area still retains some of the turn-of-the-century architecture along Willamette Falls Drive, and has on-street parking and residential units above retail establishments. Newer commercial and office buildings have been built to the north and east of the Historic District, including north of I-205.

Robinwood and Bolton commercial districts are centered around contemporary retail, service, and public uses. Some of the existing businesses have developed in small centers and others

have developed along Highway 43, typically in strip commercial development fashion. As part of the *Imagine West Linn* visioning process in the early 1990s, a city center plan was created for the Bolton area. In part because this included lands fronting the Willamette River that are zoned industrial and currently support industrial uses, this plan was never implemented. The Tanner Basin commercial area continues to develop according to the 1991 Tanner Basin Master Plan.

Since the adoption of the 1983 Comprehensive Plan, West Linn has seen a significant growth in local business and commercial development. Major developments since then have included the Cascade Summit Shopping Center on Salamo Road, the West Linn Corporate Park Office Center on Blankenship Road, and the River Falls Shopping Center on Blankenship Road. These three projects resulted in the development of 32 acres with approximately 150,000 square feet of new retail commercial space and 130,000 square feet of new office space. In addition, the City has seen new commercial development along historic Willamette Falls Drive, and smaller commercial development projects along Highway 43 in the Robinwood and Bolton neighborhoods. These developments have reduced the need for City residents to leave the City in order to obtain goods and services and have provided greater employment opportunities within the City.

However, the amount of land dedicated for commercial and business development in West Linn is small (approximately 144 acres zoned for commercial and office uses). Only 35 of these acres remain undeveloped, and the remaining sites, while suitable for commercial use, have topographic and environmental constraints that will limit the size and scale of such uses. Any attempt to significantly expand this land base with the intent of providing greatly enhanced employment and shopping opportunities for West Linn residents has a high probability of altering, for the worse, the quiet, primarily residential character of West Linn which makes the City so attractive to its citizens.

Metro adopted the 2040 Growth Concept that includes a number of “design types” reflecting different growth patterns – regional centers, town centers, corridors, station communities, main streets, inner neighborhoods, and outer neighborhoods. Except for inner and outer neighborhoods, all are mixed use concepts that incorporate residential and commercial uses within compact, pedestrian-friendly environments. Particular design standards apply to these design types to encourage use of alternatives to the automobile and promote a stronger sense of community.

In the 2040 Growth Concept, the Bolton District is designated as a “town center.” Town centers provide localized services to residents within a two- to three-mile radius. The Willamette District is designated a “main street,” described as a district with traditional commercial identity and a strong sense of neighborhood community. Both of these designations fit the characteristics of these centers. The Robinwood area is designated a corridor, while Tanner Basin does not have a designation in the 2040 Growth Concept. Designations on the 2040 Growth Concept map and in the City’s Comprehensive Plan will influence future funding decisions for transportation improvements and other financial support from grant-funding agencies.

The designations discussed above are tentative pending respective neighborhood plans. While West Linn recognizes the Metro land use designations, it is important that the ultimate evolution of these areas be further resolved through the neighborhood plan process. The decisions for these areas will be made primarily with the input of the residents and property owners within and adjacent to each of these commercial districts. Depending upon the outcome of these planning processes, the City may request an amendment to the Metro land use designations for West Linn.

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**GOALS, POLICIES, AND RECOMMENDED ACTION MEASURES**

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**GOALS**

1. Develop/redevelop commercial areas as mixed use/commercial districts that blend housing and commercial uses to: enhance the community’s identity; encourage strong neighborhoods; increase housing choices; promote socioeconomic diversity; promote alternative modes of transportation; promote civic uses; and improve community interaction and involvement.
2. Consider the development of commercial and office facilities in West Linn that will increase employment opportunities, reduce dependence on services outside of the City, and promote energy-efficient travel and land use patterns, while recognizing that there will be limits imposed by West Linn’s topography and limited available land.
3. Encourage retail commercial uses to be located in centers that facilitate one-stop shopping and discourage strip commercial development.
4. Protect surrounding residential areas from adverse effects of commercial development in terms of loss of privacy, noise, lights, and glare.

5. Require mixed use/commercial centers and uses to be aesthetically attractive and landscaped.
6. Provide for interconnections between mixed use/commercial centers via transit, pedestrian pathways, and other means.
7. Require standards for mixed-use areas that create livable areas that fit in with existing neighborhood character.
8. Provide enhanced opportunities for neighborhood involvement in neighborhood plan decisions to ensure they are livable, provide service improvements to area residents, and fit with the character of the neighborhood. Any significant changes of residential zones to commercial shall occur only after a neighborhood planning process is completed.

**POLICIES**

1. A portion of the Bolton District is currently designated in Metro’s 2040 Design Map as a town center. The neighborhood plan for Bolton shall guide future changes to this area. If appropriate, the City will submit a request to Metro to remove the town center designation from Bolton, and substitute another more appropriate designation.
2. A portion of the Willamette District is currently designated in Metro’s 2040 Design Map as a main street. The neighborhood plan for Willamette shall guide future changes to this area. If appropriate, the City will submit a request to Metro to amend land use designations for the Willamette District.
3. A portion of the Robinwood District is currently designated in Metro’s 2040 Design Map as a corridor. The neighborhood plan for Robinwood shall guide future changes to this area. If appropriate, the City will submit a request to Metro to amend land use designations for the Robinwood District.
4. Design and locate existing or proposed commercial uses in a manner that:
  - a. Protects remaining natural spaces, significant stands of trees, wildlife corridors, streams/riparian zones, and historic resources.
  - b. Encourages the use of alternative transportation.
  - c. Encourages creation of meaningful public gathering places that incorporate uses such as entertainment and recreation venues, restaurants, and unique shopping opportunities to increase activity in surrounding areas.
  - d. Encourages small businesses, retail establishments, and other employment activities.

- e. Requires that any redevelopment of existing land or buildings be completed in a manner which conforms to the adopted neighborhood plan.
  - f. Integrates aesthetically pleasing commercial development with residential uses.
  - g. Ensures ingress and egress points do not create traffic congestion.
  - h. Improves traffic patterns within the immediate area.
  - i. Provides easier access to transportation for the physically/mentally challenged.
  - j. Provides safe and convenient pedestrian and bicycle paths and crossings.
5. Commercial rezoning that promotes strip commercial activity shall be prohibited.
  6. Commercial development shall be planned at a scale that relates to its location in the district and trade area to be served.
  7. Until the City adopts new code provisions consistent with adopted neighborhood plans, the City shall apply appropriate development standards consistent with the existing Community Development Code.
  8. Where appropriate and necessary, the City shall incorporate provisions for individualized neighborhood design standards consistent with adopted neighborhood plans as overlay zones within the Community Development Code.

**RECOMMENDED ACTION MEASURES**

1. Adopt and periodically update neighborhood plans.
2. If authorized by an adopted neighborhood plan, request that Metro amend the 2040 Growth Concept map to redesignate areas within West Linn in a manner consistent with the adopted neighborhood plan.
3. If authorized by an adopted neighborhood plan, amend the Community Development Code to modify existing zoning districts or create new zoning districts that best implement the provisions of the adopted neighborhood plan.
4. Continue to enforce the special standards that apply to the Willamette Historic District, and continually improve code language to meet the needs of the District.
5. Review, maintain, and enforce design and development standards for commercial centers.
6. Develop additional historic standards as appropriate to protect historic resources in all community interest areas.
7. Require businesses converting non-business structures to business use to redesign the structure in a professional and aesthetic way, compatible with surrounding buildings.

8. Encourage aesthetic designs of business structures to enhance the overall business and professional atmosphere of the immediate location and the community.

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## **SECTION 4: INDUSTRIAL DEVELOPMENT**

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### **BACKGROUND AND FINDINGS**

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There are 173 acres of land in the City zoned for industrial development, with 167 acres zoned for general industrial use and six acres zoned as campus industrial. Much of the area zoned for industrial development is near the Willamette River and is constrained by severe slopes and areas susceptible to flooding.

Industrial uses can include clean, employee-intensive industries, offices, and retail commercial uses, as well as manufacturing, processing, and assembling businesses. Industrial areas typically constitute large areas of economic activity and centers for employment.

West Linn does not contain any additional lands suitable for large-scale industrial development. There are no remaining undeveloped areas in the City of at least 10 acres in size, relatively level terrain, adequate public services (particularly transportation), and suitable buffering from the residential development that characterizes most of the City. This factor, in conjunction with the slope and floodplain constraints on the existing industrially zoned areas along the Willamette River, means that West Linn will be unable to significantly increase its employment base through the construction of new industrial facilities.

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### **GOALS, POLICIES, AND RECOMMENDED ACTION MEASURES**

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**GOALS**

1. Protect existing lands currently zoned for industrial development from encroachment by non-industrial or incompatible uses except for appropriately sized and sited supportive retail development.
2. Encourage compatible mixed commercial and industrial use of land near the river, including current industrial zoned land, which can gain value from views of the falls and river.



**POLICIES**

1. Maintain a general industrial zone to provide for manufacturing, processing, and assembling activities.
2. Maintain a campus industrial zone to provide for a combination of clean industries, offices, and supportive retail commercial uses.

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**SECTION 5: INTERGOVERNMENTAL COORDINATION**

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**BACKGROUND AND FINDINGS**

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Because many regional and local agency plans affect what happens in West Linn, the City has maintained an intergovernmental coordination process, essential to the implementation of the Comprehensive Plan for the City. To be beneficial to all parties, intergovernmental coordination must be conducted on a sustained basis.

There are a large number of local, state, and federal agencies that have jurisdictional responsibilities in West Linn. The City's location in the Portland Metropolitan Area and urban Clackamas County, on the Willamette and Tualatin Rivers, adjacent to the intersection of a major interstate freeway (I-205) and state highway (Highway 43), and next to a Corps of Engineers navigational locks, requires West Linn to coordinate with a full range of agencies. Specific coordination activities include:

- Growth management, transportation, solid waste, and environmental planning with Metro, consistent with regionally adopted plans and policies, provided they are compatible with the long term interests of West Linn, particularly maintaining City livability.
- Operation of an urban planning area agreement with Clackamas County that governs land use and annexation issues.
- Jurisdictional and urban service boundaries with adjacent communities and service providers.
- Cooperation with the Oregon Parks Department in managing Mary S. Young State Park.
- Educational and training services with Clackamas Community College.
- Sewer facility and service planning with the Clackamas County Water Environment Services Tri-Cities Wastewater Treatment Plant.

- Coordinated recreational and school facilities planning with the West Linn-Wilsonville School District.
- Obtaining fire protection services from the Tualatin Valley Fire and Rescue District, and ambulance service from approved vendors.
- Management of highway facilities (I-205 and State Highway 43) with the Oregon Department of Transportation (ODOT).
- Coordination of transit service provided by Tri-Met.
- Water supply with the South Fork Water Board and the City of Lake Oswego.
- Coordination with Clackamas County and adjacent jurisdictions to provide law enforcement, emergency, and library services.
- Cooperation with the Oregon Department of Fish and Wildlife to protect habitat areas.
- Communication with providers including telephone, electric utilities, and electronic transmission companies. Participate in PGE’s periodic re-licensing process and other planning activities associated with the company’s landholdings within the City limits.
- Coordinate with federal agencies such as the Environmental Protection Agency, Army Corps of Engineers, and Federal Communications Commission.

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**GOALS, POLICIES, AND RECOMMENDED ACTION MEASURES**

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**GOALS**

1. Provide a coordinated approach to problems that transcend local government boundaries.
2. Encourage and support other agencies to help implement the City's Comprehensive Plan.
3. Facilitate the exchange of information and technical assistance among agencies with jurisdictional responsibilities in West Linn.

**POLICIES**

1. Maintain effective coordination with other local governments, special districts, state and federal agencies, Metro, the West Linn-Wilsonville School District, and other governmental and quasi-public organizations.

2. Coordinate the City's plans and programs with affected governmental units in the developing solutions to environmental quality problems, hazardous physical conditions, natural resource management programs, public facilities and services programs, transportation planning, annexation proceedings, and other municipal concerns with intergovernmental implications.
3. Solicit input from service providers on service availability and adequacy prior to an annexation agreement, subdivision approval, or the issuance of a building permit.
4. Coordinate with Metro planning activities on all areas in which Metro has jurisdiction and as specified in Goal 14 of this Plan.
5. Work with the West Linn-Wilsonville School District in a cooperative manner to achieve consistency between the School District Facility Plan and City plans and policies. Inform the District of any major changes in City population that would adversely affect school capacity.

**RECOMMENDED ACTION MEASURES**

1. Amend the City's Urban Growth Management Agreement with Clackamas County and refine it to reflect changes in state and local legislation such as delayed annexation and voter annexation.
2. Establish a process to coordinate with surrounding cities, Clackamas County, and Metro regarding planning for future adjustments to the Urban Growth Boundary.
3. Adopt inter-agency agreements between City government, School District, Chamber of Commerce, neighborhood associations, and other community institutions.
4. Work with state and federal agencies to identify and obtain information about potential hazardous waste sites in West Linn.

**GOAL 5: OPEN SPACES, SCENIC AND HISTORIC AREAS, AND NATURAL RESOURCES**

West Linn's beautiful, natural environment is one of the principal reasons people come to the City to live and work. Open space is critical to the livability of the city, serving a number of crucial functions. From an aesthetic perspective, open space, when preserved to protect scenic resources, provides views to impressive natural features such as Mt. Hood and the Willamette River. Historic sites provide residents with views into the past and provide a record of how early residents lived and worked in this unique community. Natural resources refer to the components that make up the natural environment, including habitat for terrestrial and aquatic wildlife and resources utilized by humans, such as materials used for energy and minerals that can be extracted from the land.

The issues that revolve around the natural environment are numerous and complex. They include protection of fish and wildlife habitats, the demand for mineral and aggregate resources, and the need to protect the City's many scenic views and sites, natural wooded areas, and historic and archeological sites. For natural resources to be used and enjoyed by current residents and future generations, development must be conducted in a manner that strikes a balance between the often-competing needs of man-made and natural systems. The policies that follow address these issues.

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**SECTION 1: SCENIC AND HISTORIC AREAS**

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**BACKGROUND AND FINDINGS**

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West Linn is endowed with excellent scenic views of Mt. Hood, Mt. St. Helens, the Cascades, the Willamette and Tualatin Rivers, and the Coast Range. West Linn also shares with Oregon City outstanding views of the Willamette Falls. The City has a rich history that is captured in these geological features, the City's historic landmarks, and the records of its early settlement by native peoples.

In 1840, Robert Moore came to Oregon from Illinois and purchased 1,000 acres lying along the west bank of the Willamette River at the Falls. This land, which had been an important site for Native Americans for 2,000 years, was purchased from Chief Wanaxha of the Wallamut Indians. Moore platted a townsite in 1843 of 25 blocks and named it "Robin's Nest" after his cabin, which stood on a slope overlooking Willamette Falls. By an act of the Provisional Legislature on December 22, 1845, Moore changed the name of the town to "Linn City" in honor of his friend, Dr. Lewis F. Linn of Missouri. Later, the town was known as West Oregon City. To ensure a safe water supply, this area, along with Bolton, Sunset, and Willamette, was incorporated in May 1913. After a naming contest, the community was incorporated as the City of West Linn on August 15, 1913.

A number of historic areas and sites exist in West Linn. The Willamette Falls Locks, built between 1868 and 1873, is on the National Register of Historic Places. The McLean House, built in the 1920s and located at 5330 River Street, continues to be a favorite wedding venue and meeting place for local civic groups. The Willamette area encompasses the early subdivision platted for Linn City, including several structures built in the late 1880s and early 1900s.

Historically, the Willamette River and Willamette Falls played a significant role in the prehistoric settlement of the area that is now West Linn. This was a main fishing and trading area and three archaeologically significant sites have been identified to date. The Wallamut and Kalapuya were two Native American tribes known to have been active in this area.

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## HISTORIC AREAS

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**GOAL**

Identify and preserve the historic and archaeological resources of West Linn.

**POLICIES**

1. Continue to support efforts to preserve and maintain the McLean House.

2. Protect the historic quality of the Willamette Falls Locks through design review of all new developments proposed for that area.
3. Coordinate with the Army Corps of Engineers to ensure that future use and development around the locks are consistent with City plans and policies.
4. Coordinate with the owner of the PGE T.W. Sullivan Hydroelectric Power Plant to ensure future use and development of the property and related facilities are consistent with City plans and policies and recognize the historical significance of the facility.
5. Inventory and protect archaeological sites from new development by notifying state and City officials when development or changes in use are proposed for these areas.
6. Encourage the listing, cataloging, and preservation of historic landmarks and historical data relating to the history of West Linn.
7. Support the activities of the Heritage Committee to provide cultural and educational activities on the west bank of the Willamette River between the Clackamas and Tualatin Rivers.
8. Encourage the designing and implementation of infrastructure that allows greater access and appreciation of the scenic environment, yet is in harmony with the surroundings.
9. Support efforts to obtain historic designation at the state and national level for historic sites and districts.

**RECOMMENDED ACTION MEASURES**

1. Maintain the Willamette Historic District as delineated in the Community Development Code, and establish development standards that will:
  - a. Preserve the historic and aesthetic character of the Willamette Historic District.
  - b. Incorporate into new construction architectural design elements that are historically compatible with existing buildings in the district, as well as appropriate to the Pacific Northwest.
  - c. Advocate for the preservation, protection, and vitality of the Historic District, ensuring that the District's unique, historic qualities are protected through the Design Review process.
2. Identify a historic centerpiece for the Willamette Historic District to provide a focal point for the area.
3. Continue to enforce the special historic standards that apply to the Willamette commercial area, and continually improve code language to meet the needs of that business district.

4. Preserve and enhance the City's historic resources by updating the City's inventory of historic landmarks consistent with the list of historic properties designated in the Clackamas County Cultural Resource Inventory.
5. Continue to utilize the Clackamas County/West Linn Historic Review Board as the advisory body that guides implementation of West Linn's historic preservation and related public education programs.
6. Obtain "Certified Local Government" status in the National Historic Preservation Program to provide additional opportunities to fund historic preservation and planning activities in the City.
7. Investigate funding opportunities for the City's historically significant districts and landmarks.
8. Pursue acquisition of land containing the historic Willamette Trolley rail corridor along Willamette Falls Drive.
9. Work with business and neighborhood groups to identify improvements to the Willamette District, such as period streetlights, that could enhance the historic character of the area.

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## SCENIC ENVIRONMENT

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**GOAL**

Preserve and enhance scenic views and sites.

**POLICY**

1. Promote site design standards for development that enhance the urban landscape and prevent or minimize obscuring views enjoyed by the community.
2. Preserve prominent scenic views as seen from public streets, parks, and open spaces in a manner consistent with other goals and policies to protect natural resources.
3. Recognize the efforts of the Clackamas County and Metro on green corridor and rural reserve coordination. If future annexations include a green corridor, encourage appropriate screening and buffering of adjacent development and limit signage in such a way as to maintain the rural or natural character of the corridor.

**RECOMMENDED ACTION MEASURES**

1. Work with the state and county to identify new viewpoints and install informational plaques or markers in appropriate areas, including those with significant historical or geological features.
2. Coordinate with the state and county to establish scenic routes through West Linn; publicize routes with directional markers, and advocate other promotional measures.
3. Explore opportunities to acquire scenic vistas to preserve them for public use.

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**SECTION 2: NATURAL RESOURCES**

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**BACKGROUND AND FINDINGS**

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The purpose of the natural resource section is to protect areas that are necessary to the long term health of the natural environment and local economy, such as mineral and aggregate resources, watersheds, fish and wildlife habitat areas, as well as ecological and scientific areas and open space (see Figures 5-1, 5-2, 5-3 and 5-4). The intent of the policies is to protect these resources for their intrinsic value. Natural habitat and ecological/scientific areas are important to the public and the community for their educational, recreational and research value. The City recognizes that natural resources are limited and is committed to restricting inappropriate land uses or associated impacts such as erosion and resulting sedimentation that can irreparably damage wetlands, riparian, and habitat areas.

West Linn has abundant natural resources that contribute to its quality of life. A wide variety of wildlife and fish co-exist with people in an urban environment. In 1999, native Upper Willamette River Chinook salmon and steelhead were listed as threatened species by the National Marine and Fisheries Service. A variety of federal, state, and local measures will need to be undertaken to protect these and other species in the future. Efforts will include protecting and enhancing water quality, including maintaining or reducing water temperatures, preserving vegetation along rivers and streams, restoring and maintaining fish passages, and reducing erosion from storm water runoff and other activities. This chapter includes policies to protect fish and wildlife habitat and other natural areas. Additional measures are included in Goals 6 and 7.



West Linn also has one of the Willamette Valley's most unique and fragile ecological and scientific areas -- Camassia Natural Preserve. Owned by the Nature Conservancy of Oregon, this 26-acre nature sanctuary is home to an exceptionally diverse collection of rocky, wet meadows, woodlands, and more than 300 native plant species.

The Willamette and Tualatin Rivers are rich recreation resources and are valued by residents and visitors from all over the region.

The extent of West Linn's natural riches provides the City with both a long-term investment and a responsibility to protect and promote the quality of these resources.

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## NATURAL ENVIRONMENT

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### GOALS, POLICIES, AND RECOMMENDED ACTION MEASURES

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| <p><b><u>GOALS</u></b></p> <ol style="list-style-type: none"><li>1. Encourage and assist in the preservation of permanent natural areas for fish and wildlife habitat in suitable, scientific/ecological areas.</li><li>2. Protect sensitive environmental features such as steep slopes, wetlands, and riparian lands, including their contributory watersheds.</li><li>3. Preserve trees in park lands, natural areas, and open space wherever possible.</li></ol> |
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- POLICIES**
1. Implement site design standards that prescribe how to place roadways and buildings to preserve trees.
  2. Where appropriate, require the planting of trees as a condition of approval for any land development proposal, consistent with the City's street tree ordinance and recommendations of the City Arborist.
  3. Provide buffer areas around heritage trees, significant trees, and tree clusters to ensure their preservation.

4. Require that areas containing tree clusters, significant trees, and native vegetation along natural drainage courses and waterways in areas of new development be maintained to the maximum extent possible to preserve habitats, prevent erosion, and maintain water quality.
5. Preserve important wildlife habitat by requiring clustered development or less dense zoning in areas with wetlands and riparian areas, natural drainageways, and significant trees and tree clusters.
6. Restore, enhance, and expand the existing habitats found along rivers and streams, including planting native trees to reduce water temperatures.
7. Enhance and expand vegetation, particularly native species, on hillsides and in natural areas to prevent erosion and improve wildlife habitat.
8. Require and enforce erosion control standards for new development.
9. Maintain and improve existing storm water detention and treatment standards to ensure that the impact of new development does not degrade water quality and wildlife habitat.
10. Manage open space, habitat, and ecological/scientific areas as identified in the West Linn Goal 5 inventory and protection plan in order to preserve their unique qualities.
11. Control activities and uses within the areas identified above to maintain ecological values, while providing for compatible recreational and educational activities.
12. Protect open space areas along hillsides and areas with potential erosion hazards through development controls and appropriate zoning.
13. Provide a buffer zone of vegetation in parks that have a mix of natural areas and more intensive recreation uses so that the natural areas will not be adversely affected by recreation activities.
14. Prohibit access by wheeled motorized vehicles onto the Willamette and Tualatin River beach areas except on public boat launch pads still in active use.
15. Preserve natural resource areas through public acquisition and other methods such as conservation easements.
16. Where practical, obtain dedication of wetlands and riparian areas to the City to assure protection and maintenance and to preserve locations for public facilities.
17. Work with other jurisdictions to coordinate efforts related to river planning.
18. Encourage private landowners to maintain and restore natural vegetation and other features, as long as such activities do not violate city nuisance laws.19. Discourage the misuse of resources of regional importance outside of West Linn’s boundaries.
20. Comply with the provisions of a State Goal 5 natural resources inventory.

**RECOMMENDED ACTION MEASURES**

1. Establish development strategies in the City's regulations for hillsides and flood plains that minimize or prevent loss of riparian habitat.
2. Promote and encourage cooperation with national programs that exist in West Linn such as the Audubon Society and National Wildlife Federation Back Yard Wildlife Program.
3. Work with federal, state, and county agencies to establish nature trails and educational markers in significant natural areas.
4. Inventory natural resources and open spaces for consideration of protection, using ESEE analysis when needed. Complete an inventory, including identification and mapping of these resources, within three years of the adoption of the 2000 Comprehensive Plan amendments and prior to periodic review. Develop and maintain resource maps for streams, wetlands, drainageways, and riparian areas.
5. Implement vegetation maintenance guidelines for wetlands and riparian areas.
6. Develop and implement a method for identifying areas with significant habitat value.
7. Develop and implement an educational program about the role of public and private riparian and other natural areas in providing fish and wildlife habitat.
8. Consider conversion of obsolete public facilities back to a natural state.
9. Complete a comprehensive review of the City's Development Codes and Policies to identify and amend any regulatory or procedural barriers that discourage the use of habitat friendly development practices (e.g. low impact development).
10. Develop and incorporate a set of guidelines and habitat-friendly development practices into the City's Community Development Code and encourage their use for all development located within the Wildlife Habitat Areas Inventory identified in Figure 5-4 or any other lands with significant environmental constraints, such tree clusters.
11. The City shall encourage and support private property owners to take advantage of any federal, state or regional programs (e.g. tax abatements, conservation easements, grant programs) that preserve and protect Wildlife Habitat Areas on private property.
12. Utilize a professional to provide technical expertise and review statutory regulations with recommendations to the City Council on the various policy options related to providing additional protections for threatened wildlife areas identified on the City's Wildlife Habitat Areas Map. Recommendations shall address protection/preservation options and shall

include, at a minimum, the following protections options: (1) relying on existing regulations, (2) implementing full protections, or (3) providing additional limited protections.

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## **MINERAL AND AGGREGATE RESOURCES**

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There are no identified mineral and aggregate resource sites presently within the City of West Linn.



**GOAL 6: AIR, WATER, AND LAND RESOURCES QUALITY**

The quality of the area's air, water, and land resources have a considerable impact on overall livability. Only through careful preservation and management of these resources will West Linn assure a healthy environment for all its residents.

**SECTION 1: AIR QUALITY**

**BACKGROUND AND FINDINGS**

The primary source of air pollution within the City of West Linn is automobile and truck emissions. At this time (2000), there are no known major single (point) sources of air pollution in the City. However, it is important to be aware of existing or future industrial facilities, which could be major point sources. In addition, residential wood heat, gas powered equipment, use of paints and aerosol products, and sources outside the City limits affect air quality. These sources can contribute to pollution related to ozone (smog), carbon monoxide, asbestos, and particulates. The City of West Linn lies within the Portland Air Quality Maintenance Area (AQMA). Though this area has been a non-attainment area in the past because it exceeded federal standards for ozone and other pollutants, in recent years the area has routinely met state and national standards and currently is not designated as a non-attainment area.

Air pollution is monitored by the Oregon Department of Environmental Quality (DEQ). The DEQ, in cooperation with the US Environmental Protection Agency (EPA), administers a variety of programs to monitor and protect air quality, including those related to vehicle emission inspection, air permits for industry, wood burning pollution prevention, outdoor burning restrictions, air pollution, and visibility monitoring, asbestos-related activities, fuel pollution reduction, and assistance for small businesses. DEQ has adopted rules for industry and a maintenance plan that incorporates strategies to ensure that air quality will not deteriorate.

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**GOALS, POLICIES, AND RECOMMENDED ACTION MEASURES**

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**GOAL**

Maintain or improve West Linn's air quality.

**POLICIES**

1. Coordinate with DEQ, Metro, and other relevant agencies to reduce air pollution emission levels in West Linn and the Portland area.
2. Continue to coordinate with DEQ on land use approval actions through use of land use compatibility statements for businesses requiring a DEQ air quality permit.
3. Reduce pollution from vehicle emissions by pursuing an energy efficient urban form that provides for connectivity and reduces the number of vehicle miles traveled.
4. Encourage the use of alternative modes of transportation, including mass transit, walking, and bicycling.
5. Encourage employment, mixed uses, and home occupations within West Linn to reduce commuting and reduce the distance traveled for shopping and other essential services.
6. Continue to minimize particulate emissions from the City street sweeping program through the use of sprayers on the equipment used for this purpose.
7. Seek to influence other governments and private enterprises to adopt policies and practices that encourage workers to telecommute or be able to live within walking or biking distance to their work.

**RECOMMENDED ACTION MEASURES**

1. Design streets and establish traffic flow patterns that minimize or reduce vehicular emissions by implementing policies in the City's Transportation System Plan (TSP).
2. Adopt zoning standards, such as mixed use districts, to achieve a more efficient urban form.
3. Actively pursue increased transit service to and within West Linn to reduce automobile emissions.

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## SECTION 2: WATER QUALITY

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### BACKGROUND AND FINDINGS

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The quality of West Linn's surface waters is generally good, recognizing that these waters are not used for drinking purposes. Regionally, the Willamette and Tualatin Rivers have experienced water quality problems over the years as human activity has increased in these river basins.

In any sewage system some ex-filtration — the leakage from sewer pipes into the ground — may exist. However, the City of West Linn is responsible for identifying and repairing significant problem areas. Reduction of open space, removal of vegetation, and development that increases the amount of impervious surface contribute to increases in peak flows of urban storm runoff entering storm sewers, creeks, and drainageways. Erosion and resulting sedimentation, and use of fertilizers and other chemicals also negatively affect water quality and can degrade fish and wildlife habitat. Increased paved or other impervious areas and fewer permeable surfaces also increase storm water runoff and affect water quality.

Offsetting measures can reduce the negative effects of urban development on water quality. The City of West Linn's adopted Storm Drainage Master Plan, when fully implemented, will considerably reduce the erosion of creek banks during peak flows of urban storm water runoff. In addition, the City has had significant involvement in the cleanup and enforcement of pollution in the Tualatin River.

In adopting its Functional Plan in 1996, Metro developed the Title 3 ordinance, requiring cities and counties to adopt a number of measures to protect water quality, fish and wildlife habitat resources, as well as manage areas affected by floods. Required measures include developing performance standards and implementation tools for flood management and water quality, techniques to prevent erosion, standards to protect fish and wildlife habitat, and completion and administration of maps designating protected areas. The City of West Linn has policies directed toward these purposes and is in the process of updating them to meet Title 3 requirements. State and federal requirements that need to be addressed include the endangered species listing of upper Willamette River Chinook salmon and steelhead by the US Environmental



Protection Agency and Oregon Department of Land Conservation and Development  
Department's Goal 5 Rule.

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**GOALS, POLICIES, AND RECOMMENDED ACTION MEASURES**

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**GOAL**

Maintain or improve the quality of West Linn's water resources.

**POLICIES**

1. Require that new development be designed and constructed to prevent degradation of surface and groundwater quality by runoff.
2. Require that City construction projects, maintenance activities, and operating procedures be designed and operated so as to not degrade surface or ground water quality.
3. Recognize the City's responsibility for operating, planning, and regulating wastewater systems pursuant to the City's adopted Sanitary Sewer System Master Plan, which is a supporting document to the Comprehensive Plan, as well as agreements with the Clackamas County Water Environment Services Department.
4. Require that new development be connected to the City's sanitary sewer system.
5. Where feasible, use open, naturally vegetated drainageways to reduce stormwater runoff and improve water quality.
6. Meet the goals of Title 3 of the Metro Urban Growth Management Functional Plan.
7. Require up to date erosion control plans for all construction and actively enforce applicable City codes and regulations.
8. Encourage the use of alternative permeable materials for construction of parking areas to reduce stormwater runoff and improve water quality.

**RECOMMENDED ACTION MEASURES**

1. Coordinate with Metro and other appropriate agencies to establish best management practices that minimize the introduction of pollutants into ground and surface water.
2. Review and amend, as needed, City procedures and practices for the following activities to ensure compliance with the federal 4(d) rule:
  - a. National Pollution Discharge and Emissions System (NPDES) sanitary sewer and surface water permit

- b. Water use
  - c. Stormwater discharge
  - d. Wastewater discharge
  - e. Road, bridge, and utility construction
  - f. Pesticide, herbicide, fertilizer, and other chemical use
3. Support efforts by the National Marine Fisheries Service and other agencies to protect and restore habitat for threatened and endangered fish species.
  4. Develop and implement new ordinances to control erosion and to protect natural drainageways and wetlands from degradation.
  5. Develop and implement improved stormwater management requirements to enhance water quality.
  6. Require existing households currently on septic systems hook up to the City's pipe sewer system. Currently, Section 4.005 of the Municipal Code requires that any device receiving sewage be connected to the City sewer system when within 200 feet of said sewer system.
  7. To reduce storm water runoff, create and implement standards for new development that encourage use or maintenance of permeable surfaces and discourage the creation of impervious surfaces.
  8. Draft code language to reduce the use of culverts to maintain open channels and natural drainageways; educate developers about appropriate ways to comply with these new regulations.
  9. Identify hazardous or contaminated sites that may degrade water quality and coordinate with state and federal agencies and other parties to facilitate cleanup and mitigation efforts.
  10. Evaluate the impacts of implementing Title 3 of the Metro Urban Growth Management Functional Plan.
  11. Encourage replacement of covered drainageways with open channels surrounded by natural vegetation.

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## SECTION 3: LAND RESOURCES (SOLID WASTE MANAGEMENT)

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### BACKGROUND AND FINDINGS

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Oregon law (ORS 459.017) states that local governments are responsible for solid waste management, recycling, and franchise authority practices and procedures. In addition, the Oregon Department of Environmental Quality (DEQ) is responsible for state legislation and administrative rules pertaining to solid waste management and oversees waste reduction and management activities of local and regional governments. In the Portland metropolitan region, Metro is responsible for managing regional waste disposal, establishing recycling targets and educating the public about solid waste and recycling issues. In 1988, Metro adopted the Regional Solid Waste Management Plan, approved by DEQ, to guide solid waste management planning efforts.

The City of West Linn contracts with West Linn Refuse and Recycling to provide weekly pickup of solid waste and curbside recycling, including yard debris, for all residents, businesses, and institutions. The City also operates a recycling center. West Linn is a leader in recycling and has implemented an innovative program including a 95-gallon container for all customers for all recyclables except glass and yard debris. This program is intended to increase recycling and maintain West Linn as a leader in recycling.

As of 1997, West Linn had accomplished the goal of 50% recycling by the year 2000. The City, in cooperation with Metro and Clackamas County, continues to work to reduce the amount of solid waste generated and encourage recycling and energy conservation.

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### GOALS, POLICIES, AND RECOMMENDED ACTION MEASURES

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#### **GOALS**

1. Decrease the amount of solid waste that is discarded and put in a landfill.
2. Provide cost-effective solid waste and recycling services to the City's residents, businesses, and public facilities.

**POLICIES**

1. Reduce solid waste and promote recycling.
2. Maintain cost-effective solid waste collection and recycling services by monitoring, enforcing, and adjusting services, when warranted.
3. Require adequate screened and enclosed space for recycling, solid waste storage, and compacting and require proper access to these areas.
4. Adopt development regulations that allow for adequate land to accommodate recycling and recovery uses and require provision of adequate setbacks, buffering, and screening to mitigate impacts on adjacent land uses.
5. Promote curbside recycling services for all residents of West Linn.
6. Reduce the amount of solid waste associated with City government operations.
7. Support policies that reduce the solid waste burden on available natural resources, land, and energy through recycling and other measures.
8. Promote the use of the recycling center.

**RECOMMENDED ACTION MEASURES**

1. Periodically assess effectiveness and customer satisfaction with solid waste collection and recycling services.
2. Utilize recycled, resource efficient, and durable materials in City daily operations and capital projects.
3. Maintain existing City in-house recycling programs and promote new programs.
4. Develop and implement measures to require recycling of commercially generated yard debris.
5. Consider implementing requirements for job-site recycling for construction and demolition projects within the City.
6. Develop and disseminate educational materials about recycling services and facilities.
7. Utilize existing resources and materials from Metro and other agencies to implement these policies and action measures.
8. Explore programs that offer the community solid waste collection rates that give incentives for voluntary reductions in disposable waste.

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## SECTION 4: NOISE CONTROL

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### BACKGROUND AND FINDINGS

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Local jurisdictions have the primary responsibility for regulating noise and preventing noise problems. Noise problems are difficult and costly to solve after an area has been developed. Consequently, local governments evaluate potential noise problems as part of planning and zoning decisions.

The Oregon DEQ does not take an active role in monitoring and enforcing noise regulations, though the agency has established standards for measuring noise. In 1998, the City conducted a noise study to assess current noise levels in West Linn. DEQ standards were used to develop the West Linn Noise Level Map that describes average day and night noise levels in the City (Figures 6-1 and 6-2). Noise levels were assessed at 23 key locations in the City. Noise measurements are represented by an “L,” which stands for level, and a number, which represents a percentile. For example, “L50” represents a reading taken for 50 percent of an hour, or 30 minutes. The numbers on the West Linn Noise Level Map represent an average day reading and an average night reading. The readings are decibel levels recorded during a 15-(day) or 9-(night) hour period. This study indicates that average noise levels in residential areas are well within acceptable levels. The study also confirmed that motor vehicle traffic is the primary contributor to ambient noise in West Linn, with the highest noise levels experienced near I-205, primarily in areas north of the freeway. Other noise in West Linn is caused by watercraft such as boats, jet-skis and seaplanes, and other gas-powered equipment, particularly in the summer months.

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### GOALS, POLICIES, AND RECOMMENDED ACTION MEASURES

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**GOAL**

Maintain and promote a quiet and healthful environment for the citizens of West Linn.

**POLICIES**

1. Require measures to adequately buffer residential developments and other noise sensitive uses that are proposed to be located in noise-congested areas.
2. Require development proposals that are expected to generate noise to incorporate landscaping and other techniques to reduce noise impacts to levels compatible with surrounding land uses.
3. Require new commercial, industrial, and public facilities to be designed and landscaped to meet Department of Environmental Quality (DEQ) and City noise standards.
4. As part of the land use application submittal for a noise-generating use, require the applicant to include a statement from a licensed acoustical engineer, and, if necessary, from DEQ, declaring that all applicable standards can be met.
5. Encourage future buildings along high traffic corridors to be of a size, scale, and orientation that minimizes noise impacts from motorized traffic to surrounding neighborhoods.

**RECOMMENDED ACTION MEASURES**

1. Coordinate with DEQ in its noise regulation program and comply with requirements of the DEQ Land Use Compatibility Program.
2. Monitor and enforce conditions of approval for new development related to noise impacts.
3. Develop and implement a comprehensive noise ordinance that meets or exceeds DEQ standards.

<b>WEST LINN NOISE STUDY AVERAGE NOISE LEVELS (1998 )</b>			
<b>LOCATION</b>	<b>DAYTIME</b>	<b>NIGHTTIME</b>	<b>ADDRESS</b>
6	52	43	482 PONDEROSA
5	61	56	2350 FALCON DR
4	61	56	0 ROSE LINN CARE CEN
23	63	58	0 VIRGINIA
22	63	39	0 TANNLER
1	52	49	1333 SHORT ST
2	46	46	25455 SWIFT SHORE DR
3	52	41	1847 FIFTH AVE
7	45	38	4192 SUSSEX ST
8	46	49	5509 WEST A
21	45	44	2010 MAPLE TERR
12	43	40	4305 MAPLETON
10	47	44	4388 KENTHORPE
11	46	43	4307 KENTHORPE
13	46	43	4351 KENTHORPE
9	39	36	4145 KENTHORPE
16	57	51	18888 WALLING CIRCLE
17	49	43	3315 WALLING WAY
15	49	43	3314 WALLING WAY
18	40	35	2157 MARYLWOOD CT
19	44	36	1955 HAVERHILL WAY
20	38	34	19770 DERBY ST

**FIGURE 6-1**

**GOAL 7: AREAS SUBJECT TO NATURAL DISASTERS AND HAZARDS**

Many of the natural features of West Linn, such as steep slopes and flood plains, impose limitations on development. If not recognized and addressed in the development process, these natural features can create public health and safety hazards. Improperly engineered hillside construction can endanger downslope development. Erosive soils create stream siltation and compromise surface water quality. Landslide areas are known hazards to safety.

**BACKGROUND AND FINDINGS**

State Planning Goal 7 prohibits locating developments subject to damage or loss of life in known areas of natural disasters and hazards without appropriate safeguards. Plans are to be based on an inventory of known areas of natural disaster and hazards, including flooding, erosion, landslides, earthquakes, weak foundation soils, or other hazards that may be unique to local or regional areas.

In recent years, the seriousness of earthquake threat in the state has been better understood and widely known. Recent scientific studies and search for evidence of past seismic activity have proven that the state may be more vulnerable than previously suspected. In 1991, the Oregon Seismic Safety Policy Advisory Commission researched actions to address earthquake risk in Oregon. This Commission concluded that additional research and assessments of seismic hazards were needed to develop informed policy decisions for land use planning, structural codes, and emergency response to earthquakes. Current seismic hazard assessment data is deemed to be inadequate to guide preparation for earthquake events. Recently, seismic risk maps for Oregon’s Structural Code have been upgraded from seismic zone 2B to zone 3, which requires an increased level of design for structures built in western Oregon. This is in recognition of recent geologic evidence that is causing an increased emphasis to be placed on building flexibility.

In 1999, the state of Oregon Department of Geology and Mineral Industries (DOGAMI) updated the 1997 Relative Earthquake Hazard Map. This map is based on the region’s geology and



specialized geophysical and geotechnical measurements and categorizes areas into one of four relative hazard categories. The DOGAMI map is useful in developing hazard mitigation policies such as in emergency response plans, directing efforts for strengthening or replacing older and weaker buildings in areas of greatest hazard effects, or determining the location of future urban expansion or intensified development.

**Physical Limitations.** There are 804 acres of land within the City of West Linn on steep hillsides (over 25 percent slope, see Figure 7-1) or in the flood plain. Approximately 226 acres of this land are vacant. This vacant land is not included in the City's inventory of buildable land. Combinations such as steep slopes, unstable soils, landslide areas, and drainageways create significant development constraints. Excessive development in such physically limited areas increases the potential severity of landslides, soil erosion, earthquake damage, and flooding.

Earth flow and slump topography exist in some of the hillside sections of West Linn and are associated with poor drainage, shallow subsurface flow of groundwater and springs, and high susceptibility to erosion. Earth flow and slump occurrences can damage buildings and roads and adversely affect surface water quality and destroy vegetative cover. While mass movement has not resulted in any loss of life in West Linn, the possibility exists. A fault line runs through West Linn in a northwest to southeast direction parallel to Highway 43 and the Willamette River, with a number of smaller fault lines branching off to the southwest. Soils in the area, particularly near the Willamette River have the potential to liquefy as a result of seismic activity, potentially resulting in damage to nearby property. Sewer and water lines are particularly vulnerable to earthquakes and flooding.

**Flood Plains.** The City of West Linn is bordered by two major rivers, the Willamette and the Tualatin, which have long histories of flooding. Portions of West Linn are within the 100-year flood plain of these rivers. The Army Corps of Engineers has detailed information about the flood plains, as well as flood control programs and policies. Land within the City is covered by the National Flood Insurance Program, and the City's flood management ordinance meets federal standards. The City of West Linn's Development Code includes adequate controls for development in the flood plain. Flood hazard areas are indicated on the City's Water Quality and Flood Management Area map. The uphill streams and drainage courses that drain into the two rivers also can impact the flood plain and flood conditions along river banks.

**Earthquake.** The City experienced a moderate earthquake in 1993. The epicenter of this earthquake was several miles southeast of the community, causing some damage in West Linn. A geological fault runs parallel to the river and Highway 43 at the base of the ridge line. Several smaller fault lines branch off this line to the southwest.

**Terrorist Threat or Attack.** Although not a natural disaster per se, the most efficient method of addressing the safety and security issues associated with threats or actual attacks is with natural disasters. The scope and urgency of preparation for terrorist attacks or threats of attack not contemplated prior to September 11, 2001 now demand attention. Some potential terrorist attacks, notably chemical, biological and radiological, in many ways require responses similar to natural disasters. The City intends that this range of possibilities and preparations for them be considered in concert with natural disaster preparations because it is practical and efficient to address these potential threats in this manner.

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**GOALS, POLICIES, AND RECOMMENDED ACTION MEASURES**

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**GOAL**

Protect life and property from flood, earthquake, other geological hazards, and terrorist threats or attacks.

**POLICIES**

1. Require development and associated alterations to the surrounding land to be directed away from hazardous areas.
2. Restrict development except where design and construction techniques can mitigate adverse effects.
3. Require soils and geologic studies for development in hazardous areas.
4. Promote slope and soil stability and the use of natural drainageways in areas with landslide potential by retaining existing vegetation in those areas to the greatest extent possible.
5. Follow state and regional designations and construction standards regarding earthquake hazards.
6. Retain storage capacity of flood waters by protecting flood plains.
7. Prohibit any alteration to the landscape or development that would result in a rise in elevation of the 100-year flood plain.

8. Minimize impacts to natural vegetation within the flood plain by restricting development and related human activity.
9. Manage land within the Willamette and Tualatin River 100-year flood plains to protect its natural functions.
10. Develop and maintain an emergency management program to effectively deal with natural disasters.
11. Meet the goals of Title 3 of the Metro Urban Growth Management Functional Plan to protect floodplains and other hazard areas.
12. Refer to current seismic information during development review, including in the pre-application meeting, and when enacting new regulations governing the location of structures and land uses.
13. Coordinate adequate earthquake emergency response with the Federal Emergency Management Agency, Clackamas County Emergency Operations, and other appropriate government agencies.
14. Provide education and public awareness of earthquake risks and public safety.

**RECOMMENDED ACTION MEASURES**

1. Maintain a map of lands within the City that generally identifies lands with known physical limitations and hazards.
2. Continue to participate in the National Flood Insurance Program.
3. Update the City's flood hazard maps with new information on flood hazard boundaries provided by the Army Corps of Engineers.
4. Coordinate with the Oregon Department of Geology and Mineral Industries and Metro in delineating earthquake faults and other seismic hazard areas, and adopt specific policies related to the location and design of structures.
5. Reduce soil erosion by inspecting construction sites, responding to complaints and enforcing City codes and policies.
6. Develop an education program to inform developers about the importance of controlling erosion and actions they can take towards this end.
7. Develop and implement an educational program and provide technical assistance to help property owners maintain and preserve natural areas and control erosion on and adjacent to their land.
8. Develop evacuation and recovery plans for use in the event of a flood or earthquake.

9. Use DOGAMI research results to review the City's Emergency Management Plan as necessary to achieve a reduction in loss of life, personal injury, and property damage in the event of an earthquake.
10. Integrate earthquake safety planning into all City operations.
11. Maintain and provide current earthquake information and Oregon Structural Specialty Code seismic requirements to developers and other interested citizens.
12. Assess potential seismic influences, damage potential, and possible corrective actions to City sewer and water systems, bridges, and other City facilities.
13. Supply information brochures on earthquake preparedness to residents, schools, and civic groups and make brochures available at the Library.
14. Participate in the Oregon Emergency Response System (OERS).
15. Provide information on known or suspected contamination that may endanger human health or life.
16. Conduct City Emergency Operation Center (EOC) training yearly.
17. Coordinate with the City's fire service provider to prepare the Emergency Operation Center to respond to terrorist attack or the threat of terrorist attack.
18. Explore sources of non-potable water for emergency services such as fire suppression.

## GOAL 8: PARKS AND RECREATION

### BACKGROUND AND FINDINGS

A variety of recreational opportunities exist in the City of West Linn. Over time, the Willamette and Tualatin Rivers have created bluffs that provide many spectacular viewpoints; water flowing from higher elevations to these rivers has, in turn, created scenic view corridors. There are over nine miles of shoreline in West Linn along the Willamette and Tualatin Rivers. There are eight public access points to the water, some of which have beaches and boat ramps. Some of the best sports fishing on the Willamette are found near the Willamette's confluence with the Clackamas River.

West Linn contains a hierarchy of parks, each type offering a specific mix of recreational opportunities. The park system includes neighborhood, community, regional, and linear parks, mini-parks, and special use facilities, landscaped areas, and natural and open space areas. The City owns and manages approximately 373 acres of parks and natural open spaces; the state and the Nature Conservancy own an additional 168.6 acres within the City limits (Figure 8-1). The state-owned Mary S. Young Park consists of 128 acres.

Results from a survey conducted for the 1998 Park, Recreation and Open Space Plan noted that walking, jogging, nature walks, and hiking participation were rated higher among West Linn residents than the average in the Pacific Northwest. Currently, the City has trail systems within five major parks, but no pedestrian linkages between them. Creation of a City-wide pathway system has strong support from residents and continues to be a top priority for the City's Parks and Recreation Department.

The City's natural beauty and parks system afford residents access to a rich variety of recreation resources, including boating, athletics, hiking, biking, and ample opportunities for naturalists and photographers. Despite West Linn's increased urban development in recent years, wooded hillsides and the preservation of natural areas continue to give City neighborhoods a park-like setting.

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**GOALS, POLICIES, AND RECOMMENDED ACTION MEASURES**

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**GOALS**

1. Provide all citizens with a range of recreational facilities.
2. Provide park and recreational areas convenient to each of West Linn's neighborhoods.
3. Assure the availability and the reasonable accessibility of recreational lands and facilities to all West Linn residents.
4. Promote connections between parks and recreation areas throughout the City.
5. Use recreation areas as non-motorized connections between streets and neighborhoods.
6. Encourage the use of non-City owned community resources (e.g., churches, schools, etc.) for recreational uses through cooperative arrangements and joint use agreements.

**POLICIES**

1. At the time of development review, development shall not be delayed or prohibited because parks and recreational facilities are required, but have not yet been developed in that area.
2. Develop and maintain the City's park system based on the following classification system:
  - a. mini-parks
  - b. neighborhood parks
  - c. community parks
  - d. regional parks
  - e. special use areas
  - f. natural areas/greenways
  - g. landscaped areas
3. Provide facilities that meet the needs of existing or projected city residents, including children, young adults, families, handicapped persons, and the elderly.

4. Provide a range of active/passive and structured/non-structured recreation experiences.
5. Provide for specialized recreation needs such as soccer fields, baseball diamonds, tennis courts, swimming pools, senior centers, and other facilities that have City-wide demand, based on the 1998 Park, Recreation and Open Space Plan.
6. Design City parks to encourage best use consistent with their natural features and carrying capacity.
7. Reduce noxious weeds and vegetation, as appropriate, on City-owned land.
8. Require land divisions and major developments to set aside or dedicate land based on standards that provide for:
  - a. An area composed of developable lands that may provide active recreational space;
  - b. An adequate passive open space area to protect natural resources at the site and protect development from hazard areas; and,
  - c. A link between existing public-owned parks or open space areas and/or public rights-of-way.
9. Plan for park usage of a quiet, contemplative nature as well as for more active uses such as athletics.

**RECOMMENDED ACTION MEASURES**

1. Continue an aggressive program for acquisition and development of a park and open space system to provide an adequate supply of usable open space and recreational facilities, directly related to the specific needs of the local residents, based on the park classification system and standards in the Park Plan.
2. Continue cooperation between the West Linn-Wilsonville School District and the City's Parks and Recreation Department.
3. Create a comprehensive, City-wide pathway system that provides a variety of trail experiences and connects existing and future recreational facilities. When necessary, dedicate a portion of the pedestrian network, as outlined in the West Linn Transportation System Plan (TSP) adopted November 1998, for recreational facilities where they form a vital link in the City's trail system, excepting greenway

and other trails in the Parks, Recreation and Open Space Plan. All of these plans are supporting documents of the Comprehensive Plan.

4. Coordinate between City parks and other public and privately owned facilities through the following measures:
  - a. Encourage the initiation of joint-use agreements between the City and the West Linn School District on all facilities that are jointly used by both entities.
  - b. Coordinate future park plans with the state of Oregon, and suggest ways in which Mary S. Young State Park can meet local as well as regional recreational needs. The City acknowledges that specific deed restrictions have been placed on that park and that low-intensity, unstructured recreation is the park's main emphasis.
  - c. Encourage cooperation and joint use agreements with other state, city, county, and privately owned facilities and entities to enhance recreational facilities and opportunities.
5. Continue to seek state and federal funds for the purchase and development of park lands.
6. Pursue options leading to purchase or lease of land to develop a recreation/aquatic facility.
7. Develop a plan for providing informative signs for the City's parks and trail system, including park accessways.



**GOAL 9: ECONOMIC DEVELOPMENT**

A strong commercial and industrial tax base is important to the economic vitality of the City. Financial resources are critical to maintain and provide needed infrastructure and services to retain and improve the quality of life in West Linn. Property tax and other revenues from appropriately sited and designed commercial, industrial, and other businesses should be considered in future development review decisions. Equally important to West Linn is the identity that the business districts give to the City. Hence, when planning for economic development, the City must address a host of issues that include the location of business and industry; types of new businesses needed in the City; retention and expansion of existing businesses; access control on major roadways; home occupations and cottage industries; appearance of commercial and industrial development; the City government's role in economic development; and development costs.

The City recognizes the importance of providing and maintaining an adequate balance of jobs and housing to help reduce commuting and meet other important objectives. The City also recognizes the importance of home occupations in reducing commuting and helping limit the need for additional public infrastructure.

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**BACKGROUND AND FINDINGS**

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West Linn's economy is based primarily on service and retail-oriented commercial businesses, with a relatively limited number of industrial employers. In addition, West Linn has significantly more residents than employees, in comparison to the Portland metropolitan region as a whole and many other communities within the region. The ratio of residents to employees in West Linn is about 5:1, compared to 1.7:1 in the region. In 1990, approximately 3.9% of people employed in the City worked in their homes. In comparison, in the Portland MSA, 4.6% of residents worked in their homes in 1990. As of 1998, 45% of all licensed businesses in the City were home occupations. Though this is a high percentage of existing businesses, it still does not represent a significant percentage of jobs held by West Linn residents, though given the relative jobs/housing imbalance in West Linn, it may represent a more significant percentage of employees in the City (possibly around 15%).

Small businesses that are based in individual residences (also known as “home-based businesses” and “home occupations”) are growing in number in West Linn. In July 2002, 626 such businesses had City licenses, with an additional unknown number unlicensed, but existing nonetheless. This is an increase of approximately 15% since 1999. The number of these businesses has steadily increased because of time, lifestyle, and satisfaction benefits. While some of these businesses generate traffic and other impacts, the overall impact to the City of such businesses when compared to the alternative (business districts, commuters, manufacturing plants) is positive. West Linn can accelerate and expand on this natural trend that, if properly controlled, offers to enhance neighborhoods and reduce traffic congestion.

In 1999, 1,012 licensed businesses were located in West Linn. The City has one major industrial employer, the West Linn Paper Company, located on the Willamette River with over 300 employees. At the same time, this industrial zoned property has some of the more scenic views of the Willamette River and the Willamette Falls. Because mill operations on both sides of the River have scaled back in recent years, this area has been coveted by some in the community as a prime redevelopment site. In the future, this area may support even more economic and employment activity.

The remaining manufacturers in the City employ a total of less than 50 people. West Linn is also the location for a number of small businesses and industries. In addition to the West Linn Paper Co., the School District and smaller employers (retail, services, offices, and professional) provide for most of the employment in West Linn. As noted previously, a significant number of businesses in West Linn are home occupations.

Commercial development is concentrated in three primary areas of the City -- the Willamette (including north of I-205 and 10<sup>th</sup> Street), Bolton, and Robinwood areas. Tanner Basin is in the process of becoming the fourth major commercial district in West Linn. A shopping center is currently under construction (2000). Additional commercial development may occur in this area if unincorporated areas adjacent to Tanner Basin are annexed to the City and developed.

Unemployment rates in the Portland metropolitan area and West Linn have been relatively low during the 1990s. In 1998, unemployment ranged from 3.9 to 4.4% in the Portland metro area. In 1997, the average unemployment rate was 3.7% in Clackamas County, compared to about

4.3% in the Portland area and 4.7% in the state. In 1990, the unemployment rate in West Linn was 2.6%, compared to 4.2% in the county.

Metro projects employment in the City to be 5,725 in 2017. City projections, based on a 1999 inventory of vacant and underutilized land zoned for commercial and industrial use within the City, indicate that West Linn could accommodate between 4,840 and 6,045 jobs by the year 2017, depending on market factors and the degree commercial areas develop and/or redevelop over time. This represents an increase of between 1,048 and 2,253 new employees in all employment sectors since 1996, with the greatest increases in office, retail, and service sectors.

Notwithstanding these projections, the residents of the City have clearly expressed an interest in retaining the City’s quiet residential character (community survey prepared prior to preparation of this Comprehensive Plan on 10/16/98). Recognizing the difficulty of accommodating the projected employment and retaining the City’s current characteristics, planning will be directed towards enhancement and retention of the employment base currently in existence. In particular, the City should encourage the type of new home-based businesses that do not require commercial infrastructure and do not negatively impact surrounding residences and neighborhoods.

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**GOALS, POLICIES, AND RECOMMENDED ACTION MEASURES**

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- GOALS**
1. Support telecommuting, home-based businesses compatible with residential neighborhoods and, in general, a higher jobs-to-housing ratio.
  2. Encourage the retention and economic viability of existing business and industry.
  3. Encourage businesses that enhance the community; provide wanted goods and services; and pay living wages. Small, locally-owned businesses with strong ties to the community are especially desired.

**POLICIES**

1. Promote home occupations by developing and implementing supportive zoning and building codes and services and other regulations; require compatibility with surrounding neighborhoods.

2. Encourage West Linn employers, including the City, to offer the option to telecommute (i.e., work from home).
3. Support and encourage telecommunications, printing, and similar types of business support firms.
4. Update City regulations to respond to changes in technology as they affect local businesses.
5. Maintain public facilities (specifically right-of-way improvements) in established commercial and industrial districts to promote economic activity.
6. Develop a working partnership with the Chamber of Commerce, business community, and various agencies and organizations, such as the School District, to meet the economic needs of West Linn.
7. Interact with Tri-Met, Metro, the Port of Portland, Oregon Department of Economic Development, and other organizations in economic development planning and implementation efforts.
8. Maximize the use of regional, state, and federal funding for infrastructure planning and development.
9. Adopt City regulations that are easy to understand and contain development standards that can be uniformly applied.
10. Enforce design and development standards for industrial areas.
11. Encourage the economic vitality of the four existing commercial areas.
12. Encourage the development of a tele-community center.
13. Continue to maintain good working relationships with property owners in industrial areas overlooking the Willamette River to ensure the City is “at the table” when these areas transition to other uses.

**RECOMMENDED ACTION MEASURES**

1. Explore ways to support and improve the business climate for businesses in the City.
2. Inventory and maintain a list of vacant and redevelopable sites for new or expanding businesses.
3. Encourage a business environment and businesses that are viable and sustainable and that add to the overall quality of life in the community.
4. Identify businesses, including those that support home occupations that do not negatively impact surrounding residences and neighborhoods, that the City will encourage to develop or expand in West Linn.

5. Investigate incentives and improve regulations to support locally owned businesses.
6. Identify and provide improvements for infrastructure needs to support appropriately located businesses.
7. Recommend a West Linn business representative to serve on the Clackamas County Economic Development Commission (EDC).
8. Maintain a good working relationship with the West Linn business organizations.
9. Maintain a good working relationship with the West Linn-Wilsonville School District.
10. Participate in regional efforts to encourage employers and policy makers to promote telecommuting and other flexible work arrangements.
11. Encourage the development of a tele-community center.
12. Explore the possibility of creating a special mixed use zone for the industrial area overlooking the Willamette Falls.
13. Explore ways of encouraging home-based businesses that do not negatively impact surrounding residences and neighborhoods.
14. Explore the availability of high-speed data connections for voice and data transmission to all homes.

## GOAL 10: HOUSING

### BACKGROUND AND FINDINGS

Residential housing is the predominant land use in West Linn. Through the City's planning process, policies and programs are developed to maintain the existing housing stock and allocate vacant lands for future housing development. City policies and programs must also address a variety of issues, including:

- housing type, location, and density;
- affordability;
- housing for low and moderate income householders and housing for elderly and handicapped residents;
- housing rehabilitation;
- compatibility of new housing with existing land uses;
- functional and aesthetic design of multi-family developments;
- providing the opportunity for manufactured housing;
- preservation of historically significant residential structures; and,
- plan review costs.

The amount of housing needed in the City is directly related to the City's current and expected future population and the characteristics of its residents. As of July 1, 1999, the population of West Linn was 22,835. By the year 2017, the population is expected to grow to approximately 31,723, assuming 2.65 persons per household. The City will meet Metro's target of 3,226 new units in the time period between 1995 to 2017. During the five-year period of January 1995 to January 2000, 1,542 permits for new housing units were issued. As of January 2000, another 670 units were in the process of being approved and another 2,241 units could be accommodated on vacant or infill land. This equates to a buildout total of 11,971 units. This represents an average annual growth rate of approximately 1.8%. The City has enough land within the City limits and the remaining West Linn Planning Area (including areas within the Urban Growth Boundary, and contiguous to, but not within City limits) to accommodate this growth and to provide for a range of housing types, at a variety of price levels, and with a suitable mix of multi-family and single-family housing.

The number of housing units assumes development of buildable, vacant land at planned densities allowed by current zoning, as well as infill development on selected parcels that are partially vacant, and construction of some accessory dwelling units (Figure 10-3, p. H-6). Property constrained by steep slopes, located in the flood plain, and needed for roads or other public infrastructure is not included in the inventory of buildable land. Additional new units could be added to the forecast assuming codes are changed to allow for accessory dwelling units and plan policies encouraging greater redevelopment in community interest areas are implemented. Approximately 135 units would be reasonably accommodated as accessory dwelling units (i.e., small dwellings, typically for a single person attached, or in close proximity to, and on the same lot as an existing house). Another 200 units also could be expected through redevelopment.

West Linn has average population characteristics reflective of a middle class, suburban, predominantly white, upper middle income community. Average education levels are above the norm for the region, with over 80% of residents in 2000 having at least some college education (compared to just under 65% in the region). There are few minority residents in West Linn (less than 5% in 2000). West Linn has a high proportion of married couple households, with few female headed and non-related households.

West Linn's median household income in 2000 was \$72,010 (compared to \$53,700 in the region). Per capita income for West Linn residents was \$20,168 in 1990 (compared to \$15,286 in the region). Approximately 3.2 percent of all families in West Linn had incomes below the poverty level in 1990 (compared to 7.1 percent in the region). Of these poor households, 73 were single female-headed households; 12 were single male-headed households, and 77 were families with two parents.

The household size of 3.2 people per family in 1970 has dropped to 2.9 in 1980, remained at this level through 1990, and dropped again to 2.7 in 2000. Regionally, the average household size is expected to decrease further to 2.6 by the year 2017. However, the ratio is expected to remain relatively constant in West Linn, given West Linn's typical family structure (i.e., a large proportion of married households with children and relatively few female-headed and non-related households). The percentage of owner-occupied units decreased from 80 percent in 1970 to 78 percent in 2000. This gradual shift from owner-occupied housing to renter-occupied housing is expected to continue. The percentage of single-family and multi-family housing units

changed from 86% and 14%, respectively, in 1990, to 80% and 20% in 1999. From 1991 to 1998, 35% of all units constructed were multi-family.

Housing values in West Linn are comparable to other middle class suburban communities, though significantly higher than the regional average, with a median housing sales price of \$259,900 in 1999 (compared to a regional average of approximately \$144,000). For multi-family units, the median rent is higher in West Linn than in the region, though the difference is not as great as for single-family homes.

Housing affordability is an issue in West Linn. Affordable housing is defined as housing that is affordable to the majority of a city's residents – i.e., housing payments do not exceed 30% of a family's gross income. As noted above, West Linn has a higher median family income than the rest of the region. However, in 1990, 26 percent of families in the City paid more than 30% of their income for housing (including 47% of all renters and 20% of all homeowners). In 2000 this number remained at 26% (including 34% of renters and 24% of homeowners).

The housing element recognizes the value of historic district structures and landmarks. The Willamette Historic District area includes the early subdivision platted in Linn City. It includes small businesses and Victorian and bungalow styled homes built between 1890 and 1920. Today, Willamette remains a pleasant neighborhood with streets lined with picket fences, intricate architectural details, bay windows, decorative gables, wrap-around porches, and steeply-pitched roofs to remind residents and visitors of Willamette's heritage. A number of homes in this neighborhood, and elsewhere in the City, have been designated as historic landmarks.

In 2000, the disabled population in West Linn accounted for approximately nine percent of the total population (representing an increase from six percent in the 1980 and 1990 censuses). This includes people who have physical, mental, or developmental disabilities. Some special services for the disabled and residential care facilities are located in the City and a wide range of regional programs and services also are available to residents of West Linn through county agencies in Oregon City, Gladstone, and Marylhurst.



In 2000, the senior population of West Linn over 65 years of age accounted for 7.7% of the total city population. This percentage has increased from the 6.2% figure recorded in the 1980 census.

**GOALS, POLICIES, AND RECOMMENDED ACTION MEASURES**

**GOALS**

1. Preserve the character and identity of established neighborhoods.
2. Assure good functional and aesthetic design of multi-family and clustered single-family developments.
3. Encourage the development of affordable housing for West Linn residents of all income levels.

**POLICIES**

1. Ensure that the Comprehensive Plan is consistent with LCDC's Metropolitan Housing regulations.
2. Provide the opportunity for development of detached and attached single-family units, duplexes, garden apartments, town houses, row houses, multiplex units and boarding houses, lodging or rooming houses, and manufactured housing.
3. Allow manufactured housing, subject to state building code requirements, in all residential zones.
4. Require design review approval for all multi-family developments and manufactured home parks.
5. Allow for flexibility in lot design, size, and building placement to promote housing variety and protection of natural resources.
6. Allow accessory dwelling units, subject to City development and building regulations, in all residential zones.
7. Preserve and enhance, through design review, the Historic District in Willamette and landmark structures throughout the City.
8. Adhere to clear and objective standards to promote timely and predictable plan review.
9. Encourage new housing to incorporate the following design elements (except in the case of infill lots, where existing patterns shall take precedence):

- a. Location of garages behind the primary building line of a house, side-loading garages, or garages in the rear; and,
  - b. Provisions for front porches.
- 10. Encourage use of energy efficient building materials and practices in the design, construction, and remodeling of housing.
  - 11. Encourage installation of fire prevention equipment, such as sprinklers, in new developments and implement sprinkler requirements for multi-family construction.

**RECOMMENDED ACTION MEASURES**

- 1. Evaluate how West Linn can meet its share of the regional need for affordable housing.
- 2. Identify constitutionally justifiable measures to encourage provision of affordable housing.
- 3. Determine costs of providing or subsidizing affordable housing. Consider citizen referendum on whether the City should be subsidizing “affordable housing.” A referendum could be a non-binding advisory vote.

**GOAL 11: PUBLIC FACILITIES AND SERVICES**

The City provides a wide range of public facilities and services for its residents, property owners, and businesses. It provides or coordinates the provision of the basic public infrastructure of the City, and the services necessary to live and operate in this urban environment.

Certain services should be in place before development occurs in order to provide access to new residents and protect the public health. Those include adequate transportation, storm drainage, sewer, and water service. Police, fire protection, schools, solid waste collection, parks and recreation, and library services do not have to be in place before development can occur, but responsible agencies should plan for provision of these services to all residents and areas. The responsibility of the City and other service providers to coordinate provision of services is detailed in ORS 195.020 - 195.085.

**GENERAL GOALS, POLICIES, AND RECOMMENDED ACTION MEASURES**

**GOAL**  
Require that essential public facilities and services (transportation, storm drainage, sewer, and water service) be in place before new development occurs and encourage the provision of other public facilities and services.

**POLICIES**

1. Establish, as the City's first priority, the maintenance of existing services and infrastructure in all areas within the existing City limits.
2. Development shall not be approved unless:
  - a. the proposal has adequate access to the transportation ,storm drainage, potable water, and sewer systems; and,
  - b. these infrastructures have adequate capacity to serve the development.

- 3. Development shall not be delayed or prohibited in an area where these public facilities and services that are provided in response to the proposed development are not in place at the time of development review.
  - a. Police
  - b. Fire protection
  - c. Parks and recreation
  - d. Schools
  - e. Solid waste collection
  - f. Library
- 4. The City, or entities designated in the future by the City, shall be the primary provider of the following services and facilities:
  - a. Water supply, storage, and distribution
  - b. Storm water management
  - c. Sanitary sewer collection, treatment, and transport
  - d. Police protection
  - e. Library services
  - f. Governmental administrative and service buildings
  - g. Land use management
  - h. Parks and recreation
  - i. Roads and streets
- 5. Where appropriate, monitor, coordinate with, and regulate the activities of the following, as they affect existing and future residents and businesses.
  - a. Water supply
  - b. Solid waste collection and recycling
  - c. Energy and telecommunications
  - d. Schools
  - e. Fire and rescue protection
  - f. Public transit
- 6. Encourage cooperation and coordination between all public service agencies to maximize the orderly and efficient development and provision of all services.
- 7. Provide for the conversion of land within the City limits to urban uses by planning urban level public facilities and services consistent with urbanizing areas.

8. Prior to providing a public facility or service within the Urban Growth Boundary (UGB), require a detailed plan for provision for the coordinated development of all the other urban facilities and services appropriate to the area.
9. Allow the extension of water and sewer services outside the UGB only where a demonstrated health hazard exists, or for public facilities that serve West Linn.
10. Assure all visible public facilities are constructed with attractive design and materials where appropriate.
11. Assure that costs for new infrastructure and the maintenance of existing infrastructure are borne by the respective users except when it is determined that improvements are of benefit to the whole community, or that a different financing mechanism is more appropriate.
12. Whenever feasible, utilize environmentally sensitive materials and construction techniques in public facilities and improvements.
13. Adopt, maintain, and periodically update, as supporting documents to this Plan, a Public Facilities Plan for the development of public services and facilities in conformance with the policies of the Comprehensive Plan. The Public Facilities Plan shall include a summary. The summary, but not any other part of the Public Facilities Plan, is hereby incorporated as part of this Comprehensive Plan. The Public Facilities Plan Summary shall list the planned water, sewer, storm drainage, and transportation projects by title; shall provide a map or written description of the locations of the projects or their service areas; and shall list the service providers for each project. In establishing the priorities and preparing the CIP, the City will consider the following:
  - a. The health, safety, and general welfare of the citizens.
  - b. The projected population and employment levels stated in the Comprehensive Plan.
  - c. The need to equitably distribute the cost based on the benefit received from the facility.
  - d. The existing plans and programs which have provided the basis for decision-making (e.g., sewer plans, water service plans, and drainage plans).
  - e. Timing, coordination, and available dedicated funding.

- 14. Strive to provide public facilities and services that encourage home based businesses.

**RECOMMENDED ACTION MEASURES**

- 1. Prior to a recommendation to annex an area, assess the feasibility, including economic feasibility, of providing public facilities and services to such areas, whether within, or adjacent to, City limits.
- 2. Create an effective and equitable process for citizen involvement in evaluating capital improvement projects. The process should focus on needs of citizens in the entire City.
- 3. Explore ways to better serve home-based businesses through innovative programs dealing with infrastructure, incentives, and reduced barriers and regulations.

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**SECTION 1: SEWER SYSTEM**

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**BACKGROUND AND FINDINGS**

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West Linn has 110 miles of public sewers, ranging in diameter from 6 to 24 inches. The Water Environment Services Department of Clackamas County is responsible for providing wastewater treatment services for the cities of West Linn, Oregon City, and Gladstone. Eleven pumping stations, eight City-owned and three owned by Clackamas County, carry the City’s wastewater to Clackamas County’s Tri-City Wastewater Treatment Plant. The Water Environment Services Department of Clackamas County operates under a master plan adopted for the Tri-City Wastewater Treatment Plant. The sanitary sewer system is separate from the storm sewer system and untreated storm water drains directly to surface streams.

In 1999, the City contracted with Bookman-Edmonston Engineering to update the 1989 Sanitary Sewer System Master Plan. The study determined expansion and rehabilitation needs of the current system, and identified a comprehensive schedule for improvements.

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**GOALS, POLICIES, AND RECOMMENDED ACTION MEASURES**

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**GOAL**

Provide adequate, environmentally sound wastewater collection and treatment for all West Linn residents and businesses.

**POLICIES**

1. Coordinate sanitary sewer service to existing and future residents to allow for the most efficient provision of service within the City and subsequent expansion of the service area.
2. Require the installation of new sanitary sewer collection facilities to be the responsibility of property owners who will receive direct benefit from those facilities. The City may participate in the development of those facilities to the extent that they benefit residents or businesses in addition to those directly involved.
3. Maintain and operate the sanitary sewer system to meet all federal and state permitting requirements.

**RECOMMENDED ACTION MEASURES**

1. Participate with the Clackamas County Department of Water Environment Services in meeting the City's sanitary sewer requirements.
2. Work with Clackamas County and other affected agencies to plan major waste water treatment facilities. The City recognizes and assumes its responsibility for operation, planning, and regulating waste water systems as designated in the City's 1999 Sanitary Sewer System Master Plan, which is a supporting document of the Comprehensive Plan.
3. Encourage residents with septic systems to connect to the City sanitary sewer system

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**SECTION 2: WATER SYSTEM**

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**BACKGROUND AND FINDINGS**

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The City of West Linn currently obtains its potable water from the South Fork Water Board (SFWB). The SFWB is an ORS 190 (Intergovernmental Agency) jointly owned by the cities of

West Linn and Oregon City. The source of the water is the Clackamas River. The SFWB operates a conventional water treatment plant located on the south side of the Clackamas River near its confluence with the Willamette River. The SFWB system includes intake facilities, a water treatment plant, and a transmission pipeline to a pump station located on Division Street in Oregon City.

The water system includes three pump stations: Bolton, Horton, and Willamette. There are 17 pressure-reducing stations, creating 13 subzones. These stations reduce the pressure from the main zones within the system to acceptable levels at lower elevations. There are approximately 7,370 water meters throughout the water system; 95% are single-family residential meters.

In 1999, the City adopted a new Water System Master Plan to provide long-term guidance for the development of the City's water system, which is a supporting document for the Comprehensive Plan. This Plan supersedes the Comprehensive Water System Plan, West Linn, Oregon, September 1982. The South Fork Water Master Plan guides the activities of that agency.

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**GOALS, POLICIES, AND RECOMMENDED ACTION MEASURES**

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**GOAL**  
Provide municipal potable water service for public, commercial, and domestic uses within the city limits of West Linn.

**POLICIES**

1. Establish the City's Water Master Plan, 1999, which is a supporting document of the Comprehensive Plan, as a guide for development of future water storage and distribution facilities. A list of the planned water system projects shall be included in the public facilities plan summary required under Public Facilities and Services General Action Item 1.
2. Coordinate water service to future users to allow for the most efficient provision of service within the City and projected subsequent expansion of the City limits within the Urban Growth Boundary as it existed in October 2002, calculated to serve a buildout population not to exceed 31,000.



- 3. Require funding for the installation of new water storage and distribution facilities to be the responsibility of the property owners/developers or those receiving direct benefit from those facilities. Where appropriate, the City may participate in the development of those facilities to the extent that they benefit residents or businesses in addition to those directly involved, or if they improve the overall efficiency of the system.

**RECOMMENDED ACTION MEASURES**

- 1. Participate in the South Fork Water Board and collaborate in future efforts to provide an adequate water supply and efficient and cost effective delivery system to the City's residents.
- 2. Review the Master Plan annually and incorporate recommended projects into the City's Capital Improvements Plan and Capital Maintenance Program.
- 3. Review and update the Water System Master Plan at least every five years to account for changing circumstances and new information.
- 4. Explore sources of non-potable water for emergency services such as fire suppression.

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**SECTION 3: STORM DRAINAGE**

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**BACKGROUND AND FINDINGS**

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West Linn is drained by natural intermittent and flowing streams within a major system of natural canyons and drainageways that discharge to the Willamette and Tualatin Rivers. The existing storm drainage system is a composite of natural streams with culverts under streets and a network of underground storm drain conduits in more densely developed areas.

Much of the recent and planned new development in West Linn is located in upland areas of the City's watersheds, increasing the need for better erosion control of natural channels, reduce the level of pollutants in storm water discharge, manage flood flows, and reduce runoff to downhill areas.

In order to comply with Sections 402 and 405 of the federal Clean Water Act, the City of West Linn has been issued a National Pollutant Discharge Elimination System (NPDES) permit and has prepared a storm water quality management program. Section 303 of the Clean Water Act

requires that all new developments and significant re-developments apply management practices to reduce discharges of storm water pollutants. The City uses the City of Portland Stormwater Management Manual to meet water quality requirements.

In 1996, the City adopted the Storm Drainage Master Plan, which is a supporting document of the Comprehensive Plan. This document responds to recent and expected growth in the City and the City’s commitment to natural drainageway preservation and water quality. Future efforts will be needed to respond to the recent Endangered Species Act listing of native upper Willamette River Chinook salmon and steelhead by the National Marine Fisheries Service.

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**GOALS, POLICIES, AND RECOMMENDED ACTION MEASURES**

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**GOAL**  
Create and maintain a drainage management system that manages the amount and rate of surface water runoff; eliminates interbasin transfers of storm drainage; minimizes property damage from runoff; and controls pollution entering receiving streams.

**POLICIES**

1. Where possible, require storm water runoff within development areas to be pretreated, using natural channels as points of discharge from local runoff collection systems. The Storm Drainage Master Plan, West Linn, Oregon, 1996, will be the key reference for determining drainage corridors and is a supporting document of the Comprehensive Plan.
2. Require adequate maintenance of culverts and drainageways in coordination with property owners to ensure that the natural drainage system operates at maximum efficiency.
3. Protect downstream areas from increased storm water runoff by managing runoff from upstream development and impacts on adjacent natural drainageways and their associated vegetation.
4. Seek alternatives to the use of impervious surfaces within areas of dense standing trees and shrubs next to natural drainage courses and in other natural areas.
5. Design road crossings to minimize or eliminate impacts on natural drainage courses.

6. Require that construction practices for all land development projects, private and public, be conducted in such a way as to avoid exposing cuts, grading areas, and trenches to stormwater so that soil erosion is minimized, and soil will not be washed into natural drainage areas.
7. Require that riparian vegetation along the streams and drainageways be maintained and preserved or re-established where necessary. In order to maintain or operate public facilities, selective cutting, trimming, and thinning will be allowed along waterways.
8. Encourage use of permeable surfaces in developments.

**RECOMMENDED ACTION MEASURES**

1. Participate in regional and state programs designed to ensure the maintenance of high quality discharges from surface water runoff and waste treatment operations into the Willamette, Clackamas, and Tualatin Rivers.
2. Coordinate the City's surface water management and sanitary sewer plans with the regional water quality management plans.
3. Review and update the City's Storm Drainage Master Plan at least every five years.
4. Monitor all new developments and significant redevelopment activities to require that best management practices be employed and enforced to reduce discharges of storm water pollutants consistent with Section 303 of the Clean Water Act.

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**SECTION 4: FIRE AND POLICE**

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**BACKGROUND AND FINDINGS**

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In 1998, the City entered into an agreement with Tualatin Valley Fire and Rescue (TVF&R) for a trial three-year period for emergency response and fire protection service. At the end of the trial period, the City will have the option of retaining TVF&R as its service provider. TVF&R is a fire district whose employees and volunteers, including specialty and technical teams, respond to emergency situations. The West Linn/Oregon City division is one of three TVF&R operating centers in the metro area. AMR Ambulance Transport also provides emergency medical care to West Linn residents. TVF&R responds to calls from the Bolton and Willamette fire stations, which have employees on call 24 hours a day. In addition to TVF&R personnel, the organization retains residents of West Linn as volunteer fire fighters.

The West Linn Police Department is currently located at 22825 Willamette Drive. The Police Department operates six divisions: Patrol/Traffic, Detectives, Records, Animal Control and Code Enforcement, Public Education and Awareness, and Management. It assigns some officers directly to public schools within the City limits and they maintain a highly effective working relationship with school administrators and staff, students, and parents.

The West Linn Police Department maintains a working relationship with all neighboring police agencies, other criminal justice agencies, and several human service agencies in Clackamas County. Each participates in the delivery of emergency police services within each other's primary jurisdictions on an almost daily basis.

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**GOALS, POLICIES, AND RECOMMENDED ACTION MEASURES**

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<p><b><u>GOAL</u></b> Provide a high level of fire, emergency, and police services to protect life and property within the City.</p>
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**POLICIES**

1. Ensure that police and fire protection service providers are closely involved with land use decisions that have implications for the provision of emergency services and crime prevention.
2. Assure that the police assist in the enforcement of the City's land use codes and regulations.
3. Determine if areas proposed for annexation into the City can be served with an adequate level of fire and police protection, and ascertain the impact of the proposed annexation on the existing facilities and services. These findings will be considered in making a determination as to whether it is in the best interest of the City to annex the area.
4. Ensure the nature and level of fire and police services provided to the City are subject to annual monitoring, evaluation, and long range planning.
5. Maintain "store front access" to the community and continue to have an open-door policy that invites the public to meet with fire and police personnel in a comfortable setting.
6. Keep up with the latest communications technology so as to provide effective and coordinated service.

**RECOMMENDED ACTION MEASURES**

1. Pursue facility planning efforts to address the expansion and seismic safety needs of existing police and fire operations.
2. Upgrade the current fire and police dispatch communications system.
3. Continue combined efforts with other affected agencies to centralize the 911 system and ensure seamless communications throughout Clackamas County.
4. Continue working with local area fire protection providers in facility planning for optimal fire protection and emergency medical services.
5. Continuously improve school programs that reach out to youth and educate citizens about fire safety and emergency preparedness.
6. Continue to have fire and police personnel act as community liaisons to neighborhood associations and other civic groups.
7. Retain space in fire and police stations for civic groups and community meetings.
8. Take part in community service activities and events.

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**SECTION 5: GOVERNMENT ADMINISTRATION FACILITIES**

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**BACKGROUND AND FINDINGS**

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Previously, governmental administration offices, including the City Courts were located in a historic brick building on Willamette Drive, where they were housed since 1936. The City’s Police Department occupied the first floor of this building and the City Library occupied the second floor between 1939 and 1979. Prior to that time, City offices and the Council were located on the second story of the Willamette Falls Railway Station, which stood on this site. The Planning, Engineering, and Finance departments previously were located on 10<sup>th</sup> Street and 8<sup>th</sup> Avenue up until 1999.

Providing adequate facilities for City public services, administrative service functions, and developing a senior center and community meeting space are key concerns for the community. The City continues to engage in an ongoing process to evaluate the needs of all City facilities and administrative offices, including considerations related to space and efficiency.

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**GOALS, POLICIES, AND RECOMMENDED ACTION MEASURES**

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**GOAL**

Provide adequate space to carry out the administrative functions of the City and provide for appropriate public access to this space.

**POLICIES**

1. Encourage the development of public meeting places in community interest areas and neighborhood centers.
2. Locate core City services where they provide efficiency and access.
3. Ensure that public facilities are accessible by public transit.

**RECOMMENDED ACTION MEASURES**

1. Periodically evaluate the location of the City's administrative offices to ensure that they meet the needs of the citizens of West Linn.
2. Investigate and implement the most efficient way to provide transit to public buildings.

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**SECTION 6: LIBRARIES**

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**BACKGROUND AND FINDINGS**

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The original West Linn Public Library was opened in 1939 through the efforts of a group of local citizens. It was housed on the second floor of the original West Linn City Hall and began with a collection of 350 volumes and two magazines.

In 1978, the library moved to a portion of the Bolton Fire Hall, where it remained for the next 11 years. In 1987, after a period of growth in both the City's population and interest in the library, the citizens of West Linn approved a bond issue of \$1.27 million to construct a new facility at its current location. The building was completed in 1989, officially opening in December of that year.

The library has grown dramatically since that time. Due to this continued growth and high expectations from the public, a citizen’s task force was appointed in 1999 to study possible expansion of the existing building. A \$3.9 million bond measure passed in the spring of 2000 that funded a remodel and expansion project completed in 2002.

By 1999, the library's collection included 60,000 items and 260 magazines, with an annual circulation of nearly 400,000. The library provides a variety of services, with the ability to borrow books, records, compact disks, CD-ROM, videos, cameras, magazines, and cassettes, as well as free facilities for computer and Internet access. It also sponsors more than 300 programs for children and 65 programs for adults each year, operating 7 days a week during the school year. A 9-member Library Board appointed by the City Council assists the library in all policy decisions.

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**GOALS, POLICIES, AND RECOMMENDED ACTION MEASURES**

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**GOAL**  
 Provide comprehensive library services to the citizens of West Linn.

**POLICIES**

1. Provide for library services that meet the demands of users.
2. Investigate, evaluate, and employ creative, as well as traditional, means to secure funding to enable the library to continue to operate and increase services.
3. Ensure that the library is accessible by public transit and located in an identified area of community activity.
4. Provide a facility that contains the best features of a traditional library, while providing access to up-to-date, sophisticated technologies, a variety of materials, and public spaces for community gathering and social interaction.

**RECOMMENDED ACTION MEASURES**

1. Implement plans for continued expansion and modernization of the library.
2. Continue to evaluate the creation of satellite libraries in community interest areas or other centers of community activity.

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## SECTION 7: SCHOOLS

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### BACKGROUND AND FINDINGS

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The West Linn-Wilsonville School District serves 42 square miles of area, including Wilsonville (with three schools). West Linn itself has five schools: a high school, three elementary schools, and a new middle school in the Tanner Basin that opened in 1999. In addition, each of these schools serves as a facility for adult education programs, community groups, and community sports programs. All of the schools are operating at or near educational capacity, or just under maximum capacity. The 1999 enrollment of 7,400 can be expected to grow at approximately 2% annually for the next few years. As new housing is built in the area, the school population is expected to increase. All facilities have recently undergone minor or major remodeling. Classroom facilities are adequate for the current enrollment.

In 1994, the Oregon Legislature passed Senate Bill 908, requiring rapidly growing school districts in the state to prepare long range school plans in coordination with local jurisdictions. The West Linn-Wilsonville School District and the three local governments within its boundaries, including West Linn, were required to complete their facilities plan by December 31, 1994. The School District, the cities of Wilsonville and West Linn, and Clackamas County developed intergovernmental agreements (IGA) that are consistent with the requirements of SB 908. The IGA includes a number of requirements for coordination related to long-range planning, standards for school capacity, site acquisition, enrollment projections, compliance with applicable City and county codes, and alternative measures for providing school capacity.

The City of West Linn also has several private institutions that provide instruction to kindergarten and primary school-age children.

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### GOALS, POLICIES, AND RECOMMENDED ACTION MEASURES

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**GOAL**

Coordinate with the West Linn-Wilsonville School District and Clackamas County to provide school services and related recreational facilities for West Linn residents.



**POLICIES**

- 1. Encourage the School District to build schools on collectors or arterial streets and, where possible, along transit lines.
- 2. Encourage the use of energy-responsive materials and processes in the design of schools where economically feasible.
- 3. The City shall participate in the siting of future school facilities, per the currently approved Intergovernmental Agreement with the School District.
- 4. School design, use, and parking will be responsive to and compatible with surrounding neighborhoods and existing land uses.

**RECOMMENDED ACTION MEASURES**

- 1. Continue to work with the School District on the public use of school facilities for purposes such as continuing education and community recreation and public meeting places.
- 2. Update and implement the coordination agreement with the West Linn-Wilsonville School District so that the City's Comprehensive Plan is fully coordinated with the School District's plans to provide school services in response to growth activities.
- 3. Continue ongoing cooperation between the School District and the West Linn Parks Department.
- 4. Consider adopting the Long Range School Facilities Plan upon its completion.

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**SECTION 8: PRIVATE UTILITIES AND TELECOMMUNICATIONS**

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**BACKGROUND AND FINDINGS**

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The City works with a variety of utility and telecommunications companies to coordinate the location of infrastructure, including lines and cables in the public right-of-way above and below ground, as well as transmission, relay, and other communications towers and facilities on private property. It is important to coordinate utility improvements in the right-of-way with planned public works projects in the same areas to minimize traffic impacts and other disruptions. The siting of transmission towers for communications equipment, whether

freestanding or on top of existing or planned buildings, also is regulated to address potential aesthetic and other impacts related to the health, safety, and welfare of the community.

Given rapid changes in communications and computer technology during the past two decades, related issues and responsibilities can be expected to intensify in the future, possibly presenting new challenges and opportunities for the community. For example, Clackamas County has explored the development of “tele-community centers” which would provide residents in relatively rural areas with the opportunity to work remotely, using computers linked to their offices. Centers also could provide learning opportunities and partnerships between businesses, residents, and educational institutions.

Although the City’s role in working with utility and telecommunications facilities typically has been to regulate or coordinate siting and construction, recent and ongoing deregulation of the energy industry presents new challenges and opportunities. Some cities have begun to explore options to purchase power in bulk directly from utility or power companies to provide lower rates to their citizens. These and similar opportunities may be explored by the City in the future.

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**GOALS, POLICIES, AND RECOMMENDED ACTION MEASURES**

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**GOAL**

1. Coordinate land use planning for the City with private utility companies to assure the availability of services when needed.
2. Coordinate construction and maintenance of private utilities and public infrastructure to minimize disruption and improve efficiency and cost-effectiveness.
3. Ensure that utility companies do the following:
  - a. Provide services as needed to all classes of customers.
  - b. Maintain and update, as required, a long range system plan as a condition of franchise.
  - c. Provide preventive maintenance practices.
  - d. Compensate the City for use of the public right-of-way.
4. Be one of the leading cities in Oregon with respect to state-of-the-art communications

infrastructure.

### **POLICIES**

1. Work closely with the appropriate utility and telecommunications companies to keep them informed of new developments and redevelopment. The City will likewise expect the private utility companies to report any changes in their plans or policies that could have an impact on the City or its Comprehensive Plan.
2. Require that new development be served by underground facilities.
3. Encourage undergrounding of existing facilities.
4. Require utilities to remove abandoned facilities.
5. Maintain up-to-date franchise agreements and ensure that resulting public-private partnerships result in a superior communications infrastructure.
6. As part of franchise agreements, the City shall seek full and free access to the services being offered in the community.
7. Advocate for state-of-the-art telecommunications facilities and up-to-date technology to position the City for current and future trends in communication and business/commerce.
8. Require that new cell towers and other telecommunications-related installations are designed in keeping with the existing landscape or built environment and sited to fit in with the surrounding area.

### **RECOMMENDED ACTION MEASURES**

1. Explore activities that could/should be undertaken to address needs or opportunities that would be in the public's best interest related to energy deregulation.
2. Continue to update provisions in the City's Development Code related to the siting of private utilities and telecommunications facilities to address changes in those industries.
3. Work with communications providers to require that the design and siting of equipment does not result in detracting from the aesthetic look of the community.

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## **SECTION 9: HEALTH SERVICES**

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**BACKGROUND AND FINDINGS**

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There are no state or regional health service facilities within the City limits of West Linn. Private ambulance service is available to all residents and a life flight helicopter landing pad is located near the police station.

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**GOALS, POLICIES, AND RECOMMENDED ACTION MEASURES**

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**POLICY**

1. Encourage cooperation between local, state, federal, and private agencies in planning and providing for health and related social services to ensure the opportunity for providing the necessary health services within the City.
2. Promote City policies that support a healthful environment and which address health concerns in pro-active, innovative ways.

## GOAL 12: TRANSPORTATION

### BACKGROUND AND FINDINGS

The City of West Linn is served by two major regional transportation facilities; Interstate 205, a freeway running east-west, and State Highway 43 (Willamette Drive) running north-south.

Interstate 205, when constructed, considerably altered the physical appearance of West Linn. It eliminated much of the historic center of West Linn near Willamette Falls and the Old Oregon City Bridge, and divided the Willamette neighborhood to the west from the rest of the city. I-205 currently reaches or exceeds its carrying capacity during peak commuting times, and traffic is expected to increase further, resulting in significant deterioration in service. West Linn contains two interchanges with I-205, the 10th Street interchange in the Willamette neighborhood and the Highway 43 (Willamette Drive) interchange in the Bolton neighborhood. Significant improvements are necessary at these interchanges to accommodate projected traffic flows, however the City of West Linn has little control or influence over the timing or adequacy of the improvements to this major transportation facility. The responsibility and authority as well as the financial capability to keep I-205 at an adequate service level rests with regional and state authorities. Congestion on I-205 sometimes results in the diversion of traffic onto City streets, which are not designed to handle regional traffic, only local traffic from businesses and residents. The capability of I-205 to handle commuting traffic from West Linn is an important determinate of the ability of West Linn to develop at higher density, expand its boundaries, and accommodate growth.

The City's Transportation System Plan ("TSP") calls for significant improvements in the I-205 corridor to add capacity and improve operations on the local network, especially at the 10th Street Interchange. 10th Street Interchange improvements may be summarized as follows.

- Group A - Operational improvements on 10th Street to improve peak-hour performance within the existing right of way; modifications include improved signal timing, adding turn lanes, and restricting certain turning movements.
- Group B – Operation and capital improvements in the Willamette Falls Drive and Blankenship/19th corridors to improve local circulation in the Willamette neighborhood; improvements to include signals, roundabouts, stop signs, and street

widening on Blankenship and 19th.

- Group C – Initiate design analysis for replacing the 10th Street interchange with a single-point urban interchange and studies to expand the capacity of I-205.

State Highway 43, known locally as Willamette Drive, traverses West Linn from Lake Oswego on the north to Oregon City on the south. It serves a dual role as West Linn’s major arterial roadway on which two community centers (Robinwood and Bolton) are located. It also is a regional state highway, which takes City residents and travelers to and through West Linn. Its southern terminus is the historic Old Oregon City bridge that crosses the Willamette River and connects the two cities. The current design of the highway is highly irregular; it includes two travel lanes with intermittent bicycle lanes, turn lanes, and sidewalks of varying width and quality. There is a general City consensus, embodied in the Imagine West Linn document, that widening Highway 43 beyond a three lane configuration would serve to further divide the City, and attract more through-traffic, and lead to more traffic congestion.

In 2007, the City Council approved the OR 43 Conceptual Design Plan (“OR 43 Plan”) as part of the City’s Transportation System Plan. The OR 43 Plan provides multi-modal design solutions specific to OR 43 that accommodate bicycles, pedestrians, automobiles and trucks. It provides updated technical data, more detailed design treatments, streetscapes and cross-sections for the OR 43 corridor based on a three lane configuration. Securing funding for the improvements proposed in the OR 43 Plan should be a priority for the City and will require ongoing coordination with ODOT, Metro, and Tri-Met.

Other significant roadways include routes that connect the hilltop areas along Rosemont Road with lower areas, including Hidden Springs Road, Pimlico Drive, Skyline Drive, Sunset Avenue, and Salamo Road. Rosemont Road connects West Linn with the Stafford Road area and Lake Oswego. West A Street serves as a parallel route to Willamette Drive in the Bolton neighborhood, and Blankenship Road and Dollar Street serve as parallel routes to Willamette Falls Drive in the Willamette neighborhood.

Two transit lines serve West Linn, both operated by Tri-Met. Route 35 provides daily, direct service between downtown Portland and the Oregon City transit center. One park and ride lot, in the Robinwood neighborhood, is accessible along this route. Route 154, known as the Willamette Shuttle, connects the Willamette and Bolton neighborhoods with the Oregon City Transit Center on weekdays only.

The availability and quality of pedestrian facilities (sidewalks and pathways) in West Linn is inconsistent. Newer neighborhoods, built according to modern subdivision standards, generally have sidewalks on local streets, as well as pathway “shortcuts” connecting parallel streets and cul-de-sacs. Older neighborhoods, particularly Bolton, Robinwood, Sunset, and Willamette, have a majority of streets without sidewalks. Many of the City’s arterial and collector roads are also without sidewalks.

There are several existing bicycle lanes in West Linn. Highway 43 (Willamette Drive) has a bike lane along most of its length, although in many places the bike lane is not consistent with current standards for such facilities. There also are bike lanes on West A Street and parts of Summit Drive and Imperial Drive.

In 2008, the City completed an update of its TSP which addresses future transportation needs and guides transportation investments based on the anticipated demands in the year 2030. The 2008 TSP update addresses growth changes in the City and satisfies all applicable state and regional planning requirements.

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**GOALS, POLICIES, AND RECOMMENDED ACTION MEASURES**

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**GOALS**

1. Provide a transportation system for the City of West Linn that:
  - a. Provides for maximum mobility while encouraging modes of transportation other than the automobile.
  - b. Provides for connectivity within and between neighborhoods, developments and community centers, using new and existing transportation services that is consistent with Metro's street and walkway spacing standards.
  - c. Is convenient, safe, and efficient.
  - d. Maintains the cohesiveness of the City's neighborhoods.
  - e. Is built with consideration for community priorities and affordability.
  - f. Respects and preserves the natural environment on both a neighborhood and City-wide basis.
2. Provide a cost-effective balanced transportation system, incorporating all modes of transportation (including motor vehicle, bicycle, pedestrian, transit, and other modes).
3. Develop transportation facilities that are accessible to all members of the community and minimize out-of-direction travel.



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## GENERAL POLICIES AND ACTION MEASURES

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### Policies

1. Protect the entire rights-of-way of existing City streets for present and future public use.
  - a. Evaluate land development projects to determine possible adverse traffic impacts and to ensure that all new development contributes a fair share toward on-site and off-site transportation system improvement remedies.
  - b. Require dedication of land for future streets when development is approved. The property developer shall be required to make street improvements for their portion of the street frontage commensurate with the proportional benefit that the improvement will provide the development.
  - c. Require developments that could add significant traffic to the City street system to prepare a traffic impact analysis.
  - d. Require infrastructure improvements to mitigate traffic impacts of the proposed development.
2. Design and construct transportation facilities to meet the requirements of the Americans with Disabilities Act.
3. Require in-fill development in older neighborhoods to contribute to needed transportation facilities within their neighborhoods to the extent allowed by law.
4. Improve traffic safety through a comprehensive program of engineering, education, and enforcement.
5. The City shall take a more aggressive and pro-active role in assuring federal, state, and regional decision-makers consider West Linn's needs for improvements to I-205. Issues of concern that need to be part of future discussions include:
  - Existing peak hour congestion.
  - Diversion effects onto local City streets to "bypass" freeway congestion.
  - 20-year forecasts expected to increase freeway volumes by 70% over 2005 levels.
  - Need for additional capacity crossing the Willamette River.

- Further corridor study may be needed to target ODOT’s project budget to its most effective use.
- 6. Recognize the Metro designation of green corridors and their function to provide inter-urban connectivity. If future annexations include a green corridor, control access to the green corridor to maintain the function, capacity, and level of service of the facility and to enhance safety and minimize development pressures on rural reserves.
- 7. In accordance with all State and Regional requirements, the TSP shall be updated as necessary as a supporting document to the Comprehensive Plan and shall include maps, standards and recommended capital improvements to ensure planned, orderly development to meet the demands and needs of the City.
- 8. Pursue an interconnected street system that provides connections both between and within developments and neighborhoods on appropriate streets in the City. An interconnected street system shall discourage closed-end street systems and will serve to reduce travel distance, promote the use of alternative modes of travel, disperse traffic, and reduce air pollution and conserve energy.

**ACTION MEASURES**

1. Adopt and regularly update a Transportation System Plan that prescribes City transportation policy.
2. Develop and implement a Capital Improvement Plan (CIP) for improved transportation facilities that implement the City’s Transportation System Plan.
3. Assess and collect Systems Development Charges (SDCs) to assure that new development pays its “fair share” of needed improvements to transportation facilities of City-wide importance.
4. Establish a City monitoring system to regularly evaluate, prioritize, and mitigate high accident locations within the City.
5. Designate preferred routes to each school in the City and require that safe paths to school for children be identified for any new residential project.
6. Develop and implement a process to systematically retrofit existing roadway lighting to meet the CDC requirements and City Engineering standards and specifications for street lighting.
7. Develop incentive programs for City employees using alternative transportation (ride share, bike, etc.).

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## STREETS

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### Policies

1. Establish and maintain transportation performance measures.
2. Protect neighborhoods from excessive through traffic and travel speeds while providing reasonable access to and from residential areas.
3. Establish a minimum intersection level of service standard for the City of West Linn and design all public facilities to meet or exceed the standard.
4. Ensure that adequate access for emergency services vehicles is provided throughout the City.
5. Relate the design of street capacity and improvements to their intended use and functional classification.
6. Encourage remaining within the established speed limit. Strive to maintain a safe and efficient transportation system by developing street standards, access management policies, incorporating traffic calming measures, and by making street maintenance a priority.
7. Require new development to design and construct new internal streets to current city standards and existing adjacent and through streets consistent with current city standards.
8. Ensure that development brings adjacent road frontages to illumination levels that are identified within the CDC and City Engineering standards and specifications for street lighting.
9. Develop neighborhood and local connections as identified in the West Linn Transportation System Plan, a supporting document of the Comprehensive Plan, to provide adequate circulation in and out of the neighborhoods.
10. Limit the use of cul-de-sac designs and closed street systems.
11. Participate in regional discussions and planning for rail services or other modes of transportation that encourages regional transportation.
12. Seek funding and prioritize and complete roadway improvements when funding becomes available that address the following:
  - a. Improvements for pedestrians and transit riders
  - b. Improvements at high accident locations

- c. Street maintenance improvements
- d. Neighborhood traffic calming
- e. Improvements for bicyclists
- f. Improvements to bring inadequate travel lane width up to City current standards

**ACTION MEASURES**

- 1. Collaborate with ODOT and Clackamas County in developing an efficient arterial system.
- 2. Collaborate with Metro, Clackamas County, and ODOT efforts to develop level of service standards.
- 3. Develop and implement public street standards that recognize the multi-purpose nature of street rights-of-way for utility, pedestrian, bicycles, transit, truck, and auto use. Standards should include access control and spacing, LOS, and design standards.
- 4. Reduce congestion where possible.
- 5. Establish a tiered performance standard for the City street system to balance funding for roadway capacity. The general performance standard will apply at intersections during peak commute hours, and a LOS D condition will be the preferred minimum for all facilities. In the case of principal arterials (e.g., Highway 43), the intersection condition may degrade below the LOS D so long as the corridor condition does not degrade below LOS E.
- 6. Minimize local streets being used for pass-through traffic.
- 7. Adopt the following definitions and street functional classifications for each of the street types listed below:
  - Freeway: Freeways provide for high speed and high volumes of traffic efficiently and safely. These facilities generally provide direct access. Access control and other methods will be used on nearby cross streets in the area of interchanges to preserve and protect the operation of the facility. Freeways connect interstate, inter-regional and intercity origins and destinations and generally carry the largest portion of trips entering and leaving the urban area. Freeways typically do not serve intra-city travel and are not effective in servicing local traffic. The objective of these facilities is to service the longer trips and higher volumes of a region.

- Arterial: Arterials serve to interconnect and support the regional arterial highway system. They serve key regional as well as city-wide function of connectivity. Arterials link major commercial, residential, industrial and institutional areas. They are typically spaced about one mile apart to assure mobility and reduce the incidence of traffic using collectors, neighborhood routes, or local streets in lieu of a well-placed arterial street. Access control is a key element of arterials to ensure safe movement for motor vehicles and adequate service to transit. Usually, arterials provide access to freeways.
  - Collector: Collectors provide both access and circulation within residential neighborhoods and commercial/industrial areas. They serve a city-wide function of connectivity. Together with arterials, collectors are typically spaced about one-half mile apart. Access control for collectors is not as high a priority as for arterials, but is especially needed near intersections with other collectors or arterials. Collectors serve residential neighborhoods, distributing trips from the local street system and distributing it to and from the arterial street system. Neighborhood traffic management strategies can be appropriate for use on collectors in residential areas. Collector street design can change to fit the adjacent land use district (residential, commercial).
  - Neighborhood: Neighborhood routes serve to allow local traffic in and out from residential areas to arterials and collectors. They are similar to local streets in design (with residential frontage), but carry more traffic and are routes commonly used by local residents. Neighborhood routes do not provide city-wide circulation, but mainly serve an immediate neighborhood. Because their traffic levels are greater than local streets, and the potential for speeding can be higher, neighborhood traffic management techniques may be appropriate on neighborhood street routes.
  - Local: Local streets have the sole function of providing access to immediate, adjacent land. These streets do not serve through traffic. Local street design can vary by land use type (e.g., residential, commercial, industrial).
8. Coordinate with the Oregon Department of Transportation in implementing the Oregon Highway 43 Conceptual Design Plan.

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## BICYCLES

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### POLICIES

1. Pursue all available funding sources for bikeway projects.
2. Promote a comprehensive cohesive network of bicycle paths, lanes, and routes that accomplishes the following objectives:
  - a. Connects the four commercial centers in Willamette, Bolton, Robinwood, and Tanner Basin.
  - b. Integrates with regional bicycle routes that traverse West Linn.
  - c. Provides connections to schools, recreation facilities, community centers, and transit facilities.
3. Provide striped and signed bicycle lanes on all arterial and collector roadways consistent with the policies of the Transportation System Plan.
4. Require new commercial, industrial, and institutional development to provide on-site facilities for bicycle parking and storage.
5. Design new streets and retrofit older streets to enhance safety for bicyclists using the roadways.

### ACTION MEASURES

1. Explore the feasibility of using alternative surface materials for the construction of bicycle facilities.
2. Develop an education and communication program to promote use of bicycles for transportation purposes in West Linn.
3. Adopt a Bikeways Network Master Plan and update as needed, to reflect new or revised routes, connections, destinations and activity centers.
4. Coordinate with Clackamas County, ODOT, Tri-Met, Metro, and other jurisdictions and agencies to ensure that appropriate local and regional bikeway connections, for both on and off-road bikeways, are planned, constructed and maintained.
5. Periodically review City bicycle facility standards to ensure consistency with regional, State and Federal standards.

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## PEDESTRIANS

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### POLICIES

1. Promote a comprehensive cohesive network of pedestrian paths, lanes, and routes that accomplishes the following objectives:
  - a. Connects the four commercial centers in Willamette, Bolton, Robinwood, and Tanner Basin.
  - b. Provides connections to schools, recreation facilities, community centers, and transit facilities.
  - c. Use off-street pedestrian “short-cut” pathways to provide routes where physical constraints or existing development preclude the construction of streets with sidewalks.
  - d. Provide safe, secure, and desirable walkway routes, with a preferred spacing of no more than 330 feet, between elements of the pedestrian network.
  - e. Eliminate gaps in the existing walkway network and provide pedestrian linkages between neighborhoods. Preference will be given to funding projects that eliminate gaps along arterial and collector streets.
2. Employ a variety of methods to promote safe and convenient pedestrian access in addition to, or instead of, sidewalks in older developed areas of West Linn without sidewalks.
3. Pursue all available funding sources for pedestrian projects. Coordinate with Clackamas County, ODOT, the School District, Metro and other agencies to obtain funding to complete walkway network improvements.
4. Promote safety for pedestrians when crossing major streets through use of appropriately located crosswalks, raised islands, and medians and other appropriate measures to alert vehicles operators to the presence of pedestrians.
  - a. The City will ensure that walkways and related pedestrian improvements (e.g. crosswalks) are constructed on all identified walkway network roadways, either as separate projects or integrated with other roadway-related improvements. Walkway improvements will be implemented in accordance with current local, regional, State and Federal standards.
  - b. The City will retrofit crosswalks with handicapped ramps and other pedestrian

5. Where parks and recreation trails are coterminous with sidewalks, their design shall be enhanced to serve both transportation and recreational purposes.
6. Construct sidewalks on all new streets in West Linn and review its walkway standards periodically to ensure consistency with regional, State and Federal standards.
7. The City will enforce regulations requiring developers to include pedestrian facilities and walkway connections within proposed developments and to adjacent land uses and right-of-way in accordance with adopted policies and standards. Developer agreements for the provision of walkways will be implemented and enforced as needed.

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## TRANSIT

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### POLICIES

1. Encourage expanded bus service along existing routes and new transit service to areas that currently are not served by transit.
2. Coordinate with Tri-Met to encourage the provision of transit amenities such as bus shelters to increase potential ridership.
3. Pursue all available funding sources for transit projects.
4. Prioritize transit improvements that would increase overall mobility.
5. Promote a cohesive transit network connecting the four commercial centers in Willamette, Bolton, Robinwood, and Tanner Basin.
6. Establish that fixed route transit will use arterial and collector streets in West Linn.
7. Encourage provision of regional transit service between West Linn and other suburban communities in the Portland Metropolitan Area.
8. Encourage the development of modes of mass transit for those residents of the City who must commute to jobs outside the City limits.
9. Work with Tri-Met and Clackamas County to implement special needs transportation in accordance with the Americans with Disabilities Act (ADA).
10. Improve pedestrian and bicyclist accessibility along major transit routes and to transit



stations.

11. Support a public transit system that is accessible to the largest number of people by:
  - a. Locating transit-oriented development around transit stations, along major transit routes, and in the designated Town Center area.
  - b. Evaluating more intense and mixed-use zoning designations in areas around transit stations, along major transit routes, in the designated Town Centers, the OR 43 Corridor and along designated Main Street areas identified in the Metro 2040 Growth Concept Plan, through provisions in the CDC. Future proposed land use changes or rezonings that may result in increased residential densities, additional employment opportunities, or commercial activity should be located in these areas. The City will ensure that development is built consistently with the density allowed by zoning, while protecting the livability of existing neighborhoods.
  - c. Encouraging provisions of housing for the elderly and moderate income families to be located in close proximity to public transit facilities and services, and interconnected transportation facilities such as walkways and bikeways.
  - d. Coordinating with Tri-Met to ensure that pedestrians and disabled people are accommodated as needed at transit locations and with transit services.
  - e. Coordinating with Tri-Met to ensure that transit opportunities are provided to employees at major employment and community centers.
  - f. Ensure that transit-oriented public facilities are located along the Primary Transit Network as defined in the Regional Transportation Plan.

**RECOMMENDED ACTION MEASURES**

1. Work with Tri-Met to enhance transit service, including exploring alternatives to conventional Tri-Met bus service, both in terms of expanded service on existing routes and new routes, particularly to the Tanner Basin community center and other areas that currently are not served by transit.
2. Work with public and private entities to encourage and facilitate the creation of additional Park and Ride lots, with the goal of at least one Park and Ride lot for each of the four commercial centers.
3. Promote the use of transit by all people in West Linn by publicizing available transit options to City residents and workers.

4. Encourage the expansion of transit in the West Linn area and the development of links along the periphery of the City and metropolitan area. Advocate for West Linn’s interest in transit connections to Milwaukee, Tualatin, and Lake Oswego as those communities pursue enhanced bus, light rail and/or street car service.

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## **WATER TRANSPORTATION**

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**POLICY**

Promote the continued use of the Willamette River and the Willamette Falls Locks for water transportation.

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## **FREIGHT AND GOODS MOVEMENT**

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**POLICIES**

1. Promote improvements to I-205 that will allow for the continued movement of freight and goods through and to West Linn.
2. Discourage non-local freight trips on Highway 43 through West Linn; encourage local freight trips to be made during non-peak hours.
3. Recognize and promote the river and locks as important elements of the City’s transportation system for transporting goods as well as recreational use. The City should encourage land use decisions and policies that promote opportunities to support these facilities.

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## **TRANSPORTATION DEMAND MANAGEMENT**

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**POLICY**

1. Encourage employers in West Linn to implement Transportation Demand Management (TDM) measures to reduce commuter traffic and meet regional air quality and vehicle miles traveled reductions.

2. Work with the Oregon DEQ, Tri-Met, Metro and neighboring jurisdictions to provide marketing, technical and program assistance to major employers for Employee Commute Options (ECO) program compliance.
3. Develop and implement a local Transportation Demand Management program that compliments, expands and improves access to regional transit pass subsidies, emergency rides home, and carpool/vanpool matching database to major employers.
4. Reduce vehicle miles traveled through mixed use development in planned centers and regulations that encourage home-based businesses that are compatible with residential areas.

**GOAL 13: ENERGY CONSERVATION**

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**BACKGROUND AND FINDINGS**

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Each individual, business, and level of government has an important role to play in energy management. Local energy conservation measures range from developing appropriate land use plans to energy audits and curbside pick-up or recyclables.

Energy used to heat, cool, and light our buildings, and run the equipment for business and manufacturing constitutes the City's primary demand for energy. As of 1990, the predominant fuel used for heating and cooling by West Linn residents was natural gas (54 percent), followed by electricity (30 percent) and fuel oil (9 percent); 5% of residents used wood to heat their homes and less than one percent used other means. This represents a significant shift from 1980 when fuel oil was most common and natural gas was only used by 18% of households. Within the commercial/industrial sector, electricity is the primary fuel source. City owned buildings use a variety of fuels.

The transportation sector is the second primary user of energy within the City. A number of incentives have been developed to conserve energy including tax credits, exemptions, low cost loans, free home inspections and technical advice, promoting alternatives to use of the automobile, and special programs to encourage use of alternative energy devices.

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**GOALS, POLICIES, AND RECOMMENDED ACTION MEASURES**

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- GOALS**
1. Promote energy efficient provision of public facilities and services.
  2. Promote the retrofitting of homes, businesses, and industry for energy conservation.
  3. Promote the use of renewable energy sources.

**POLICIES**

1. Reduce the need to travel outside the City to obtain goods and services when possible.
2. Provide the opportunity for neighborhood convenience shopping facilities.
3. Control access onto major roadways to maintain traffic flow.
4. Encourage mass transit use.
5. Promote location of housing, shopping, and employment uses in close proximity to each other and well connected by transit consistent with policies included in Chapter 2 of this Plan.
6. Encourage the use of energy-conscious design and materials in all public facilities.
7. Encourage the construction and maintenance of sidewalks and bike paths/ways to promote alternative modes of transportation.
8. Encourage work-at-home opportunities and telecommuting.

**RECOMMENDED ACTION MEASURES**

1. Encourage use of energy-efficient vehicles, buildings, and equipment, where practicable, for City government use.
2. Conduct energy audits of all City government buildings every five years.
3. Study the need for retrofitting programs.
4. Explore developing alternative energy policies and standards for the City.
5. Reduce commuting and use of fossil fuels by:
  - a. Encouraging the proximity of commercial and civic use areas to residential areas in conformance with adopted neighborhood plans.
  - b. Implementing the Transportation System Plan, including working with Tri-Met to develop a plan to make current bus routes more efficient to increase ridership, and exploring the option of public/private partnerships to provide mass transit to employment centers in West Linn.
  - c. Encouraging telecommuting and establishment of home-based businesses.
6. Promote energy-efficient methods of architecture for new buildings within West Linn.

## GOAL 14: URBANIZATION

### BACKGROUND AND FINDINGS

Urban Growth Boundaries (UGBs) are one of the primary components of Oregon’s statewide land use planning program used to manage growth, control sprawl, protect resource lands, and separate urbanizable land from rural land. The Portland metropolitan area UGB forms the western boundary of West Linn’s urban area. Within the Portland metropolitan area, Metro has the responsibility of managing the UGB and identifying future areas for urbanization in the region. In 1991, Metro adopted Regional Urban Growth Goals (RUGGOs) and in 1996, adopted the Urban Growth Management Functional Plan. Both are tools to meet a number of regional growth management goals. The Functional Plan includes population and employment targets for individual jurisdictions for 1995 through 2017.

The City of West Linn has the responsibility to participate with Metro and other local jurisdictions in making decisions about the location of the UGB. In 1998, the City conducted an inventory of buildable lands and an analysis of the capacity for additional housing and employment. As previously mentioned in the Housing section of this Plan, the City had 670 potential new dwelling units in various stages of review as of January 2000, with another 2,241 units expected. The City of West Linn is also expected to accommodate 2,985 employees by 2017. This capacity exceeds Metro’s targets for West Linn of 3,226 housing units and 2,114 employees. The total housing capacity is 491 units higher than the Metro target. Adding the new capacity to the 6,420 units that existed in 1994, the City’s buildout capacity is approximately 10,137 housing units that could accommodate a population of 31,723.

In assessing the amount of land needed to implement future Urban Growth Boundary adjustments in the region, Metro assumed buildout of an area outside West Linn’s city limits, at the time referred to as Urban Reserve 30. According to Metro, Urban Reserve 30 included 115.3 acres of residential, 2.4 acres of commercial, and 16.3 acres of institutional, buildable land, and provided the estimated capacity for 1,014 housing units and 273 employees. This area included approximately 190 acres of land in unincorporated Clackamas County, located west of Salamo Road in the Tanner Basin area.

In 1998, the Metro Council adopted a resolution to include Area 30 as an urban reserve. Urban reserves were areas planned for future expansion of the UGB. The City of West Linn and others appealed this decision to LUBA. LUBA found in favor of the City and Metro subsequently appealed LUBA’s decision to the Oregon Court of Appeals.

The City is responsible for developing plans to provide urban services to urbanizing areas. The City has prepared service provision plans for the future development of lands within the UGB and the City of West Linn boundaries, including a Transportation System Plan (1999). These plans include extension and expansion of the water, sewer, storm drainage, and transportation systems.

Clackamas County has an adopted and acknowledged plan and zoning ordinance that determines land use decisions in lands outside and adjacent to West Linn’s City limits. The City of West Linn and Clackamas County have a Dual Interest Agreement that provides for coordination of land use planning and service provision in the unincorporated area between the West Linn City limits and UGB.

In 1998, West Linn residents passed an initiative requiring that any annexation be voted on and approved by 50% of the City's registered voters. This change, along with changes in property tax law, makes the former practice of delayed annexation no longer practical or necessary.

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**GOALS, POLICIES, AND RECOMMENDED ACTION MEASURES**

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**GOALS**

Promote an orderly growth pattern within the UGB to preserve and enhance the natural and developed character of West Linn.

**POLICIES**

1. Promote cooperation between the City, County, and regional agencies to ensure that urban development is coordinated with public facilities and services within the Urban Growth Boundary.
2. Participate with Metro to evaluate proposed changes to the UGB that may affect West Linn.

3. Evaluate effects of compliance with Metro’s Functional Plan on the needs of West Linn and propose exceptions if conflicts arise.
4. Coordinate land use planning with Clackamas County and with other affected agencies and jurisdictions.
5. Ensure that annexation of new territory or expansion of West Linn’s Urban Service Boundary does not:
  - a. Detract from the City’s ability to provide services to existing City residents; or,
  - b. Result in property owners paying for urban services that do not benefit their property.
6. Oppose the formation of a new service district within the Urban Services Boundary and outside of the Urban Growth Boundary.
7. Discourage the creation of new, unincorporated islands.
8. Coordinate planning for future growth with related school district planning efforts.
9. Ensure that new development pays for needed new infrastructure and impacts to existing infrastructure.
10. Coordinate land use planning with property owners in areas being considered for future urbanization prior to annexation.
11. Ensure that the City is involved in planning efforts outside of the West Linn Urban Growth Boundary prior to any expansion of the UGB.
12. Pursuant to Statewide Planning Goals, work with Clackamas County to ensure that urban development is not permitted in unincorporated areas adjacent to the City of West Linn prior to annexation.

**RECOMMENDED ACTION MEASURES**

1. Participate with other cities, Clackamas County, and Metro in planning efforts for unincorporated areas that, if and when developed, are expected to affect the City of West Linn, and approve master plans when they are consistent with City goals and policies.
2. Amend the City’s Intergovernmental Agreement with Clackamas County to eliminate the provision for delayed annexation and pre-processing of land use applications.
3. Amend the City’s Intergovernmental Agreement with the West Linn-Wilsonville School District to comply with the School Facilities Plan as required by Oregon Revised Statutes 195.110.



4. Pursue intergovernmental agreements with adjoining jurisdictions to assure coordination of public facilities, services, and other land use planning issues.

**GOAL 15: WILLAMETTE RIVER GREENWAY**

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**BACKGROUND AND FINDINGS**

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The notion of adapting conservation and management measures to protect the Willamette River from urban development in the river corridor first surfaced in the late 1960s. The enactment of several bills by the state legislature set the stage for today's Willamette River Greenway program. Through state mandate (ORS 390.314), the Oregon Department of Transportation (ODOT) was charged with the task of developing a greenway plan through a cooperative effort of state and local governments. In 1974, the Preliminary Willamette River Greenway Plan was completed, depicting proposed greenway boundaries. Subsequently, the Land Conservation and Development Commission (LCDC) was directed to revise the Plan as deemed necessary (i.e., its boundaries) and determine how the Plan was to be carried out, all through a cooperative state/local effort. LCDC went through a series of local and regional meetings and hearings while revising the Greenway Plan. The result was a revised greenway boundary and adoption of Statewide Planning Goal 15, Willamette River Greenway.

The Willamette River borders West Linn on the southeast and northeast for a lineal distance of approximately 6.4 miles. This area provides many of West Linn's scenic views and the river itself is used extensively for recreation and commerce. During peak usage, the river is heavily used for swimming, boating, water-skiing, and fishing. All lands within West Linn's Willamette River Greenway are either developed or committed to urban uses. Of the 6.4 miles of shoreline along the Willamette within West Linn, about two miles are currently zoned for industrial use. Seven West Linn park sites have frontage on the Willamette River, making approximately 0.5 miles of shoreline directly accessible to the public. The West Linn Parks, Recreation and Open Space Plan and *Imagine West Linn* both prioritize development of a trail along the Willamette River front.

The Locks at Willamette Falls, operated by the Army Corps of Engineers, and McLean House are identified historic area/structures within the West Linn Greenway. Many archaeological sites, both pre-historic and post-industrial, are located within the Greenway as well. Several areas along the Willamette River Greenway are subject to flooding. Most extensive flooding has

occurred around the Willamette Falls Locks/West Linn Paper Company and residential areas immediately north of I-205 and northwest of Cedar Island.

In addition to the recreational demands in the Willamette River Greenway, Cedar Island and the Willamette River channel are approved sites for aggregate extraction. There must be a balance between human interests and the preservation of fish and wildlife habitats in this area. To this end, there are over 11 state and federal agencies charged with managing the Willamette River and its resources.

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**GOALS, POLICIES, AND RECOMMENDED ACTION MEASURES**

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**GOALS**

1. Protect and enhance the valuable natural resource provided by the Willamette River, its islands, shores, and natural habitat.
2. Continue to improve public access and recreation opportunities along the Willamette River Greenway.
3. Promote creation of a Willamette River Greenway trail paralleling the river through West Linn.

**POLICIES**

1. Maintain a Willamette River Greenway zone as defined by the LCDC adopted Willamette River Greenway boundary to include the water area and islands, and adhere to the setback line designated within the zone.
2. Inform the public through appropriate means that the state of Oregon and the City of West Linn Greenway program does not authorize the public use of private property within the Greenway boundary.
3. Ensure that properties identified for public acquisition have the potential to serve the purposes of the Greenway, are suitable for permitting the enforcement of existing statutes relating to trespass and vandalism along the Greenway, and are suitable for allowing maintenance of the lands or interests acquired.
4. Require a conditional use permit for any intensification of uses, changes in use, or developments within the Willamette River Greenway boundary except as

otherwise provided by the Willamette River Greenway Zone, subject to the following:

- a. Where feasible, provide the maximum landscaped area, open space, or vegetation between the activity and the river.
  - b. Where feasible, provide access to and along the river by appropriate legal means.
5. Apply the following criteria where recreational uses are proposed:
- a. That local, regional, and state recreational needs are consistent with the carrying capacity of the land.
  - b. That public recreation uses are buffered to the greatest extent practicable to minimize disturbances and to prohibit trespassing onto adjacent private lands.
6. Require adequate public access to the river as part of the development of public land.
7. Preserve identified scenic qualities and views.
8. Protect the natural vegetative fringe along the river.
9. Permit aggregate extraction provided it is compatible with the purposes of the Greenway and in compliance with all local regulations designed to minimize adverse effects on water quality, fish and wildlife, vegetation, bank stabilization, stream flow, visual quality, noise, and safety, and to guarantee necessary reclamation.
10. Require non-water related or dependent structures to set back from the river in accordance with an established setback line in order to protect, maintain, and preserve the Willamette River Greenway.
11. Support activities of the Willamette Falls Cultural Heritage Committee.
12. Encourage and support gifts of land within the Greenway consistent with the policies of this Plan.

**RECOMMENDED ACTION MEASURES**

- 1. Undertake efforts to make existing points of public access more accessible and usable through signing and maintenance.
- 2. Coordinate with the state in programs designed to restrict access between public and private lands.

3. Consider acquisition of properties or easements that would enhance the Willamette River Greenway within the City consistent with the West Linn Park, Recreation, and Open Space Plan, 1998, which is a supporting document of the Comprehensive Plan.
4. For properties within the Greenway being considered for public acquisition, the City will attempt to identify the means by which the property can be acquired for public purposes.
5. Ensure that the West Linn Police Department coordinates with other law enforcement agencies to control noise from, and ensure safe operation of, water craft.

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