



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

# **WEST LINN CITY COUNCIL MEETING NOTES October 9, 2023**

## **[Pre-Meeting](#)**

### **[Call to Order and Pledge of Allegiance \[6:00 pm/5 min\]](#)**

#### **Council Present:**

Mayor Rory Bialostosky, Council President Mary Baumgardner, Councilor Scott Erwin, Councilor Leo Groner, and Councilor Carol Bryck.

#### **Staff Present:**

City Manager John Williams, City Attorney Bill Monahan, Assistant to the City Manager Dylan Digby, Planning Manager Darren Wyss, Associate Planner Chris Myers, and Community Services/Library Director Doug Erickson.

### **[Approval of Agenda \[6:05 pm/5 min\]](#)**

Council President Mary Baumgardner moved to approve for the October 9, 2023, West Linn City Council Meeting adding an Indigenous Peoples Day Proclamation as item 4.c. and Council liaison appointments under Mayor and Council Reports as item 8.c. Councilor Leo Groner seconded the motion.

**Ayes: Mayor Rory Bialostosky, Council President Mary Baumgardner, Councilor Scott Erwin, Councilor Leo Groner, and Councilor Carol Bryck.**

**Nays: None.**

**The motion carried 5 - 0**

#### **[Public Comments \[6:10 pm/10 min\]](#)**

Anthony Bracco, West Linn, Robinwood Neighborhood Association (NA) President, thanked Council and Staff for their support. He announced several upcoming events at the Community Center. Friday night would be a live, open mic night from 5:00 pm to 9:00 pm, open to anyone in the city. The Annual Oktoberfest event would be Saturday and included free bratwurst, sauerkraut, and live music. He also thanked Staff for looking into resolving issues about heating and hoped work on the electrical and lighting. He also understood storage might be an issue at the storage building and asked for further discussion with Staff.

Mayor Bialostosky thanked Jeremiah Kirk for setting up the new artwork in the room.

#### **[Announcements, Proclamations, and Recognitions \[6:20 pm/15 min\]](#)**

##### **[American Medical Response Star of Life Award Winner Sean Fuller](#)**

Mark Marc A. Kilman-Burnham, American Medical Response (AMR), presented the Star of Life Award to Sean Fuller for his help in preventing a suicide.

##### **[Oregon City-West Linn Rivalry Proclamation](#)**

###### **[Proclamation](#)**

Mayor Bialostosky read the Proclamation declaring October 27, 2023, as Oregon City-West Linn Rivalry Day.

##### **[Indigenous Peoples' Day Proclamation](#)**

###### **[Proclamation](#)**

Council President Baumgardner read the proclamation declaring October 9, 2023, as Indigenous People's Day.

#### **[Scheduled Presentations to the Council \[6:35 pm/15 min\]](#)**

##### **[Senator Rob Wagner](#)**

Senator Rob Wagner, District 19 and Senate President, gave an overview of the legislative session, focusing on homelessness, education, jobs and the CHIPS Act, healthcare, the state budget, and addiction and community safety legislation. Nearly 3,000 bills were introduced and 653 of them were passed, with 94 percent of those being bipartisan. His key comments regarding tolling issues were as follows:

- House Bill 2017 established the authority for the Oregon Department of Transportation (ODOT) to consider tolling to fund road repair, freeway expansion, and infrastructure needs related to bridges. The bill had not played out as the legislature at that time anticipated, and he did not believe the legislature anticipated how communities felt about mitigation and disproportionate impact in terms of tolling and not looking regionwide. He and Speaker Rayfield established a new committee to look at the tolling issue, and the first hearing was held September 27.
- He also hit the pause button with the Governor to make sure tolling would not be initiated until they could address transportation funding in the 2025 legislative session. He thanked the Council and Staff for their active involvement because it informed the decision-making process. They would need to be courageous in the 2025 session because the shift to electric vehicles would generate less gas tax revenue. If they wanted to maintain and continue addressing transportation infrastructure needs, they needed to be creative, even though alternate measures, such as a vehicle miles tax, may not be popular.

Council President Baumgardner commented that she would like to continue discussing funding for the transportation infrastructure.

Councilor Groner commented that much of the objection to tolling was that West Linn had become the guinea pig for the project. It should have been uniform throughout the State.

Mayor Bialostosky thanked Senator Wagner for his help in the water line replacement funding. The State was providing \$5 million, and the total cost was currently at \$13 million. The City was applying for federal grants, which would get them to about half of the cost, but Congress was passing continuing resolutions that did not include Congressional-directed community spending, instead of a budget.

- He thanked the Senator for his work on the tolling pause. Communication from the State legislature about the issue sometime conflicted with what the City was hearing from other sources. The West Linn community would support, and Council would like to be part of the discussion, alternative transportation funding mechanisms.

### [Consent Agenda \[6:50 pm/5 min\]](#)

#### **Agenda Bill 2023-10-09-01: Meeting Notes for September 18, 2023**

#### [Draft Notes Information](#)

Council President Mary Baumgardner moved to approve the Consent Agenda for the October 9, 2023, West Linn City Council Meeting which includes the September 18, 2023, meeting notes. Councilor Leo Groner seconded the motion.

**Ayes: Mayor Rory Bialostosky, Council President Mary Baumgardner, Councilor Scott Erwin, Councilor Leo Groner, and Councilor Carol Bryck.**

**Nays: None.**

**The motion carried 5 - 0**

**[Business Meeting \[6:55 pm/90 min\]](#)**

**[Agenda Bill 2023-10-09-02: Public Hearing: House Bill 2003 Implementation](#)**

**[HB 2003 Information](#)**

Mayor Bialostosky opened the legislative hearing on TLN-23-01, a proposal to implement House Bill (HB) 2003 and its associated State statutes and administrative rules. The proposal would adopt text amendments to the West Linn Comprehensive Plan related to Goal 10, Housing; adopt a 2021 West Linn housing capacity analysis and buildable lands inventory; and adopt West Linn Comprehensive Plan Map and Zoning Map amendments.

City Attorney Monahan noted the applicable approval criteria and read the conduct of hearing procedures. He verified no Councilors had a potential or actual conflict of interest and no member of the audience challenged the ability of any Councilor to participate in the decision.

City Manager Williams explained the Ordinances came from legislative action in 2019 and noted how much time and effort from the community and Staff had gone into this project. He recognized the time and effort of City Planner Wyss, Planning Staff, committee volunteers, Planning Commission members, and Matt Hastie throughout the process. He reminded Council a work session on this topic was held on September 18, 2023.

Planning Manager Wyss gave the Staff presentation, reviewing the timeline, current housing stock, forecasted need, and key takeaways, included in the packet. Attachments included the three amendments, the Planning Commission's recommendation for approval, Staff report and findings, and the Affidavit of Notice. Ordinance 1747 would adopt the proposed Goal 10 amendments, the 2021 housing capacity analysis, and the buildable lands inventory. The other two ordinances were map amendments.

- In 2019, the State passed House Bill 2003, the Housing Needs and Production Bill, intending to help communities meet housing needs. This was done through a process of developing a housing capacity analysis, which would look at projected population growth over 20 years and the type and price of housing needed to accommodate that projected population growth.
- Available buildable land within the city was also considered, with several parameters or constraints related to steep slopes, flood plain, wetlands, creeks, and buffers, whether the land was developed or undeveloped, and if it was developed, whether or not it could potentially be further developed.
- Those two numbers were then rectified to determine whether the City had capacity to meet future needs.
- The next step would be the Housing Production Strategy, the final step to fully implement HB 2003. The City received funding from the State for that process, which

would start in the next two months. The City was required to update the Capacity Analysis and Production Strategy every six years.

- Projections showed the City needed about 1,000 new dwelling units over the next 20 years. About 200 acres of buildable land was available and could accommodate housing for the next 20 years, but five additional acres of multi-family zone land was needed to meet projected needs. One of the ordinances addressed the need by rezoning property to multi-family zoning.
- The final Housing Capacity Analysis needed to be adopted by the end of the calendar year.
- Metro housing rules required the City to have eight units per net buildable acre, with 50 percent of buildable acres permitting attached housing.
- Mr. Hastie and his team recommended strategies that could be carried over into the Housing Production Strategy phase of the project, which needed to be adopted by the end of 2024.
- The Comprehensive Plan was comprised of goals, the desired end or aspiration, policies, and the course of action the City intended to take. Any action taken by the City Council should be compatible with Comprehensive Plan policies.
- Recommended action measures got down to the specific actions the City would take to implement those policies. These measures should be revisited on a regular basis to keep them updated with the times.
- The Housing Capacity Analysis and the Buildable Lands Inventory would be adopted as supporting documents to Comprehensive Plan Goal 10.
- Property large enough to be rezoned for multi-family dwellings with owners willing to have it rezoned was located on Tamarisk Drive. Properties that could be developed for single-family for middle housing, such as duplexes, were the City's Public Works Yard and the property across the street from it and property off Parker Road.
- In response to a question from Councilor Groner, he acknowledged they would not meet full housing production needs by rezoning the identified properties, but those properties would now align with their Comprehensive Plan designation.

Mayor Bialostosky opened the public hearing and confirmed there were no public comments.

Council President Baumgardner expressed concern about whether the City would follow the Tree Code and consider access to public transit or other alternative transportation methods at the Tamarisk Road property.

Key questions were responded to as follows:

- The City could exact some infrastructure improvements out of developers when they develop properties. The City could then partner with the developer to do additional work and get more done with the funds available.
- The Water, Sanitary, and Stormwater Master Plans all showed that land within the City's current boundaries had sufficient capacity to accommodate the growth of the undeveloped lands. Current infrastructure was sufficient and just needed to be

upgraded, as opposed to being completely overhauled, to accommodate the projected 1,000 housing units.

- Mixed-used zoning could be used to meet housing targets. The identified properties previously mentioned were for residentially zoned land and did not account for mixed-use zoned lands. The five acres on Tamarisk could be supplemented through rezoning for mixed use with commercial zones.
- Of the 200 acres of buildable land inventory, 172 acres was currently in lower density zones, about 26 acres was in medium density zones, and a very small portion was in high density zones, creating the deficit in higher density zoning. The Tamarisk property would increase high density zones to 10 acres. Residential zones would then have 80 percent for single-family use and 20 percent for medium and high-density use (Page 29 of the Housing Capacity Analysis). These numbers were pre-adoption of middle housing zoning ordinances, allowing development of middle housing units in single-family zones.

**ORDINANCE 1747, ADOPTING THE 2021 WEST LINN HOUSING CAPACITY ANALYSIS AND BUILDABLE LANDS INVENTORY AS SUPPORTING DOCUMENTS TO THE WEST LINN COMPREHENSIVE PLAN AND ADOPTING TEXT AMENDMENTS TO WEST LINN COMPREHENSIVE PLAN GOAL 10: HOUSING**

Council President Mary Baumgardner moved to approve First Reading for Ordinance 1747, adopting the 2021 West Linn Housing Capacity Analysis and Buildable Lands Inventory as supporting documents to the West Linn Comprehensive Plan and adopting text amendments to West Linn Comprehensive Plan Goal 10: Housing, and set the matter for Second Reading. Councilor Leo Groner seconded the motion.

**Ayes: Mayor Rory Bialostosky, Council President Mary Baumgardner, Councilor Scott Erwin, Councilor Leo Groner, and Councilor Carol Bryck.**

**Nays: None.**

**The motion carried 5 - 0**

Council President Mary Baumgardner moved to approve Second Reading for Ordinance 1747, adopting the 2021 West Linn Housing Capacity Analysis and Buildable Lands Inventory as supporting documents to the West Linn Comprehensive Plan and adopting text amendments to West Linn Comprehensive Plan Goal 10: Housing, and adopt the ordinance. Councilor Leo Groner seconded the motion.

**Ayes: Mayor Rory Bialostosky, Council President Mary Baumgardner, Councilor Scott Erwin, Councilor Leo Groner, and Councilor Carol Bryck.**

**Nays: None.**

**The motion carried 5 - 0**

**ORDINANCE 1748, RELATING TO THE AMENDMENT OF WEST LINN COMPREHENSIVE PLAN MAP TO IMPLEMENT THE REQUIREMENTS OF OREGON HOUSE BILL 2003**

Council President Mary Baumgardner moved to approve First Reading for Ordinance 1748, relating to the amendment of West Linn Comprehensive Plan Map to implement the requirements of Oregon House Bill 2003, and set the matter for Second Reading Councilor Leo Groner seconded the motion.

**Ayes: Mayor Rory Bialostosky, Council President Mary Baumgardner, Councilor Scott Erwin, Councilor Leo Groner, and Councilor Carol Bryck.**

**Nays: None.**

**The motion carried 5 - 0**

Council President Mary Baumgardner moved to approve Second Reading for Ordinance 1748, relating to the amendment of West Linn Comprehensive Plan Map to implement the requirements of Oregon House Bill 2003, and adopt the ordinance. Councilor Leo Groner seconded the motion.

**Ayes: Mayor Rory Bialostosky, Council President Mary Baumgardner, Councilor Scott Erwin, Councilor Leo Groner, and Councilor Carol Bryck.**

**Nays: None.**

**The motion carried 5 - 0**

**ORDINANCE 1749, RELATING TO THE AMENDMENT OF WEST LINN ZONING MAP TO IMPLEMENT THE REQUIREMENTS OF OREGON HOUSE BILL 2003**

Council President Mary Baumgardner moved to approve First Reading for Ordinance 1749 and set the matter for second reading. Councilor Leo Groner seconded the motion.

**Ayes: Mayor Rory Bialostosky, Council President Mary Baumgardner, Councilor Scott Erwin, Councilor Leo Groner, and Councilor Carol Bryck.**

**Nays: None.**

**The motion carried 5 - 0**

Council President Mary Baumgardner moved to approve Second Reading for Ordinance 1749 and adopt the Ordinance. Councilor Leo Groner seconded the motion.

**Ayes: Mayor Rory Bialostosky, Council President Mary Baumgardner, Councilor Scott Erwin, Councilor Leo Groner, and Councilor Carol Bryck.**

**Nays: None.**

**The motion carried 5 - 0**

[Agenda Bill 2023-10-09-03: Highway 43 Land Use and Neighborhood Connectivity Plan Consultant Contract](#)

[Hwy 43 Information](#)

Associate Planner Myers gave the Staff report, included in the packet, noting that besides the goals outlined in the report, the project included a transportation analysis of the corridor and an analysis of what would happen to transportation in the corridor as changes to land use were made.

- Two consulting firms were interviewed and scored for the project bid, with the job being awarded to MIG. Matt Hastie would be the project manager.
- The largest part of the project for the City would be the public engagement plan, which should take about a year to complete. Staff would conduct many of the community outreach events, and MIG would do the transportation analysis and other technical work.
- The entire project would take about two years and should be completed in the fall of 2025.

Key questions were answered as follows:

- Community members or business owners who want to participate in the project could sign up for updates on the website or email Planner Myers directly. The Youth Council would also provide input on the project, as Mr. Myers would attend its monthly meetings.
- Regarding funding through a Tax Increment Finance (TIF) District, the City had already requested a quote for a Highway 43 feasibility analysis from Elaine Howard, who produced the last study.

Mayor Bialostosky noted the contract was for \$199,992, requiring Council authorization.

Council President Mary Baumgardner moved to approve the scope and fee for professional planning services with MIG Inc. in the amount of \$199,992 and authorize the City Manager to sign the executed contract. Councilor Leo Groner seconded the motion.

**Ayes: Mayor Rory Bialostosky, Council President Mary Baumgardner, Councilor Scott Erwin, Councilor Leo Groner, and Councilor Carol Bryck.**

**Nays: None.**

**The motion carried 5 - 0**

[Agenda Bill 2023-10-09-04: Arts and Culture Commission Programming Funds](#)

[Arts & Culture Information](#)

Community Services Director Erickson presented the Staff report, included in the packet. He provided background information, noting that when the Arts and Culture Commission was

revised, the City Council at the time changed two components – that it was now going to be the City Council’s decision to acquire art for the City instead of the City Manager, and that Public Works improvements could be funded from the Percentage of the Arts. The Arts and Culture Commission has changed over time, with no original members remaining. Because the Commission was an advisory board to Council, and Council made the decisions about what they would do or acquire, the Commission was asking Council to consider approving \$15,000 annually for them to be able to do programming around arts and culture. The bylaws and mission statements included ideas around programming, cultural events, and art events in the City. This Commission was interested in doing that, but they had to get approval from Council because they were advisory to Council. This funding would give them the opportunity to do arts and culture programming and require an end-of-year report on what the funds were used for.

He answered clarifying questions and responded to key questions as follows:

- No permanent acquisitions had been made in the time he had been in this position.
- The Commission created an exhibit on West Linn artists, currently on display at the library. A reception was scheduled for Saturday at 3:00 pm at the library. The funding would create other events like this and West Linn Rocks to engage children, youth, and members of underrepresented communities. They would like to hold cultural series, bringing in authors to speak on various cultural events, as well as other forms of performance art.
- Murals in the City were done by the schools, led by the PTO/PTA. The Commission had discussed creating murals at the renewed Robinwood Station and other places.
- The Commission would like to locate art in the community, both city-owned and in other spaces, to create an art walk so people could recognize the art in the community and where it could be found.

Individuals could go to the Commission with a request or a suggestion of programming. Several community members already attend meetings at times and have made suggestions to the Commission.

### Public Comment

Karie Oakes, West Linn, spoke about a public art experience at Portland State University, in conjunction with a dance company, with the dancer leading a free workshop on Afro-Caribbean dance for the public. She believed the funding should be spent on artists and original art, with the artist being paid and educating and interacting with the community.

Councilor Bryck believed the Commission would be the selection committee to determine what the money should be spent on.

Community Services Director Erickson believed Ms. Oakes’ suggestions was what the Commission was trying to do. Art was more than just the installation that sits for years and

years. It was also the memory and emotion that comes with it. This Commission was trying to engage both professional artists and those that have an appreciation for art.

Council continued to discuss the funding request and the purposes and intent of Commission, expressing support for the funding request.

Council President Mary Baumgardner moved to approve the City of West Linn Arts and Culture Commission spending up to \$15,000 a year on Arts and Culture related public programming and reporting annually to the West Linn City Council on how the resources were used. Councilor Leo Groner seconded the motion.

**Ayes: Mayor Rory Bialostosky, Council President Mary Baumgardner, Councilor Scott Erwin, Councilor Leo Groner, and Councilor Carol Bryck.**

**Nays: None.**

**The motion carried 5 - 0**

#### **[Mayor and Council Reports \[8:25 pm/15 min\]](#)**

#### **[Appoint Transportation Advisory Board Member](#)**

Mayor Bialostosky placed before Council appointment of Thomas Reuss and Richard Larson to the Transportation Advisory Board.

Council President Mary Baumgardner moved to approve the Mayor's appointments. Councilor Leo Groner seconded the motion.

**Ayes: Mayor Rory Bialostosky, Council President Mary Baumgardner, Councilor Scott Erwin, Councilor Leo Groner, and Councilor Carol Bryck.**

**Nays: None.**

**The motion carried 5 - 0**

#### **[Reports from Community Advisory Groups](#)**

Councilor Bryck attended the upper Clackamas River watershed tour conducted by the Clackamas River Water Providers on Saturday. The tour included the city of Estacada and discussions of the fires and some of their capital projects for water and wastewater. They also saw Portland General Electric's (PGE) fish sorting facility at the dams. Representatives from all the water providers along the river were present.

Mayor Bialostosky also attended the watershed tour, noting that Estacada had doubled in population in ten years. The most memorable part of the tour for him was the fish sorting facility.

Councilor Erwin reminded that the Community Rec Center survey was open and could be accessed through the City website and the recent newsletter publication. It would be active through October 16. The official October Art Reception would be October 14 at the library from 3:00 to 5:00 pm.

### Council Liaison Appointments

Mayor Bialostosky placed before Council appointing Councilor Bryck to the Utility Advisory Board, Water and Environmental Services Advisory Committee, and the Audit Committee to replace Mayor Bialostosky and the South Fork Water Board and Neighborhood Association Presidents to replace Councilor Erwin.

Council President Mary Baumgardner moved to approve the Mayor's appointments. Councilor Leo Groner seconded the motion.

**Ayes: Mayor Rory Bialostosky, Council President Mary Baumgardner, Councilor Scott Erwin, Councilor Leo Groner, and Councilor Carol Bryck.**

**Nays: None.**

**The motion carried 5 - 0**

### City Manager Report [8:40 pm/5 min]

City Manager Williams reported that the Rec Center Survey had over 1,200 responses to date. The consultant team, Staff, and Steering Committee were putting together a couple of options and associated costs about what a rec center would look like, its cost, and how to fund its operations and maintenance. They expected to have an update for Council in November.

- The pumpkin event was currently happening and was probably the most popular event at City Hall all year. Councilors were invited to pick up a pumpkin through Wednesday to carve. The pumpkins would be used as decorations for the Boo Path at Mary S. Young Park on Friday and Saturday nights of this week.
- The new roundabout at 10<sup>th</sup> and Willamette Falls Drive was open and easy to use. Work was continuing on the entire project, including the Salamo Road multi-use path and lane revisions. The area would still have some traffic issues, but he believed the roundabout would work well. He had already received a lot of positive feedback about it.
- Ballots would be arriving in West Linn mailboxes this week. One Council seat and the levy for West Linn-Wilsonville Middle School District were on the ballot.
- The print newsletter was distributed to over 12,000 mailboxes recently and had received positive feedback.
- The next City Council meeting was next Monday, October 16. The agenda would include a discussion with the City's lobbyist, Doug Riggs, about tolling policy, as policies had changed, and the City's position needed to be updated. Council rules and changes to

Planning Code that were needed to administer the Code correctly were also on the agenda.

- He was attending the League of Oregon City conference on Thursday and Friday.
- A fundraiser at the McLean House for Maui was scheduled for October 14 at 3:00 pm, and tickets were still available.
- The new Parks and Recreation Director, Megan Big John, would start the position next Monday. The outgoing director, Ken Warner, was leaving the City's employment after 30 years.
- A joint meeting with the Budget Committee to discuss the budget and revenue was scheduled for October 17 at 2:00 pm.

#### **[City Attorney Report \[8:45 pm/5 min\]](#)**

City Attorney Monahan reported that he and Planning Manager Wyss had been working over the last year to identify items in the Code that need to be cleaned up, and they now needed Council direction as to whether to pursue the work. One example was whether a person filing a land use appeal should indicate what the issue was so Staff could bring proper materials to the Planning Commission or City Council. Since Planner Wyss could not attend next week's meeting, he would make the presentation and take feedback to Planner Wyss.

City Manager Williams clarified the initial conversation would be in a work session and lead to a discussion with the Planning Commission and development of the docket. The goal of this initial conversation was to determine whether these items were of interest to Council. Staff would then flush them out to have them ready for the next joint meeting with the Planning Commission.

City Attorney Monahan commented that Staff had not done the work to do the analysis to develop potential options for Council's consideration.

Mayor Bialostosky noted he had driven through the roundabout today, and traffic was moving much faster than before. He had also met with the mayor of Oregon City to discuss a potential joint meeting on November 7 to talk about tolling and other issues.

#### **[Adjourn \[8:50 pm\]](#)**

Notes approved 11-13-23.



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

## CITY COUNCIL AGENDA

Monday, October 9, 2023

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5:30 p.m. – Pre-Meeting – Bolton Room & Virtual\*

6:00 p.m. – Business Meeting – Council Chambers & Virtual\*

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1. Call to Order and Pledge of Allegiance [6:00 pm/5 min]
2. Approval of Agenda [6:05 pm/5 min]
3. Public Comments [6:10 pm/10 min]
4. Announcements, Proclamations, and Recognitions [6:20 pm/15 min]
  - a. American Medical Response Star of Life Award Winner Sean Fuller
  - b. Oregon City-West Linn Rivalry Proclamation
5. Scheduled Presentations to the Council [6:35 pm/15 min]
  - a. Senator Rob Wagner
6. Consent Agenda [6:50 pm/5 min]
  - a. Agenda Bill 2023-10-09-01: Meeting Notes for September 18, 2023
7. Business Meeting [6:55 pm/90 min]
  - a. Agenda Bill 2023-10-09-02: Public Hearing: House Bill 2003 Implementation
    - i. ORDINANCE 1747, ADOPTING THE 2021 WEST LINN HOUSING CAPACITY ANALYSIS AND BUILDABLE LANDS INVENTORY AS SUPPORTING DOCUMENTS TO THE WEST LINN COMPREHENSIVE PLAN AND ADOPTING TEXT AMENDMENTS TO WEST LINN COMPREHENSIVE PLAN GOAL 10: HOUSING
    - ii. ORDINANCE 1748, RELATING TO THE AMENDMENT OF WEST LINN COMPREHENSIVE PLAN MAP TO IMPLEMENT THE REQUIREMENTS OF OREGON HOUSE BILL 2003
    - iii. ORDINANCE 1749, RELATING TO THE AMENDMENT OF WEST LINN ZONING MAP TO IMPLEMENT THE REQUIREMENTS OF OREGON HOUSE BILL 2003

- b. Agenda Bill 2023-10-09-03: Highway 43 Land Use and Neighborhood Connectivity Plan Consultant Contract
    - c. Agenda Bill 2023-10-09-04: Arts and Culture Commission Programming Funds
- 8. Mayor and Council Reports [8:25 pm/15 min]
  - a. Appoint Transportation Advisory Board Member
  - b. Reports from Community Advisory Groups
- 9. City Manager Report [8:40 pm/5 min]
- 10. City Attorney Report [8:45 pm/5 min]
- 11. Adjourn [8:50 pm]

# PROCLAMATION

## “Oregon City - West Linn Rivalry Day”

**Whereas**, the Cities of Oregon City and West Linn wish to recognize the efforts of their citizens to create and maintain a positive family environment where children can learn the value of constructive competition; and

**Whereas**, the Cities of Oregon City and West Linn value tradition and history as essential parts of their communities; and

**Whereas**, Oregon City High School and West Linn High School, formerly known as Union High School, have competed valiantly in the sport of football continuously since 1921 (except during the pandemic of 2020); and

**Whereas**, on October 27, 2023, the teams representing these schools will renew their annual rivalry for the 103rd time; and

**Whereas**, this is the longest continuously-played rivalry west of the Mississippi and therefore worthy of recognition; and

**Whereas**, the City Commission of Oregon City desires that the Pioneers again defeat the Lions and the City Council of West Linn desires that the Lions again defeat the Pioneers.

**Now Therefore**, we, the City Commission of Oregon City and the City Council of West Linn, hereby recognize and commend all citizens who have participated in this annual gridiron classic and support the efforts of the current teams by proclaiming October 27, 2023, to be “Oregon City-West Linn Rivalry Day.” We further recommend, in the spirit of the day, that all citizens wear clothing of the appropriate colors, and refrain from crossing the river, unless business requires, until game time.

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The Honorable Denyse McGriff, Mayor  
City of Oregon City

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The Honorable Rory Bialostosky, Mayor  
City of West Linn

October 2023

# **PROCLAMATION**

## **City of West Linn, Oregon**

**WHEREAS**, the City of West Linn recognizes that the Indigenous People of the lands that would later become known as the Americas have occupied these lands since time immemorial; and

**WHEREAS**, the City recognizes the fact that West Linn is built upon the homelands and villages of the Indigenous Peoples' of this region and affirms the legal rights of the nine federally recognized tribal nations in the State of Oregon and those seeking to reestablish federal recognition and all Indigenous Peoples everywhere; and

**WHEREAS**, the City recognizes the value of many contributions made to our community through Indigenous Peoples' knowledge, labor, spirituality, technology, science, philosophy, arts and the deep cultural contribution that substantially shaped the character of West Linn; and

**WHEREAS**, the City has a responsibility to oppose the systematic racism towards Indigenous Peoples in the United States, which perpetuates high rates of poverty and income inequality, exacerbates disproportionate health, education, and social stability; and

**WHEREAS**, the City promotes the closing of the equity gap for Indigenous Peoples through policies and practices that reflect the experiences of Indigenous Peoples, ensuring greater access and opportunity, and honoring our nation's Indigenous history and contributions; and

**WHEREAS**, Indigenous Peoples' Day was first proposed in 1977 by a delegation of Native Nations to the United Nations sponsored International Conference on Discrimination against Indigenous Populations in the Americas; and

**WHEREAS**, the United States endorsed the United Nations Declaration on the Rights of Indigenous Peoples (the "Declaration") on December 16, 2010 and the Declaration recognizes that "indigenous peoples have suffered from historic injustices as a result of, inter alia, their colonization and dispossession of their lands, territories and resources"; and

**WHEREAS**, Article 15 of the Declaration recognizes the right of indigenous peoples "to the dignity and diversity of their cultures, traditions, histories and aspirations which shall be appropriately reflected in education and public information" and places an obligation on States to "take effective measures, in consultation and cooperation with the indigenous peoples concerned, to combat prejudice and eliminate discrimination and to promote tolerance, understanding and good relations among indigenous peoples and all other segments of society".

**NOW, THEREFORE, BE IT PROCLAIMED BY THE CITY COUNCIL OF THE CITY OF WEST LINN**, that Monday, October 9, 2023, is

## **INDIGENOUS PEOPLES' DAY**

in the City of West Linn and we encourage all residents, businesses, organizations, and public institutions to acknowledge, honor, value, and celebrate Indigenous Peoples' historic and current contributions locally and beyond, while also recognizing the ongoing and interconnected struggles of all Indigenous communities locally and beyond.

DATED THIS 9TH DAY OF OCTOBER, 2023

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MAYOR RORY BIALOSTOSKY

ATTEST:

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KATHY MOLLUSKY, CITY RECORDER



## Agenda Bill 2023-10-09-01

Date: September 25, 2023

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

From: Kathy Mollusky, City Recorder *KM*

Through: John Williams, City Manager *JRW*

Subject: Draft Meeting Notes

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**Purpose:** Approval of City Council Meeting Notes.

**Question(s) for Council:**

Does Council wish to approve the attached City Council Meeting Notes?

**Public Hearing Required:** None required.

**Background & Discussion:**

The attached City Council Meeting Notes are ready for Council approval.

**Budget Impact:** N/A

**Sustainability Impact:**

Council continues to present its meeting notes online, reducing paper waste.

**Council Goal/Priority:**

Guiding Principle #0: Core Services of West Linn City Government. Continue to record and document the proceedings of the West Linn City Council. Guiding Principle #3: Sustainability. Incorporate environmentally sustainable practices in City activities and decision making, including reducing waste generation and energy consumption.

**Council Options:**

1. Approve the Council Meeting Notes.
2. Revise and approve the Council Meeting Notes.

**Staff Recommendation:**

Approve Council Meeting Notes.

**Potential Motions:**

Approving the Consent Agenda will approve these notes.

**Attachments:**

1. September 18, 2023 Council Meeting Notes



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

# WEST LINN CITY COUNCIL MEETING NOTES September 18, 2023

## [Call to Order \[6:00 pm\]](#)

### **Council Present:**

Mayor Rory Bialostosky, Council President Mary Baumgardner, Councilor Carol Bryck, Councilor Scott Erwin, and Councilor Lou Groner.

### **Staff Present:**

City Manager John Williams, City Attorney Bill Monahan, City Recorder Kathy Mollusky, Associate Planner John Floyd, and Planning Manager Darren Wyss.

## [Approval of Agenda \[6:05 pm/5 min\]](#)

Council President Mary Baumgardner moved to approve the agenda for the September 18, 2023, West Linn City Council Meeting. Councilor Lou Groner seconded the motion.

**Ayes: Mayor Rory Bialostosky, Council President Mary Baumgardner, Councilor Carol Bryck, Councilor Scott Erwin, and Councilor Lou Groner.**

**Nays: None.**

**The motion carried 5 - 0**

### [Public Comments \[6:10 pm/10 min\]](#)

Alice Richmond read a Lake Oswego newspaper article about emergency preparedness and held up a bag with the items she received from the Lake Oswego emergency preparedness fair; she would like West Linn to have one.

### [Lifesaving Awards \[6:20 pm/15 min\]](#)

#### **Police Officer Zachary Nelson**

#### **Police Officer Matthew Goode**

Police Chief Mahuna read commendations for two police officers who had acted swiftly in an emergency to administer CPR and medical attention which resulting in saving a life. He then proceeded to award Police Officers Nelson and Goode a Lifesaving Award.

#### **Police Officer Jabral Johnson**

Police Chief Mahuna read a commendation for Police Officer Johnson who (while off duty) entering a burning building and removed an unconscious woman from her apartment, saving her life. He then proceeded to award him a Lifesaving Award.

### [Consent Agenda \[6:35 pm/5 min\]](#)

#### **Agenda Bill 2023-09-08-01: Meeting Notes for August 7 and September 11, 2023**

#### **Draft Notes Information**

Council President Mary Baumgardner moved to approve the Consent Agenda for the September 18, 2023, West Linn City Council Meeting which includes the August 7 and September 11, meeting notes. Councilor Lou Groner seconded the motion.

**Ayes: Mayor Rory Bialostosky, Council President Mary Baumgardner, Councilor Carol Bryck, Councilor Scott Erwin, and Councilor Lou Groner.**

**Nays: None.**

**The motion carried 5 - 0**

### [Business Meeting \[6:40 pm/40 min\]](#)

#### **Agenda Bill 2023-09-08-02: Public Hearing: Clear and Objective Code Compliance Project**

#### **Clear & Objective Code Information**

Mayor Bialostosky called to order the legislative public hearing on CDC-23-02, a proposal to amend the West Linn Community Development Code. The proposal will update residential standards, procedures, and criteria necessary to comply with Oregon Revised Statute 197.307(4) that requires the use of clear and objective language. He explained how the hearing would proceed.

City Attorney Monahan explained the Council's decision must be based on consideration of: 1) the statewide planning goals and administrative rules adopted under ORS Chapter 197, 2) applicable federal or state statutes or rules, 3) applicable plans and rules adopted by Metro, and 4) on the City's comprehensive plan and development code. Failure to raise an issue during the City's hearing on this matter precludes an appeal to the Land Use Board of Appeals (LUBA) based on that issue. Any party with standing may appeal the decision of the City Council to LUBA according to the rules adopted by that Board. Persons with standing include those who submit written comments or present oral arguments.

No Council members declared a potential or actual conflict of interest nor were there any challenges to impartiality of any member of the Council from the audience.

### Staff Presentation

Associate Planner Floyd gave the staff presentation explaining the project is necessary to comply with the state statute that requires clear and objective standards, conditions, and procedures for all residential development. Local standards may be voided and deemed not enforceable if they are not clear and objective. They must be reasonable and not create substantial burdens, unreasonable cost, or delay. The state statute allows an optional discretionary review path which allows applicants with unusual situations to demonstrate how they have met the intent of the guidelines. He spoke about how many meetings have occurred regarding this, the Planning Commission recommendation, community recommendations, and the City Attorney's recommendation.

### [Presentation](#)

In response to Council Groner's question of an example of one of the most difficult sections, Associate Planner Floyd responded probably the traffic impact analysis section. There was a lot of fuzzy language so they tried to put forward some very specific criteria. The City has created some senior housing subsets that are not defined in state statute, so they tried to keep the intent clear. How households are defined was subjected to some spirited conversation at the Planning Commission.

Cathy Corliss, Principle at MIG, thought one of the challenges was the residential design standards and coming up with clear and objective standards that captured the spirit of what West Linn was trying to do with this design standard.

Kate Rogers, MIG consultant, thought in the land divisions, subdivision sections. When the Code has not been updated, it defers to the city engineer; if the city engineer approves it, then it is acceptable. That type of discretion to staff no longer works under the state statute. Trying to convert those to clear standards is challenging.

Associate Planner Floyd added the definition of significant tree was challenging. The Code states that the City Arborist determines which trees are significant which gave them a lot of

discretion. This was refined down to the trees protected by the City's tree ordinance so there is a consistency; trees protected during development are also protected during non-development activities.

In response to Councilor Bryck's question about this giving the City a new starting point, so if there are other parts in the code that need to be looked at, we are starting at a point where it has clear and objective language; Associate Planner Floyd responded, we are affecting 30 chapters of the Community Development Code which is substantial. We are really looking at the residential standards only. This establishes a baseline. We may have missed a thing or two; however, this brings us so much closer to compliance.

In response to Council President Baumgardner's question of what kinds of problems this will prevent going forward, Associate Planner Floyd responded this helps protect the community vision. Currently, there are a lot of legal challenges across the state. As the demand for housing increases, people are looking to build housing as fast as possible. The City's role is to make sure that housing is constructed, but in a manner that is consistent with our vision, environmental protection, for aesthetics, and how it interfaces with the neighbors. One benefit is it preserves the City authority to require aesthetics and protections. If the standards are not clear and objective, this requirement is waived. The community needs to know what is required of them or people building next door. For the community, the Code is hard to read, they want to know what they have to do. The standard says it must be compatible with adjacent development and must preserve significant trees; these changes make it easier for the community to read.

Mayor Bialostosky brought up a previous appeal hearing in 2021. He read the findings where it was stated the Code was subjective and may not be applied to the residential application. It was frustrating at the time. Mike Robinson, land use attorney, caught it so Council prioritized this project so they can enforce the Code.

#### Public Testimony

No oral testimony.

Council President Baumgardner read CJ Koll's letter submitted.

[Public Comment - CJ Koll](#)

[Public Comment - Karie Oakes](#)

#### Questions of Staff

There were none.

Mayor Bialostosky closed the public hearing.

Mayor Rory Bialostosky moved to approve First Reading for Ordinance 1745 adopting text amendments to the West Linn Community Development Code Chapters 2, 8, 9, 10, 11, 12, 13, 14, 15, 16, 18, 19, 21, 22, 23, 24, 36, 38, 41, 43, 46, 48, 54, 55, 58, 59, 85, 91, 92, & 99 with the

following amendments. Amending Chapter 2.040 to define WRA as Water Resource Area and defining the Urban Growth Management Functional Plan as UGMFP, and set the matter for Second Reading. Council President Mary Baumgardner seconded the motion.

**Ayes: Mayor Rory Bialostosky, Council President Mary Baumgardner, Councilor Carol Bryck, Councilor Scott Erwin, and Councilor Lou Groner.**

**Nays: None.**

**The motion carried 5 - 0**

Mayor Rory Bialostosky moved to approve Second Reading for Ordinance 1745 adopting text amendments to the West Linn Community Development Code Chapters 2, 8, 9, 10, 11, 12, 13, 14, 15, 16, 18, 19, 21, 22, 23, 24, 36, 38, 41, 43, 46, 48, 54, 55, 58, 59, 85, 91, 92, & 99, with the following amendments. Amending Chapter 2.040 to define WRA as Water Resource Area and defining the Urban Growth Management Functional Plant as UGMFP, and adopt the ordinance. Council President Mary Baumgardner seconded the motion.

**Ayes: Mayor Rory Bialostosky, Council President Mary Baumgardner, Councilor Carol Bryck, Councilor Scott Erwin, and Councilor Lou Groner.**

**Nays: None.**

**The motion carried 5 - 0**

Mayor Bialostosky stated this was a monumental day for the City in terms of rewriting the Code to make it clear and objective. The amount of numbers just read is evidence of how substantial this packet is and it is concerning that many Codes were not clear and objective.

[Adjourn to Work Session \[7:10 pm\]](#)

Draft Notes.

[Call to Order Work Session \[7:15 pm\]](#)

[House Bill 2003 Implementation \[7:20 pm/30 min\]](#)

Planning Manager Wyss gave the staff presentation.

[HB 2003 Information](#)

[Mayor and Council Reports \[7:50 pm/30 min\]](#)

[Pages 17-18 from RTAC Meeting](#)

[Reports from Community Advisory Groups](#)

[Council Liaison Redistribution Discussion](#)

[City Manager Report \[8:20 pm/5 min\]](#)

[Adjourn \[8:25 pm\]](#)

DRAFT

**Agenda Bill 2023-10-09-02**

Date Prepared: September 25, 2023

For Meeting Date: October 9, 2023

To: Rory Bialostosky, Mayor  
West Linn City Council

Through: John Williams, City Manager *JRW*

From: Darren Wyss, Planning Manager *DSW*

Subject: House Bill 2003 Implementation Public Hearing

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**Purpose:**

To hold a public hearing and consider adoption of Ordinances 1747, 1748, and 1749 and implement requirements of Oregon House Bill 2003 (HB2003).

**Question(s) for Council:**

Should Council adopt the 2021 West Linn Housing Capacity Analysis and Buildable Lands Inventory, proposed amendments to West Linn Comprehensive Plan Goal 10: Housing, and proposed amendments to the West Linn Comprehensive Plan and Zoning Maps as recommended by the Planning Commission?

**Public Hearing Required:**

Yes

**Background & Discussion:**

In 2019 the Oregon Legislature enacted [Oregon House Bill 2003 \(HB2003\)](#), which requires jurisdictions to update their Housing Capacity Analysis and develop an associated Housing Production Strategy. The aim is to help communities meet the housing needs of Oregonians. The City has approached implementation of HB2003 as a two phase process. Phase 1 was completed in 2021. To complete Phase 1, the City secured grant funding from the Department of Land Conservation and Development (DLCD) to conduct the technical analysis that led to recommendations on actions the City will need to take in order to meet the requirements put in place by HB2003. As part of the Phase 1 work, the City Council appointed a limited duration [Project Advisory Committee](#) to review consultant work products and provide feedback. The committee met five times from December 2020 to May 2021 and reviewed all tasks associated with the project.

The outcome of HB2003 Phase 1 was a [Housing Capacity Analysis \(HCA\)](#) compliant with Oregon Revised Statutes and Oregon Administrative Rules, recommended Comprehensive Goal 10 policy amendments, and [recommended strategies](#) the City could implement to encourage development of needed housing in the future. The primary substance of the HCA is a housing need forecast and a buildable lands inventory. Comparing the two shows the City has enough capacity overall but lacks available land to meet multi-family housing needs (five-acres deficient). This deficiency requires the City to rezone five-acres of low density residential land to multi-family residential land.

The purpose of Phase 2 is to finalize all necessary legislative amendments to comply with HB2003. City Council appointed the Planning Commission as the working group for Phase 2. The City secured additional grant funds from DLCD to hire a consultant team to help finalize proposed West Linn Comprehensive Plan Goal 10: Housing amendments, identify five-acres to rezone to multi-family housing, and attend Planning Commission work sessions to review materials.

The outcome of Phase 2 includes the following materials proposed for legislative adoption:

1. West Linn Comprehensive Plan Goal 10: Housing amendments
2. 2021 West Linn HCA and BLI
3. Comprehensive Plan Map amendment from Low-Density Residential to Medium-High Density Residential and Zoning Map amendment from R-10/R-15, Residential to R-2.1, Residential at 1200 Tamarisk Drive. This action will rectify the five-acre deficiency in multi-family zoned land.
4. Zoning Map amendment to apply R-7, Residential zoning to a residential property annexed in 1998, but never zoned (3637/3939 Parker Road). The property has an existing Comprehensive Plan Map designation of Low-Density Residential, which aligns with R-7 zoning.
5. Zoning Map amendment to apply R-4.5 zoning to two properties (4100 Norfolk Street/4192 Sussex Street) to align the zoning with the existing Comprehensive Plan Map designation of Medium-Density Residential.

The Planning Commission held three work sessions to review the materials proposed for adoption. The focus of the April 5, 2023 work session was to review proposed Comprehensive Plan Goal 10 amendments and collect PC recommendations on language additions or deletions. Staff and the consultant team utilized the information found in the HCA to help inform the proposed amendment language, as well as responses to two surveys conducted during Phase 1. The survey questions focused on [Housing Needs and Conditions](#) and [Housing Strategies](#).

[Work Session 1 Packet](#)

[Work Session 1 Summary Notes](#)

[Work Session 1 Video](#)

The second work session was held on June 7, 2023. The focus of the June 7<sup>th</sup> work session was a second review of proposed Comprehensive Plan Goal 10 amendments. Minor changes were made based on PC feedback at the April 5<sup>th</sup> work session. Staff and the consultant team also discussed the Metropolitan Housing Rule (OAR 660-007-0035).

[Work Session 2 Packet](#)

[Work Session 2 Summary Notes](#)

[Work Session 2 Video](#)

The third work session was held on July 19, 2023. The primary focus of the meeting was proposed Comprehensive Plan Map and Zoning Map changes. The Planning Commission was also provided one more opportunity to edit proposed Comprehensive Plan Goal 10 amendments. At the conclusion of the meeting, there was consensus to bring the proposal into the legislative adoption process.

[Work Session 3 Packet](#)

[Work Session 3 Summary Notes](#)

[Work Session 3 Video](#)

The Planning Commission held its legislative public hearing on August 16, 2023 and voted unanimously to recommend adoption of the proposed amendments to implement HB2003.

[Public Hearing Packet](#)

[Public Hearing Summary Notes](#)

[Public Hearing Video](#)

Council held a work session on the proposal at its September 18, 2023 meeting. Staff gave a presentation and Council asked a few clarifying questions. At the public hearing, Council will have the opportunity to make a final decision or continue the hearing if more feedback or information is needed.

**Budget Impact:**

No immediate impact.

**Sustainability Impact:**

Provide opportunity for additional dwelling units to be constructed within the community, thus helping to avoid urban growth boundary expansion and the associated infrastructure expansion costs/impacts.

**Council Options:**

1. Adopt Ordinances as presented in Attachments; or
2. Adopt Ordinances with changes; or
3. Do not adopt one or more Ordinances.

**Staff Recommendation:**

Approve PLN-23-01, as recommended by the Planning Commission, by adopting the three Ordinances (1747, 1748, and 1749) following a public hearing.

**Potential Motion:**

1. Move to adopt Ordinance 1747 as recommended by the Planning Commission
2. Move to adopt Ordinance 1748 as recommended by the Planning Commission
3. Move to adopt Ordinance 1749 as recommended by the Planning Commission

**Attachments:**

1. Ordinance 1747 – Adoption of the 2021 West Linn Housing Capacity Analysis and Buildable Lands Inventory and Adoption of Text Amendments to West Linn Comprehensive Plan Goal 10: Housing
2. Ordinance 1748 – Adoption of West Linn Comprehensive Plan Map Amendments
3. Ordinance 1749 – Adoption of West Linn Zoning Map Amendments
4. Planning Commission Recommendation, dated August 17, 2023
5. Planning Commission Staff Report and Findings, August 16, 2023
6. Affidavit of Notice for City Council Public Hearing

**ORDINANCE NO. 1747**

**AN ORDINANCE ADOPTING THE 2021 WEST LINN HOUSING CAPACITY ANALYSIS AND BUILDABLE LANDS INVENTORY AS SUPPORTING DOCUMENTS TO THE WEST LINN COMPREHENSIVE PLAN AND ADOPTING TEXT AMENDMENTS TO WEST LINN COMPREHENSIVE PLAN GOAL 10: HOUSING**

Annotated to show deletions and additions to the sections being modified. Deletions are ~~lined through~~ and additions are **bold underlined**.

**WHEREAS**, Chapter II, Section 4, of the West Linn City Charter provides: Powers of the City. The City shall have all powers which the Constitution, statutes and common law of the United States and of this State now or hereafter expressly or implied grant or allow the City, as fully as though this Charter specifically enumerated each of those powers; and

**WHEREAS**, in 2019, in response to the state's housing crisis, the Oregon Legislature enacted House Bill 2003 to require communities to address needed housing; and

**WHEREAS**, the City of West Linn initiated a two-phase project to implement the requirements of House Bill 2003; and

**WHEREAS**, the City Council appointed a working group in Phase 1 that reviewed technical documents and proposed comprehensive plan text amendments; and

**WHEREAS**, the City Council appointed the West Linn Planning Commission as the working group in Phase 2 to make a recommendation on proposed amendments to implement House Bill 2003; and

**WHEREAS**, the West Linn Planning Commission held three work sessions on April 5, 2023, June 21, 2023, and July 19, 2023 to discuss proposed amendments; and

**WHEREAS**, the West Linn Planning Commission held a public hearing, which was noticed in accordance with City standards, on August 16, 2023, and recommended approval of the proposed House Bill 2003 amendments; and

**WHEREAS**, the West Linn City Council held a public hearing, which was noticed in accordance with City standards, on October 9, 2023, to consider the Planning Commission recommendation, receive public testimony, and evaluate the decision-making criteria; and

**WHEREAS**, the Council's decision is based on the findings contained in these Whereas Clauses, together with findings, conclusions, and substantial evidence found in the associated land use record file PLN-23-01, which is incorporated by this reference.

**NOW, THEREFORE, THE CITY OF WEST LINN ORDAINS AS FOLLOWS:**

**SECTION 1. 2021 West Linn Housing Capacity Analysis.** The 2021 West Linn Housing Capacity Analysis, attached as Exhibit A, is adopted as a supporting document to the West Linn Comprehensive Plan.

**SECTION 2. 2021 West Linn Buildable Lands Inventory.** The 2021 West Linn Buildable Lands Inventory, attached as Exhibit B, is adopted as a supporting document to the West Linn Comprehensive Plan.

**SECTION 3. West Linn Comprehensive Plan Goal 10: Housing.** West Linn Comprehensive Plan Goal 10: Housing is amended to include new text and rescind existing text as shown in Exhibit C. Exhibit C may be reformatted, and sections may be renumbered, or re-lettered. The City Recorder or designee is authorized to correct any cross-references and any typographical errors.

**SECTION 4. Severability.** The sections, subsections, paragraphs, and clauses of this ordinance are severable. The invalidity of one section, subsection, paragraph, or clause shall not affect the validity of the remaining sections, subsections, paragraphs, and clauses.

**SECTION 5. Savings.** Notwithstanding this amendment/repeal, the City ordinances in existence at the time any criminal or civil enforcement actions were commenced, shall remain valid and in full force and effect for purposes of all cases filed or commenced during the times said ordinance(s) or portions of the ordinance were operative. This section simply clarifies the existing situation that nothing in this Ordinance affects the validity of prosecutions commenced and continued under the laws in effect at the time the matters were originally filed.

**SECTION 6. Codification.** Provisions of this Ordinance shall be incorporated in the City Code and the word "ordinance" may be changed to "code", "article", "section", "chapter" or another word, and the sections of this Ordinance may be renumbered, or re-lettered, provided however that any Whereas clauses and boilerplate provisions (i.e. Sections 4-6) need not be codified and the City Recorder or the designee is authorized to correct any cross-references and any typographical errors.

**SECTION 7. Effective Date.** This ordinance shall take effect on the 30<sup>th</sup> day after its passage.

The foregoing ordinance was first read by title only in accordance with Chapter VIII, Section 33(c) of the City Charter on the \_\_\_\_ day of \_\_\_\_\_, 2023, and duly PASSED and ADOPTED this \_\_\_\_ day of \_\_\_\_\_, 2023.

\_\_\_\_\_  
RORY BIALOSTOSKY, MAYOR

ATTEST:

\_\_\_\_\_  
KATHY MOLLUSKY, CITY RECORDER

APPROVED AS TO FORM:

\_\_\_\_\_  
CITY ATTORNEY



**CITY OF WEST LINN, OR**

**HOUSING CAPACITY ANALYSIS  
(OREGON STATEWIDE PLANNING GOAL 10)**

**20-YEAR HOUSING NEED  
2020 - 2040**

June 2021



# Acknowledgments

Johnson Economics prepared this report for the City of West Linn. Johnson Economics and the City of West Linn thank the many people who helped to develop this document.

## **Advisory Committee**

Bill Relyea, City Council  
Carrie Pellett, Planning Commission  
Vicki Olson, Committee for Citizen Involvement  
Rich Nowacki, Historic Review Board  
Drew Hanson, Economic Development Committee  
CJ Koll, Neighborhood Assoc. Presidents Group  
Jill Smith, Clackamas Co. Health, Housing, and Human Services  
Joe Vennes, Clackamas Co. Health, Housing, and Human Services  
Jean Dalquist, Fair Housing Council of Oregon  
Erin Maxey, Habitat for Humanity  
Erin Dey, DevNW  
Noelle Brooks, West Linn Chamber of Commerce  
Darren Gusdorf, ICON Construction and Development  
Roseann Johnson, Home Builders Assoc. of Metro Portland  
Jim Farrell, Citizen at Large  
John Frankel, Citizen at Large  
Jesse Knight, Citizen at Large  
Karie Oakes, Citizen at Large  
Tim Young, Citizen at Large

## **City Staff**

Darren Wyss, Planning Manager  
Chris Meyers, Planner

## **DLCD Staff**

Samuel Garcia, Housing Planner  
Jennifer Donnelly, Regional Representative

## **Consultants**

Matt Hastie, Angelo Planning Group  
Brandon Crawford, Angelo Planning Group  
Brendan Buckley, Johnson Economics

*This report was prepared in accordance with the requirements of OAR 660 Division 8: Interpretation of Goal 10 Housing. This project is funded by the State of Oregon through the Department of Land Conservation and Development. The contents of this document do not necessarily reflect the views or policies of the State of Oregon.*

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## I. INTRODUCTION

This analysis outlines a forecast of housing need within the City of West Linn. Housing need and resulting land need are forecast to 2040 consistent with 20-year need assessment requirements of Oregon Revised Statutes.<sup>1</sup> This report presents a housing need analysis (presented in number and types of housing units) and a residential land need analysis, based on those projections.

The primary data sources used in generating this forecast were:

- Portland State University Population Research Center
- Metro
- U.S. Census
- Environics Analytics Inc.<sup>2</sup>
- Oregon Employment Department
- City of West Linn
- Clackamas County
- Other sources are identified as appropriate.

This analysis relies heavily on Census data from both the Decennial Census, and the American Community Survey (ACS). Generally, data from the ACS has a larger statistical margin of error than the 10-year Census. This analysis relies whenever possible on the most recent ACS 5-year estimates. The 5-year estimates have the lowest margin of error in comparison to the ACS 3-year and 1-year estimates. All Census data feature some margin of error but remain the best source of data available on many demographic and housing subjects.

## II. CITY OF WEST LINN DEMOGRAPHIC PROFILE

### SUMMARY

The following table (Figure 2.1) presents a profile of City of West Linn demographics from the 2000 and 2010 Census. It also reflects the estimated population of this area as of 2019 from PSU estimates, forecasted forward to 2020 using the growth rate since 2010.

- West Linn is a City of nearly 26,000 people located in Clackamas County on the southern edge of the Portland metropolitan area.
- Based on estimated population, West Linn is the 20<sup>th</sup> largest city in the state by population, similar in size to other regional cities such as Tualatin, Wilsonville, and Frost Grove. West Linn has about 75% of the population of neighboring Oregon City.
- West Linn has grown by over 3,700 people since 2000 or 17%. In contrast, Clackamas County and the state experienced population growth of 25% and 24% respectively. (US Census and PSU Population Research Center)
- West Linn was home to an estimated 9,948 households in 2020, an increase of roughly 2,200 households since 2000. The percentage of families has remained steady since 2000, at near 76% of all households. The city has a larger share of family households than Clackamas County (69%) and the state (63%). Average household size is estimated to have fallen during this period and is similar to the county average.

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<sup>1</sup> ORS 197.628; OAR 660-025

<sup>2</sup> Environics Analytics Inc. is a third-party company providing data on demographics and market segmentation. It licenses data from the Nielson Company which conducts direct market research including surveying of households across the nation. Nielson combines proprietary data with data from the U.S. Census, Postal Service, and other federal sources, as well as local-level sources such as Equifax, Vallassis and the National Association of Realtors. Projections of future growth by demographic segments are based on the continuation of long-term and emergent demographic trends identified through the above sources.

- West Linn’s estimated average household size is 2.6 persons, equal to that of Clackamas County and slightly higher than the statewide average of 2.5.

**FIGURE 2.1: WEST LINN DEMOGRAPHIC PROFILE**

<b>POPULATION, HOUSEHOLDS, FAMILIES, AND YEAR-ROUND HOUSING UNITS</b>					
	<b>2000</b>	<b>2010</b>	<b>Growth</b>	<b>2020</b>	<b>Growth</b>
	<b>(Census)</b>	<b>(Census)</b>	<b>00-10</b>	<b>(PSU)</b>	<b>10-20</b>
Population <sup>1</sup>	22,261	25,109	13%	25,995	4%
Households <sup>2</sup>	7,745	9,523	23%	9,948	4%
Families <sup>3</sup>	5,954	7,081	19%	7,580	7%
Housing Units <sup>4</sup>	8,697	10,035	15%	10,476	4%
Group Quarters Population <sup>5</sup>	92	127	100%	131	4%
<i>Household Size (non-group)</i>	2.72	2.62	-4%	2.60	-1%
<i>Avg. Family Size</i>	3.11	3.02	-3%	2.99	-1%
<b>PER CAPITA AND MEDIAN HOUSEHOLD INCOME</b>					
	<b>2000</b>	<b>2010</b>	<b>Growth</b>	<b>2020</b>	<b>Growth</b>
	<b>(Census)</b>	<b>(Census)</b>	<b>00-10</b>	<b>(Proj.)</b>	<b>10-20</b>
Per Capita (\$)	na	\$41,319	na	\$51,969	26%
Median HH (\$)	na	\$86,611	na	\$104,061	20%

SOURCE: Census, PSU Population Research Center, and Johnson Economics

Census Tables: DP-1 (2000, 2010); DP-3 (2000); S1901; S19301

1 From PSU Population Research Center, growth rate 2000-2019 extended to 2020

2 2020 Households = (2020 population - Group Quarters Population)/2020 HH Size

3 Ratio of 2020 Families to total HH is based on 2018 ACS 5-year Estimates

4 2020 housing units are the '10 Census total plus new units permitted from '10 through '20 (source: Census, City)

5 Ratio of 2020 Group Quarters Population to Total Population is kept constant from 2010.

### **A. POPULATION GROWTH**

Since 2000, West Linn has grown by over 3,700 people within the UGB, or 17% in 20 years. This was lower than the countywide rate of growth. Clackamas County as a whole has grown an estimated 25% since 2000, while other cities in the county such as Oregon City and Happy Valley grew by 38% and 400% respectively. Portland’s population also grew by an estimated 17% during this period (PSU Population Research Center).

### **B. HOUSEHOLD GROWTH & SIZE**

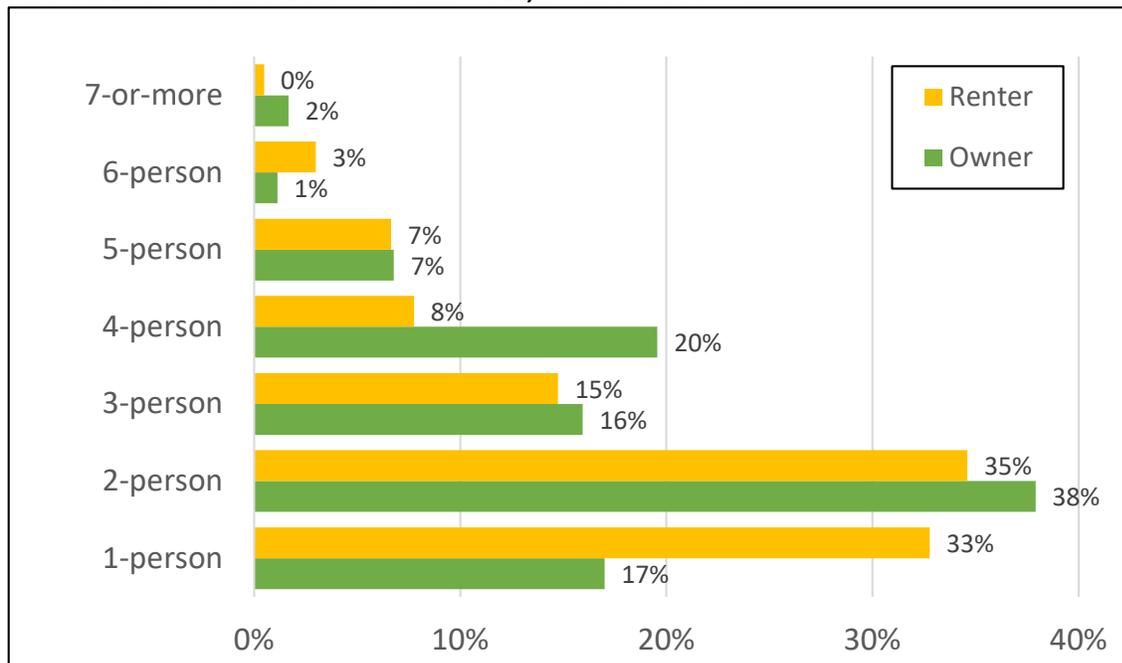
As of 2020, the city has an estimated 9,948 households. Since 2000, West Linn has added an estimated 2,200 households. This is an average of roughly 110 households annually during this period. The growth since 2000 has outpaced the growth in new housing units, which have been permitted at the rate of roughly 90 units per year.

There has been a general trend in Oregon and nationwide towards declining household size as birth rates have fallen, more people have chosen to live alone, and the Baby Boomers have become empty nesters. While this trend of diminishing household size is expected to continue nationwide, there are limits to how far the average can fall.

West Linn’s average household size of 2.6 people is similar to the Clackamas County average.

Figure 2.2 shows the share of households by the number of people for renter and owner households in 2018 (latest data available), according to the Census. Renter households are more likely to have two or fewer persons. Owner households are more likely to have larger households. Household size correlates to housing needs.

**FIGURE 2.2: NUMBER OF PEOPLE PER HOUSEHOLD, CITY OF WEST LINN**



SOURCE: US Census, JOHNSON ECONOMICS LLC  
 Census Tables: B25009 (2018 ACS 5-yr Estimates)

**C. FAMILY HOUSEHOLDS**

As of the 2010 Census, 76% of West Linn households were family households, roughly the same as 2000. The total number of family households in West Linn is estimated to have grown by over 1,600 since 2000. The Census defines family households as two or more persons, related by marriage, birth or adoption and living together. In 2020, family households in West Linn had an average size of 3.0 people.

**D. GROUP QUARTERS POPULATION**

The City of West Linn has an estimated group quarters population of 0.5% of the total population, or 131 persons. Group quarters include such shared housing situations as nursing homes, prisons, dorms, group residences, military housing, or shelters. For the purposes of this analysis, these residents are removed from the estimated population total, before determining the amount of other types of housing that are needed for non-group households. (The share of group quarters population is assumed to remain steady over the 20-year forecast period.)

**E. HOUSING UNITS**

Data from the City of West Linn and the US Census indicate that the city added roughly 1,780 new housing units since 2000, representing 21% growth in the housing stock. This number of new units is somewhat lower than the growth in new households estimated during the same period, indicating that housing growth has not kept pace with growing need.

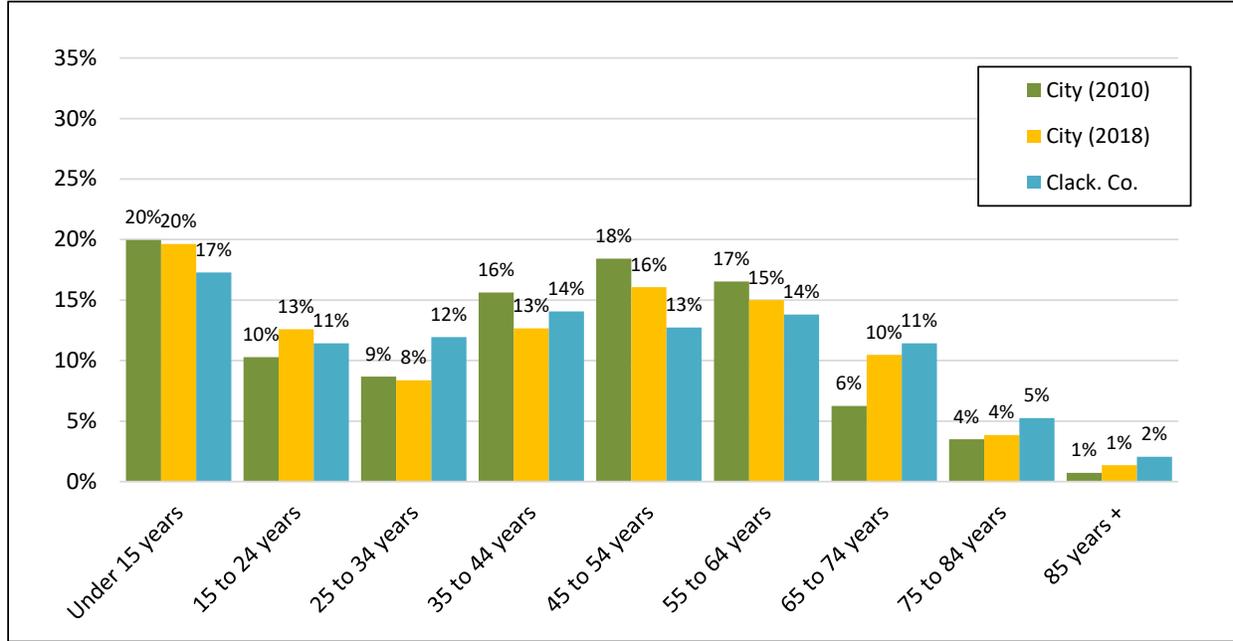
As of 2020, the city had an estimated housing stock of roughly 10,475 units for its 9,948 estimated households. This translates to an estimated average vacancy rate of 5%.

**Residential Permits:** An average of 90 units have been permitted annually since 2000, with under 12% being multi-family units. Few multi-family housing units have been built in West Linn in the last decade.

**F. AGE TRENDS**

The following figure shows the share of the population falling in different age cohorts between the 2010 Census and the most recent 5-year American Community Survey estimates. As the chart shows, there is a general trend for middle age cohorts to fall as share of total population, while older cohorts have grown in share. This is in keeping with the national trend caused by the aging of the Baby Boom generation. Overall, West Linn has a younger population than the county, with a greater share of children, but a smaller share of those aged 25 to 34 years.

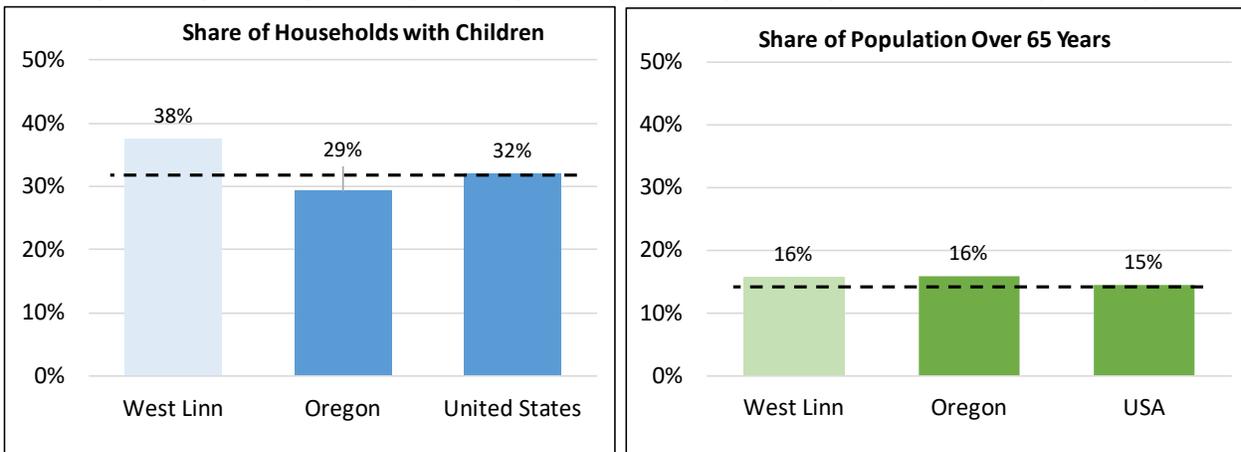
**FIGURE 2.3: AGE COHORT TRENDS, 2000 - 2018**



SOURCE: US Census, JOHNSON ECONOMICS LLC  
 Census Tables: QT-P1 (2000); S0101 (2018 ACS 5-yr Estimates)

- The cohort which grew the most in share during this period were those aged 65 to 74 years. Still, an estimated 85% of the population is under 65 years of age.
- In the 2018 ACS, the local median age was an estimated 42 years, compared to 38 years in Oregon.

**FIGURE 2.4: SHARE OF HOUSEHOLDS WITH CHILDREN/ POPULATION OVER 65 YEARS (WEST LINN)**



SOURCE: US Census, JOHNSON ECONOMICS LLC  
 Census Tables: B11005; S0101 (2018 ACS 5-yr Estimates)

Figure 2.4 presents the share of households with children, and the share of population over 65 years for comparison. Compared to state and national averages, West Linn has a higher share of households with children. At 16%, the share of population over 65 is similar to the state and national figures.

**G. INCOME TRENDS**

The following figure presents data on West Linn’s income trends. (2000 Census data on income is not available for West Linn.)

**FIGURE 2.5: INCOME TRENDS, 2000 – 2020**

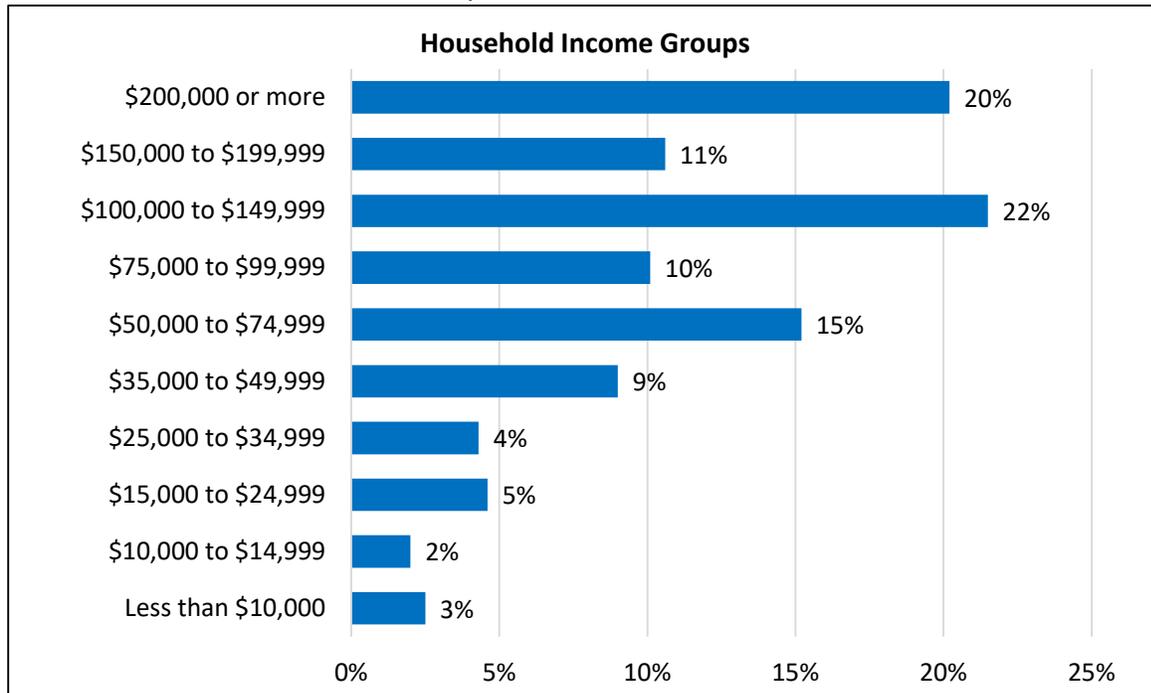
<b>PER CAPITA AND MEDIAN HOUSEHOLD INCOME</b>					
	<b>2000</b>	<b>2010</b>	<b>Growth</b>	<b>2020</b>	<b>Growth</b>
	<b>(Census)</b>	<b>(Census)</b>	<b>00-10</b>	<b>(Proj.)</b>	<b>10-20</b>
Per Capita (\$)	na	\$41,319	na	\$51,969	26%
Median HH (\$)	na	\$86,611	na	\$104,061	20%

SOURCE: Census, PSU Population Research Center, and Johnson Economics

Census Tables: DP-1 (2000, 2010); DP-3 (2000); S1901; S19301

- West Linn’s estimated median household income was \$105,000 in 2020. This is 30% higher than the Clackamas County median of \$80,500, and almost double the statewide median of \$56,000.
- West Linn’s per capita income is roughly \$52,000.
- Median income has grown an estimated 20% between 2010 and 2019, in real dollars. Inflation was an estimated 18% over this period, so the local median income has exceeded inflation. This is not the case in many regions and nationally, where income growth has not kept pace with inflation.

**FIGURE 2.6: HOUSEHOLD INCOME COHORTS, 2018**



SOURCE: US Census, Census Tables: S1901 (2018 ACS 5-yr Est.)

Figure 2.6 presents the estimated distribution of households by income as of 2018. The largest income cohorts are those households earning between \$100k and \$150k, followed by households earning over \$200k. Fifty-three percent of households earn more than \$100,000.

- Only 23% of households earn less than \$50k per year, while 77% of households earn \$50k or more.
- Only 10% of households earn less than \$25k per year.

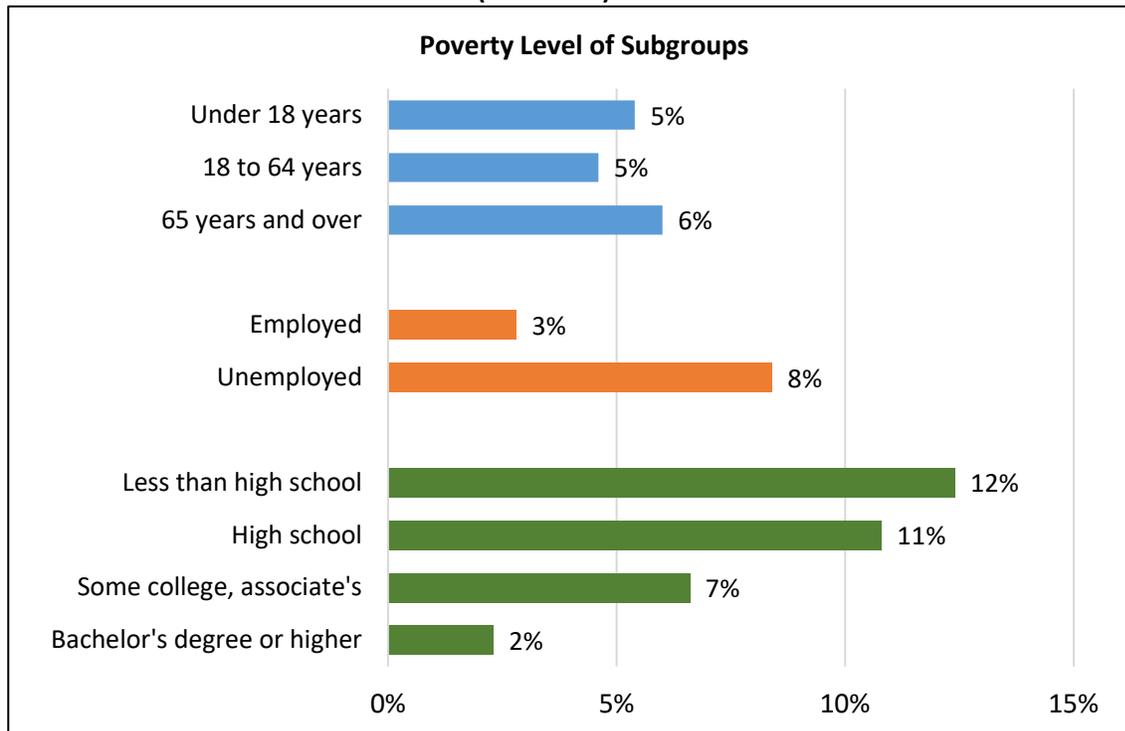
**H. POVERTY STATISTICS**

According to the US Census, the official poverty rate in West Linn is an estimated 5% over the most recent period reported (2018 5-year estimates).<sup>3</sup> This is roughly 1,330 individuals in West Linn. In comparison, the official poverty rate in Clackamas County is 9%, and at the state level is 17%. In the 2014-18 period:

- The West Linn poverty rate is low among all groups, but highest among those over 65 years of age at 6%. The rate is 5% among those under 65 years of age.
- For those with only a high school diploma, the poverty rate is 11%.
- Among those who are employed the poverty rate is 3%, while it is 8% for those who are unemployed.

Information on affordable housing is presented in Section II F of this report.

**FIGURE 2.7: POVERTY STATUS BY CATEGORY (WEST LINN)**



SOURCE: US Census  
Census Tables: S1701 (2018 ACS 5-yr Est.)

<sup>3</sup> Census Tables: S1701 (2018 ACS 5-yr Estimates)

## I. EMPLOYMENT LOCATION TRENDS

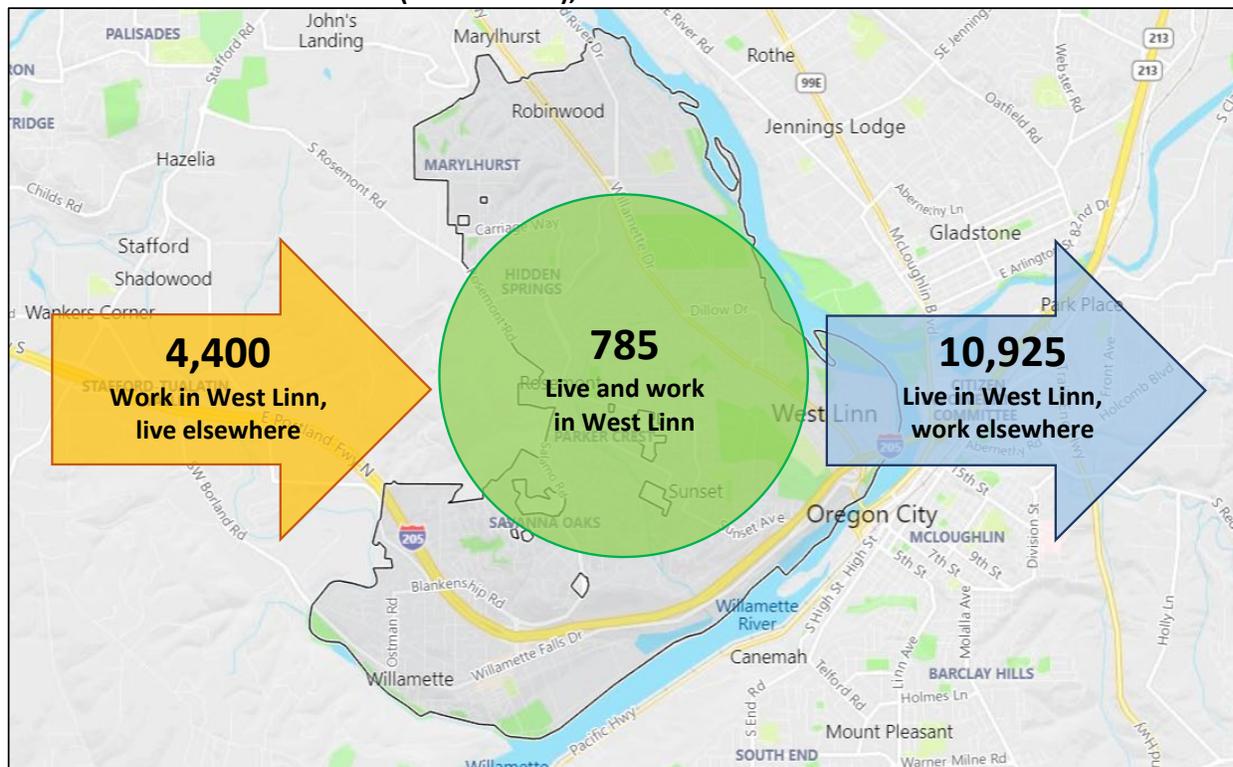
This section provides an overview of employment and industry trends in West Linn that are related to housing.

**Commuting Patterns:** The following figure shows the inflow and outflow of commuters to West Linn according to the Census Employment Dynamics Database. These figures reflect “covered employment” as of 2017, the most recent year available. (Covered employment refers to those jobs where the employee is covered by federal unemployment insurance.) This category does not include many contract employees and self-employed and therefore is not a complete picture of local employment. The figure discussed here is best understood as indicators of the general pattern of commuting and not exact figures.

As of 2017, the most recent year available, the Census estimated there were roughly 5,185 covered employment jobs located in West Linn. Of these, an estimated 785 or 15%, are held by local residents, while over 4,400 employees commute into the city from elsewhere. This general pattern is fairly common among many communities in the Metro area. The most common homes of local workers commuting into the city are Portland or Oregon City.

Similarly, of the estimated 11,700 employed West Linn residents, 93% of them commute elsewhere to their employment. The most common destinations for West Linn commuters are Portland, Lake Oswego and Beaverton. Smaller shares work elsewhere in the Portland metro or in the mid-Willamette Valley.

**FIGURE 2.8: COMMUTING PATTERNS (PRIMARY JOBS), WEST LINN**



Source: US Census Longitudinal Employer-Household Dynamics

**Jobs/Household Ratio:** West Linn features a fairly low jobs-to-households ratio. There are an estimated 5,185 jobs in the city of West Linn (covered), and an estimated 9,948 households in West Linn. This represents 0.5 jobs per household. There is no standard jobs-to-households ratio that is right for all communities, but it can provide a guide to the balance between employment uses and residential uses in the city.

There is an average of 1.2 jobs held for each West Linn households, a majority of which are located outside the city.

### III. CURRENT HOUSING CONDITIONS

This section presents a profile of the current housing stock and market indicators in West Linn. This profile forms the foundation to which current and future housing needs will be compared.

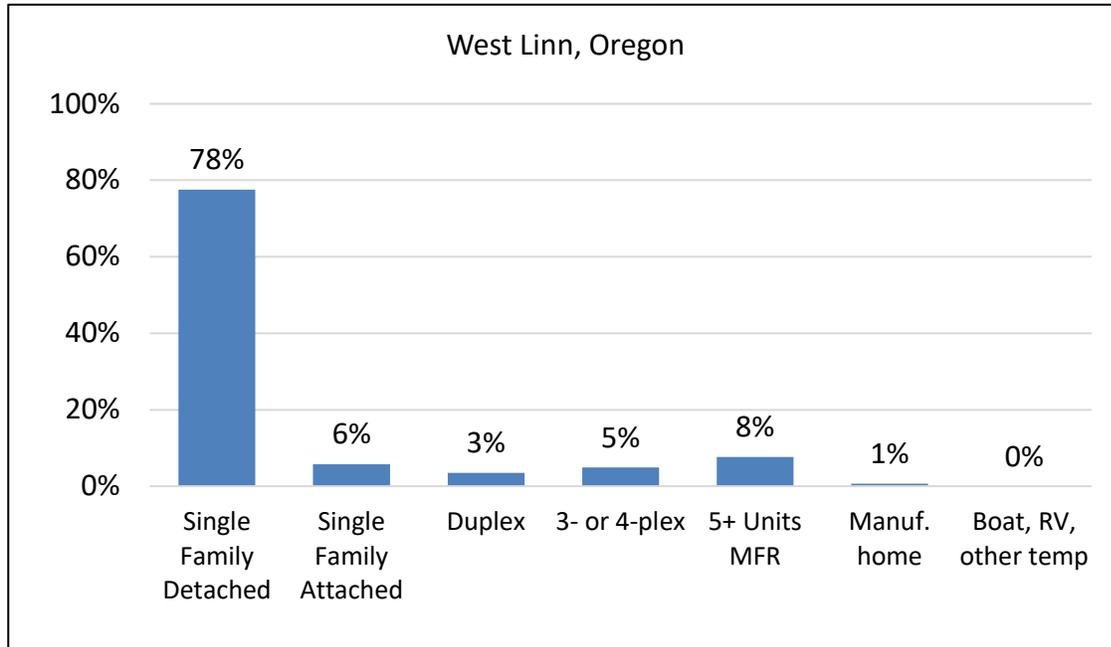
#### A. HOUSING TENURE

West Linn has a much greater share of homeowner households than renter households. The 2018 American Community Survey estimates that 79% of occupied units were owner occupied, and only 21% renter occupied. The ownership rate has held steady since 2000 (78%). This is significantly higher than the estimated ownership rate across Clackamas County (69%) and statewide (61%).

#### B. HOUSING STOCK

As shown in Figure 2.1, West Linn had an estimated 10,476 housing units in 2020, with a vacancy rate of 5% (includes ownership and rental units). The housing stock has increased by roughly 1,779 units since 2000, or growth of over 20%.

**FIGURE 3.1: ESTIMATED SHARE OF UNITS, BY PROPERTY TYPE, 2018**



SOURCE: US Census, City of West Linn

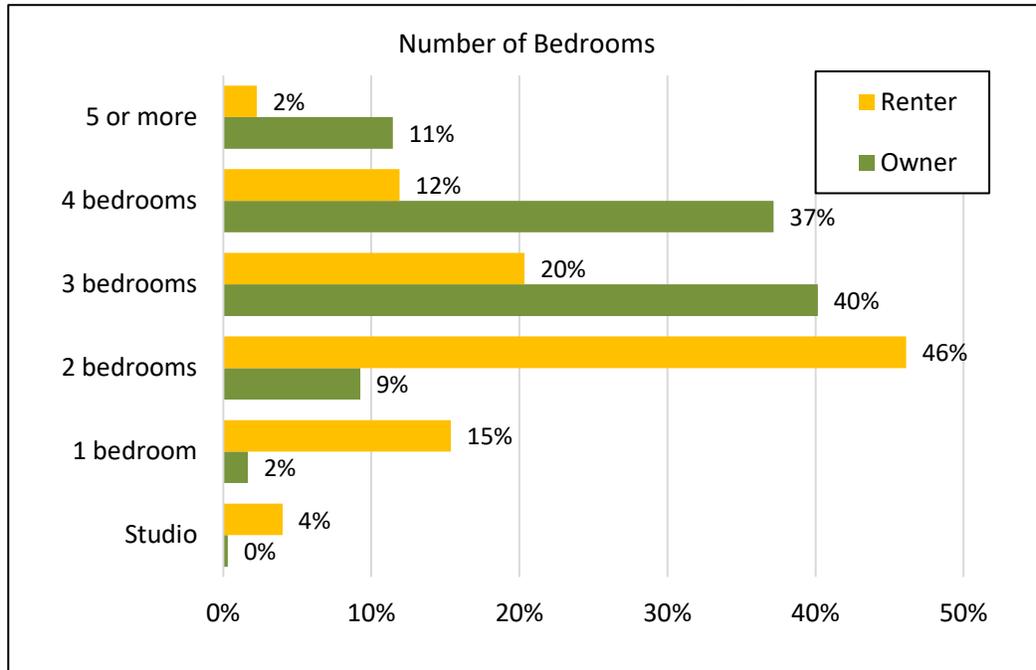
Figure 3.1 shows the estimated number of units by type in 2020 based on US Census. Detached single-family homes represent an estimated 78% of housing units.

Units in larger apartment complexes of 5 or more units represent only 8% of units, and other types of attached homes represent 14% of units. (Attached single family generally includes townhomes, and some 2 to 4-plexes which are separately metered.) Manufactured homes represent less than 1% of the inventory.

#### C. NUMBER OF BEDROOMS

Figure 3.2 shows the share of units for owners and renters by the number of bedrooms they have. In general, owner-occupied units are much more likely to have three or more bedrooms, while renter-occupied units are much more likely to have two or fewer bedrooms.

**FIGURE 3.2: NUMBER OF BEDROOMS FOR OWNER AND RENTER UNITS, 2018**



SOURCE: US Census  
Census Tables: B25042 (2018 ACS 5-year Estimates)

**D. UNIT TYPES BY TENURE**

As Figure 3.3 and 3.4 show, a large share of owner-occupied units (90%) are detached homes, which is related to why owner-occupied units tend to have more bedrooms. Renter-occupied units are much more distributed among a range of structure types. About 32% of rented units are estimated to be detached homes or manufactured homes, while the remainder are some form of attached unit. An estimated 29% of rental units are in larger apartment complexes.

**FIGURE 3.3: CURRENT INVENTORY BY UNIT TYPE, FOR OWNERSHIP AND RENTAL HOUSING**

**OWNERSHIP HOUSING**

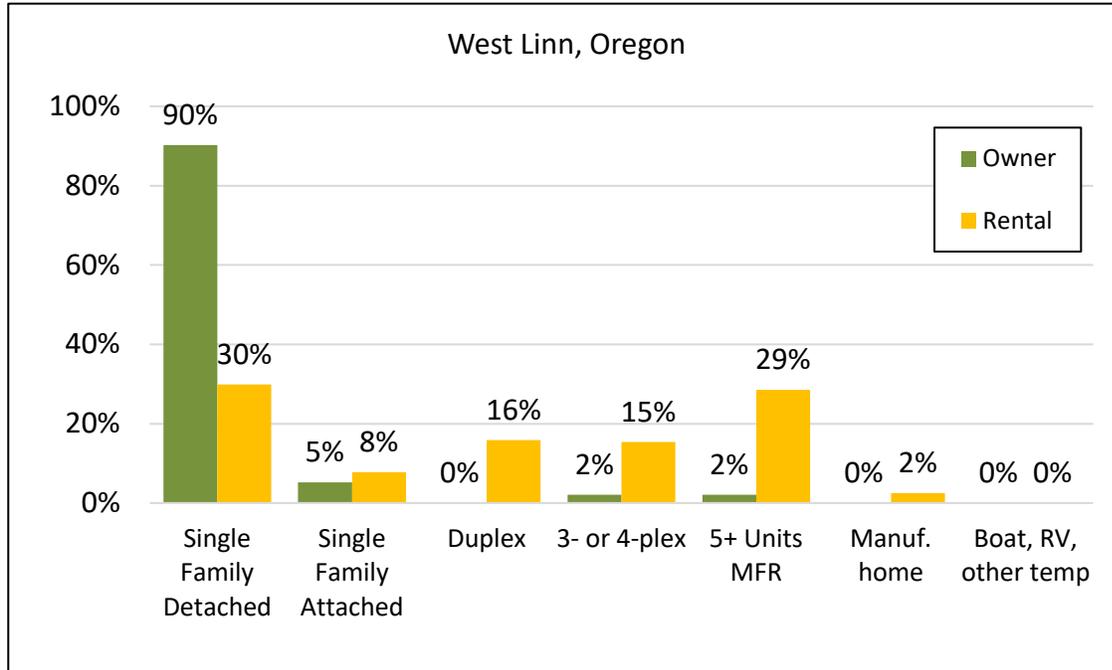
OWNERSHIP HOUSING								
	Single Family Detached	Single Family Attached	Duplex	3- or 4-plex	5+ Units MFR	Manuf. home	Boat, RV, other temp	Total Units
<b>Totals:</b>	7,460	432	13	175	170	14	0	8,264
<b>Percentage:</b>	90.3%	5.2%	0.2%	2.1%	2.1%	0.2%	0.0%	100%

**RENTAL HOUSING**

RENTAL HOUSING								
	Single Family Detached	Single Family Attached	Duplex	3- or 4-plex	5+ Units MFR	Manuf. home	Boat, RV, other temp	Total Units
<b>Totals:</b>	662	172	352	341	631	54	0	2,212
<b>Percentage:</b>	29.9%	7.8%	15.9%	15.4%	28.5%	2.5%	0.0%	100%

Sources: US Census, JOHNSON ECONOMICS, CITY OF WEST LINN

**FIGURE 3.4: CURRENT INVENTORY BY UNIT TYPE, BY TENURE**

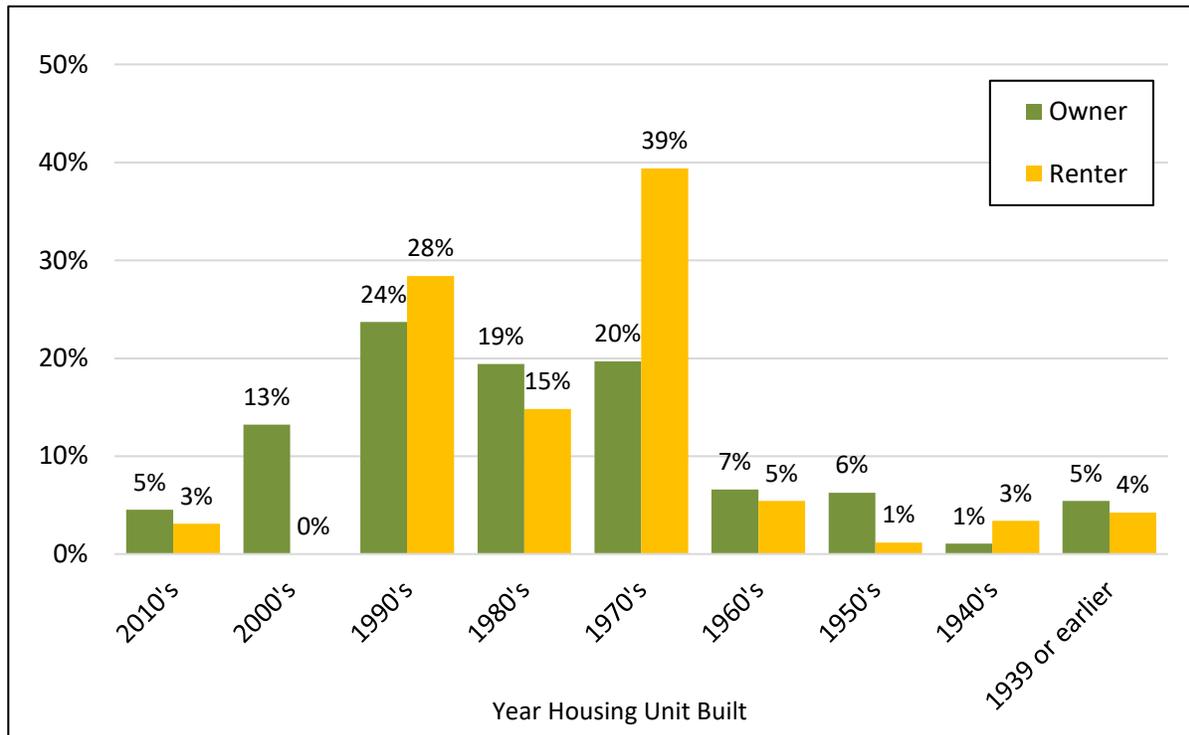


Sources: US Census, JOHNSON ECONOMICS, CITY OF WEST LINN

**E. AGE AND CONDITION OF HOUSING STOCK**

West Linn’s housing stock reflects the pattern of development over time. The largest share of housing stock has been built from the 1970’s to 1990’s. Most housing built since 2000 has been single-family detached housing for homeowners. The largest single share of renter units date to the 1970’s.

**FIGURE 3.5: AGE OF UNITS FOR OWNERS AND RENTERS**



SOURCE: US Census  
Census Tables: B25036 (2018 ACS 5-year Estimates)

- Unfortunately, good quantitative data on housing condition is generally unavailable without an intensive on-site survey of all local housing that is beyond the scope of this analysis. Census categories related to housing condition are ill-suited for this analysis, dealing with such issues as units without indoor plumbing, which was more common in the mid-20<sup>th</sup> Century, but is an increasingly rare situation. Age of units serves as the closest reliable proxy for condition with available data.
- For ownership units, older homes may be in poor condition, but are also more likely to have undergone some repair and renovation over the years. Rental units are more likely to degrade steadily with age and wear-and-tear, and less likely to receive sufficient reinvestment to keep them in top condition, though this is not universally true.

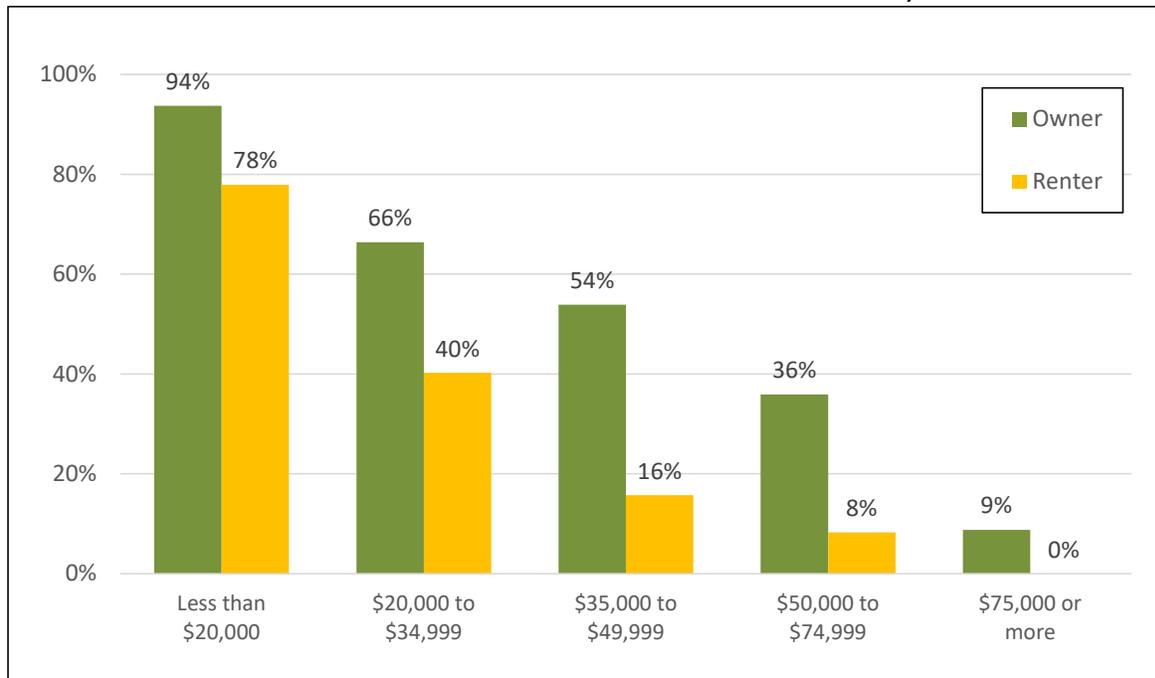
## F. HOUSING COSTS VS. LOCAL INCOMES

Figure 3.6 shows the share of owner and renter households who are paying more than 30% of their household income towards housing costs, by income segment. (Spending 30% or less on housing costs is a common measure of “affordability” used by HUD and others, and in the analysis presented in this report.)

As one would expect, households with lower incomes tend to spend more than 30% of their income on housing, while incrementally fewer of those in higher income groups spend more than 30% of their incomes on housing costs. Of those earning less than \$20,000, an estimated 94% of owner households spend more than 30% of income on housing costs and 78% of renters. Because West Linn has an income distribution skewed towards higher income levels, there are relatively few households in these lower income segments, compared to most other cities.

In total, the US Census estimates that over 24% of West Linn households pay more than 30% of income towards housing costs (2018 American Community Survey, B25106)

**FIGURE 3.6: SHARE OF HOUSEHOLDS SPENDING MORE THAN 30% ON HOUSING COSTS, BY INCOME GROUP**



Sources: US Census, JOHNSON ECONOMICS  
Census Table: B25106 (2018 ACS 5-yr Estimates)

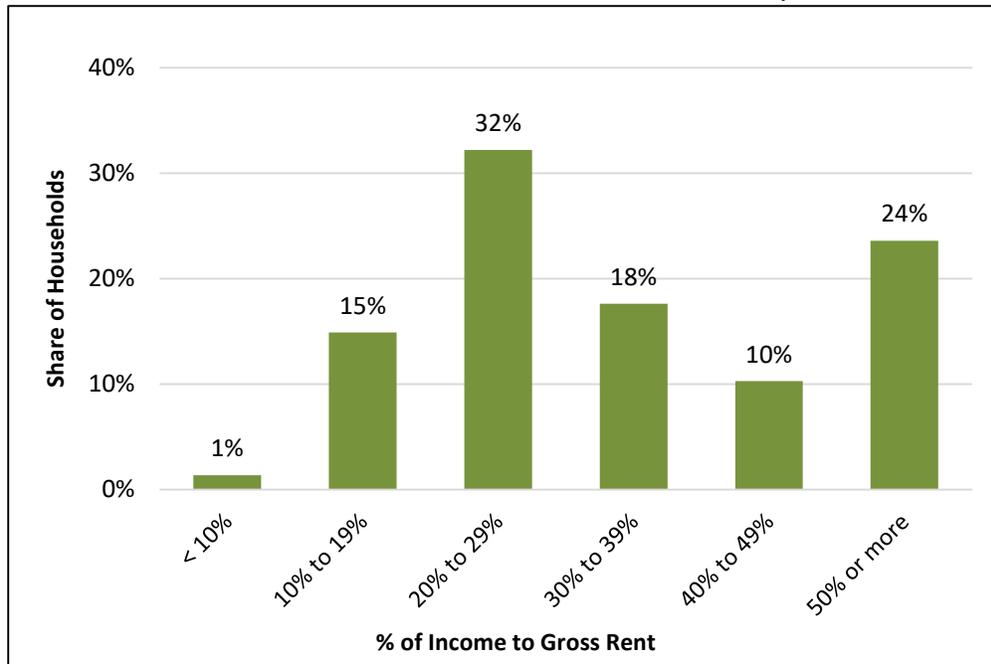
Housing is generally one of a household’s largest living costs, if not the largest. The ability to find affordable housing options, and even build wealth through ownership, is one of the biggest contributors to helping lower income

households save and build wealth. Even if renting, affordable housing costs, allow for more household income to be put to other needs, including saving.

The following figures shows the percentage of household income spent towards gross rent<sup>4</sup> for local renter households only. This more fine-grained data shows that not only are 52% of renters spending more than 30% of their income on gross rent, but an estimated 24% of renters are spending 50% or more of their income on housing and are considered severely rent-burdened.

Renters are disproportionately lower income relative to homeowners. Housing cost burdens are felt more broadly for these households, and as the analysis presented in a later section shows there is a need for more affordable rental units in West Linn, as in most communities.

**FIGURE 3.7: PERCENTAGE OF HOUSEHOLD INCOME SPENT ON GROSS RENT, WEST LINN RENTER HOUSEHOLDS**



Sources: US Census, JOHNSON ECONOMICS  
Census Table: B25070 (2018 ACS 5-yr Estimates)

### G. PUBLICLY ASSISTED HOUSING

West Linn currently has very few subsidized apartment properties, according to Oregon Housing and Community Development (OHCS). These are properties that are funded through HUD programs, tax credits and other programs which guarantee subsidized rents for qualified households. There are an estimated 10 such units in West Linn, which appear to be in separate single-family homes rather than a multi-family development.

The high share of renters paying over 30% of their income towards housing costs indicates that there is an ongoing need for rental units at the lowest price points.

**Agricultural Worker Housing:** West Linn is not currently home to properties dedicated to agricultural workers. This population may also be served by other available affordable units.

#### Homelessness:

A Point-in-Time count of homeless individuals in Clackamas County conducted in January of 2019 found 1,166 homeless individuals on the streets, in shelters, or other temporary and/or precarious housing. This number was

<sup>4</sup> The Census defines Gross Rent as “the contract rent plus the estimated average monthly cost of utilities (electricity, gas, and water and sewer) and fuels (oil, coal, kerosene, wood, etc.) if these are paid by the renter (or paid for the renter by someone else).” Housing costs for homeowners include mortgage, property taxes, insurance, utilities and condo or HOA dues.

2,196 individuals in the 2015 count, indicating that the rate of homelessness has fallen significantly as the economy has recovered since 2010. *These figures are for the entire county.*<sup>5</sup> In 2019, this included:

- 50% of those counted were in emergency shelter, warming shelter, or transitional housing programs.
  - 18% people living in doubled-up or unstable housing.
  - 32% people unsheltered.
  - 454 were chronically homeless.
- 
- An estimated 63% of those counted were male, 37% female, and 2% transgender or non-binary.
  - Children under the age of 18 made up 8% of those counted, at 98 individual children.

While the Point-in-Time count is one of the few systematized efforts to count homelessness across the country in a regular, systematized way, it is widely thought to undercount the population of homeless and precarious households. In addition, to the impossibility of finding all homeless people on the streets, the count is conducted in late January, when homeless counts are likely near their lowest of the year due to the inclement weather. A 2017 study conducted by Portland State University estimated over 38,000 homeless individuals in the tri-county metro area at that time. Given that Clackamas County is one of only three counties in the estimate, it most certainly had well more than 2,000 homeless individuals by that estimate.

A recent analysis prepared for OHCS to test a potential approach for preparing Housing Needs Analyses on a regional basis, included estimates of homeless population in Oregon communities, including West Linn. The approach utilizes a combination of data from the bi-annual Point-in-Time count and from tracking of homeless school-aged children in keeping with the McKinney-Vento Act. The analysis estimates 111 homeless households in West Linn as of mid-2020. These include household who are unsheltered, in temporary shelter, or staying with friends or relatives. These households are a component of current and future housing need.

An analysis of the ability of current and projected housing supply to meet the needs of low-income people, and the potential shortfall is included in the following sections of this report.

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<sup>5</sup> Figures via Clackamas County Health, Housing, and Human Services, and North Clackamas School District

## IV. CURRENT HOUSING NEEDS (CITY OF WEST LINN)

The profile of current housing conditions in the study area is based on Census 2010, which the Portland State University Population Research Center (PRC) uses to develop yearly estimates through 2019. The 2019 estimate is forecasted to 2020 using the estimated growth rate realized since 2010.

**FIGURE 4.1: CURRENT HOUSING PROFILE (2020)**

CURRENT HOUSING CONDITIONS (2020)		SOURCE
Total 2020 Population:	25,995	PSU Pop. Research Center
- Estimated group housing population:	131 (0.5% of Total)	US Census
<b>Estimated Non-Group 2020 Population:</b>	<b>25,864</b> (Total - Group)	
Avg. HH Size:	2.60	US Census
<b>Estimated Non-Group 2020 Households:</b>	<b>9,948</b> (Pop/HH Size)	
<b>Total Housing Units:</b>	<b>10,476</b> (Occupied + Vacant)	Census 2010 + permits
Occupied Housing Units:	9,948 (= # of HH)	
Vacant Housing Units:	528 (Total HH - Occupied)	
Current Vacancy Rate:	5.0% (Vacant units/ Total units)	

Sources: Johnson Economics, City of West Linn, PSU Population Research Center, U.S. Census

\*This table reflects population, household and housing unit projections shown in Figure 2.1.

We estimate a current population of roughly 26,000 residents, living in 9,948 households (excluding group living situations). Average household size is 2.6 persons.

There are an estimated 10,476 housing units in the city, indicating an estimated vacancy rate of 5%. This includes units vacant for any reason, not just those which are currently for sale or rent.

### ESTIMATE OF CURRENT HOUSING DEMAND

Following the establishment of the current housing profile, the current housing demand was determined based upon the age and income characteristics of current households.

The analysis considered the propensity of households in specific age and income levels to either rent or own their home (tenure), in order to derive the current demand for ownership and rental housing units and the appropriate housing cost level of each. This is done by combining data on tenure by age and tenure by income from the Census American Community Survey (tables: B25007 and B25118, 2018 ACS 5-yr Estimates).

The analysis takes into account the average amount that owners and renters tend to spend on housing costs. For instance, lower income households tend to spend more of their total income on housing, while upper income households spend less on a percentage basis. In this case, it was assumed that households in lower income bands would *prefer* housing costs at no more than 30% of gross income (a common measure of affordability). Higher income households pay a decreasing share down to 20% for the highest income households.

While the Census estimates that most low-income households pay more than 30% of their income for housing, this is an estimate of current *preferred* demand. It assumes that low-income households prefer (or demand) units affordable to them at no more than 30% of income, rather than more expensive units.

Figure 4.2 presents a snapshot of current housing demand (i.e., preferences) equal to the number of households in the study area (9,948). The breakdown of tenure (owners vs. renters) reflects data from the 2018 ACS.

**FIGURE 4.2: ESTIMATE OF CURRENT HOUSING DEMAND (2020)**

Ownership				
Price Range	# of Households	Income Range	% of Total	Cumulative
\$0k - \$80k	201	Less than \$15,000	2.6%	2.6%
\$80k - \$130k	113	\$15,000 - \$24,999	1.5%	4.0%
\$130k - \$190k	163	\$25,000 - \$34,999	2.1%	6.1%
\$190k - \$250k	388	\$35,000 - \$49,999	5.0%	11.1%
\$250k - \$330k	807	\$50,000 - \$74,999	10.4%	21.5%
\$330k - \$390k	875	\$75,000 - \$99,999	11.2%	32.7%
\$390k - \$470k	727	\$100,000 - \$124,999	9.3%	42.0%
\$470k - \$540k	716	\$125,000 - \$149,999	9.2%	51.2%
\$540k - \$710k	1,211	\$150,000 - \$199,999	15.5%	66.7%
\$710k +	2,591	\$200,000+	33.3%	100.0%
<b>Totals:</b>	<b>7,792</b>		<b>% of All:</b>	<b>78.3%</b>

Rental				
Rent Level	# of Households	Income Range	% of Total	Cumulative
\$0 - \$400	178	Less than \$15,000	8.3%	8.3%
\$400 - \$700	257	\$15,000 - \$24,999	11.9%	20.2%
\$700 - \$900	209	\$25,000 - \$34,999	9.7%	29.9%
\$900 - \$1200	219	\$35,000 - \$49,999	10.1%	40.0%
\$1200 - \$1600	472	\$50,000 - \$74,999	21.9%	62.0%
\$1600 - \$1900	159	\$75,000 - \$99,999	7.4%	69.3%
\$1900 - \$2200	214	\$100,000 - \$124,999	9.9%	79.3%
\$2200 - \$2500	156	\$125,000 - \$149,999	7.2%	86.5%
\$2500 - \$3400	92	\$150,000 - \$199,999	4.3%	90.8%
\$3400 +	199	\$200,000+	9.2%	100.0%
<b>Totals:</b>	<b>2,156</b>		<b>% of All:</b>	<b>21.7%</b>

<b>All Households</b>
<b>9,948</b>

Sources: PSU Population Research Center, EnviroNics Analytics., Census, JOHNSON ECONOMICS  
 Census Tables: B25007, B25106, B25118 (2018 ACS 5-yr Estimates)  
 EnviroNics Analytics: Estimates of income by age of householder

The estimated home price and rent ranges are irregular because they are mapped to the affordability levels of the Census income level categories. For instance, an affordable home for those in the lowest income category (less than \$15,000) would have to cost \$80,000 or less. Affordable rent for someone in this category would be \$400 or less.

The affordable price level for ownership housing assumes 30-year amortization, at an interest rate of 5% (significantly more than the current rate, but in line with historic norms), with 15% down payment. These assumptions are designed to represent prudent lending and borrowing levels for ownership households. The 30-

year mortgage commonly serves as the standard. In the 2000's, down payment requirements fell significantly, but standards have tightened somewhat since the 2008/9 credit crisis. While 20% is often cited as the standard for most buyers, it is common for homebuyers, particularly first-time buyers, to pay significantly less than this using available programs.

Interest rates are subject to disruption from national and global economic forces, and therefore impossible to forecast beyond the short term. The 5% used here is roughly the average 30-year rate over the last 20 years. The general trend has been falling interest rates since the early 1980's, but coming out of the recent recession, many economists believe that rates cannot fall farther and must begin to climb as the Federal Reserve raises its rate over the coming years.

During the 2020 Covid-19 emergency, the Federal Reserve has again cut their benchmark funds rate to near zero, which has reduced mortgage rates moderately, but not dramatically. The economic uncertainty has the effect of making lenders more cautious, and this can balance the effect of a lower federal rate.

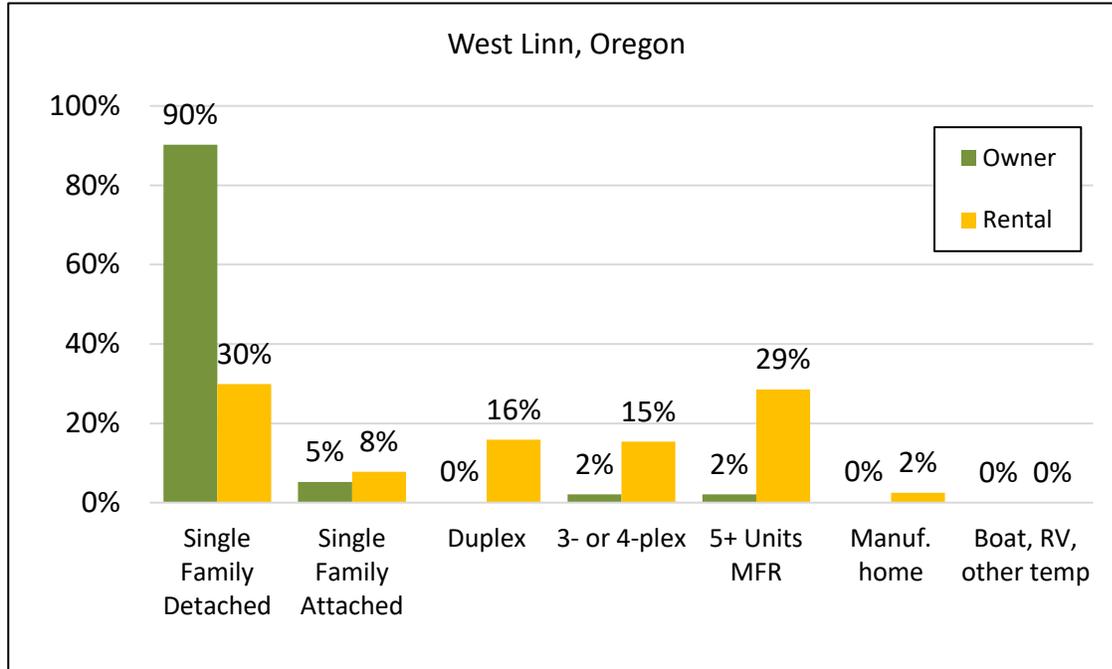
### **CURRENT HOUSING INVENTORY**

The profile of current housing demand (Figure 4.2) represents the preference and affordability levels of households. In reality, the current housing supply (Figures 4.3 and 4.4 below) differs from this profile, meaning that some households may find themselves in housing units which are not optimal, either not meeting the household's own/rent preference, or being unaffordable (requiring more than 30% of gross income).

A profile of current housing supply in West Linn was estimated based on permit data from the City of West Linn and Census data from the most recently available 2018 ACS, which provides a profile of housing types (single family, attached, manufactured home, etc.), tenure, housing values, and rent levels. The 5-year estimates from the ACS were used because 3-year and 1-year estimates are not yet available for West Linn geography.

- An estimated 79% of housing units are ownership units, while an estimated 20% of housing units are rental units. This is similar to the estimated demand profile shown in Figure 4.2, which estimated a somewhat higher demand for rental units over time. The inventory includes vacant units, and in the case of West Linn many vacant units are estimated to be second homes or seasonal homes, which are counted as ownership units. The available rental units are estimated to have a much lower vacancy rate.
- 90% of ownership units are detached homes, and very few are manufactured homes. Thirty-two percent of rental units are either single family homes or manufactured homes, while 29% are in structures of 5 units or more.
- Of total housing units, an estimated 78% are detached homes or manufactured homes. Twenty-two percent are some sort of attached unit type.
- The affordability of different unit types is an approximation based on Census data on the distribution of housing units by value (ownership) or gross rent (rentals).
- Most subsidized affordable housing units found in the city are represented by the inventory at the lowest end of the rental spectrum.
- Ownership housing found at the lower end of the value spectrum generally reflect older, smaller homes, or homes in poor condition on small or irregular lots. **It is important to note that these represent estimates of current property value or current housing cost to the owner, not the current market pricing of homes for sale in the city.** These properties may be candidates for redevelopment when next they sell but are currently estimated to have low value.

**FIGURE 4.3: PROFILE OF CURRENT HOUSING SUPPLY BY TYPE (2020)**



Sources: US Census, PSU Population Research Center, JOHNSON ECONOMICS  
 Census Tables: B25004, B25032, B25063, B25075 (2018 ACS 5-yr Estimates)

**FIGURE 4.4: PROFILE OF CURRENT HOUSING SUPPLY, ESTIMATED AFFORDABILITY (2020)**

Income Range	Ownership Housing		Rental Housing		Share of Total Units	
	Affordable Price Level	Estimated Units	Affordable Rent Level	Estimated Units		
Less than \$15,000	\$0k - \$80k	89	\$0 - \$400	0	1%	
\$15,000 - \$24,999	\$80k - \$130k	143	\$400 - \$700	87	2%	
\$25,000 - \$34,999	\$130k - \$190k	155	\$700 - \$900	234	4%	
\$35,000 - \$49,999	\$190k - \$250k	425	\$900 - \$1200	469	9%	
\$50,000 - \$74,999	\$250k - \$330k	838	\$1200 - \$1600	438	12%	
\$75,000 - \$99,999	\$330k - \$390k	1,139	\$1600 - \$1900	305	14%	
\$100,000 - \$124,999	\$390k - \$470k	1,371	\$1900 - \$2200	244	15%	
\$125,000 - \$149,999	\$470k - \$540k	948	\$2200 - \$2500	214	11%	
\$150,000 - \$199,999	\$540k - \$710k	1,783	\$2500 - \$3400	159	19%	
\$200,000+	\$710k +	1,374	\$3400 +	62	14%	
		79%	8,264	21%	2,212	

Sources: US Census, PSU Population Research Center, JOHNSON ECONOMICS  
 Census Tables: B25004, B25032, B25063, B25075 (2018 ACS 5-yr Estimates)

- Most housing in West Linn is found in price and rent levels affordable to those earning at least \$50,000 per year. There is very little housing available to those in lower income segments.

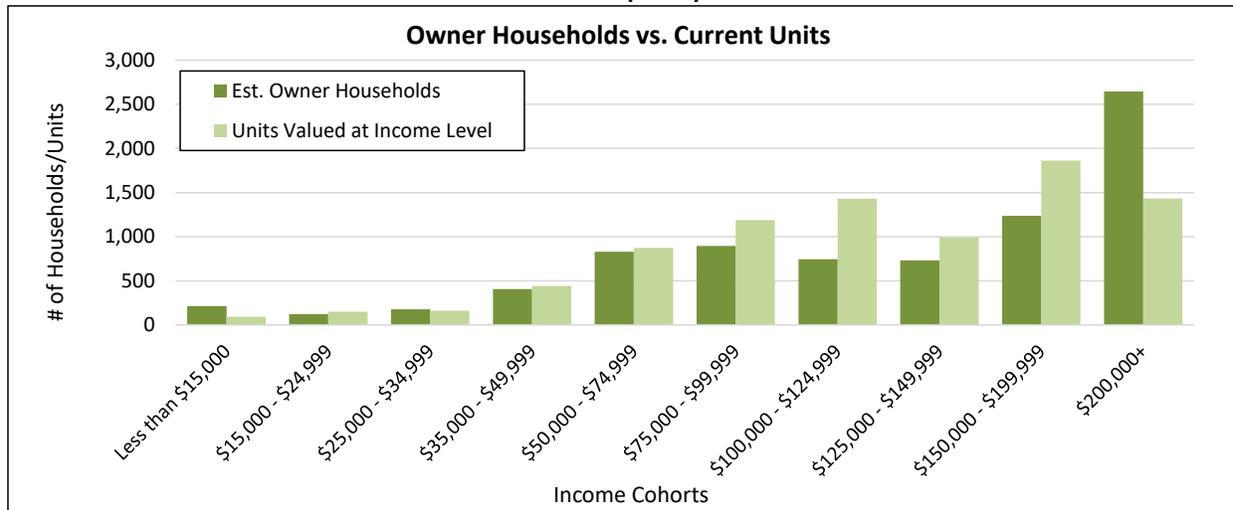
**COMPARISON OF CURRENT HOUSING DEMAND WITH CURRENT SUPPLY**

A comparison of estimated current housing *demand* with the existing *supply* identifies the existing discrepancies between needs and the housing which is currently available. The estimated number of units outnumbers the number of households by roughly 530 units, indicating an average vacancy rate of 5%.

In general, this identifies that there is currently support for more ownership housing at lower price points and at the upper end of the market. This is because most housing in West Linn is clustered at upper-middle property values, which matches the community’s high average household incomes but leaves some households underserved.

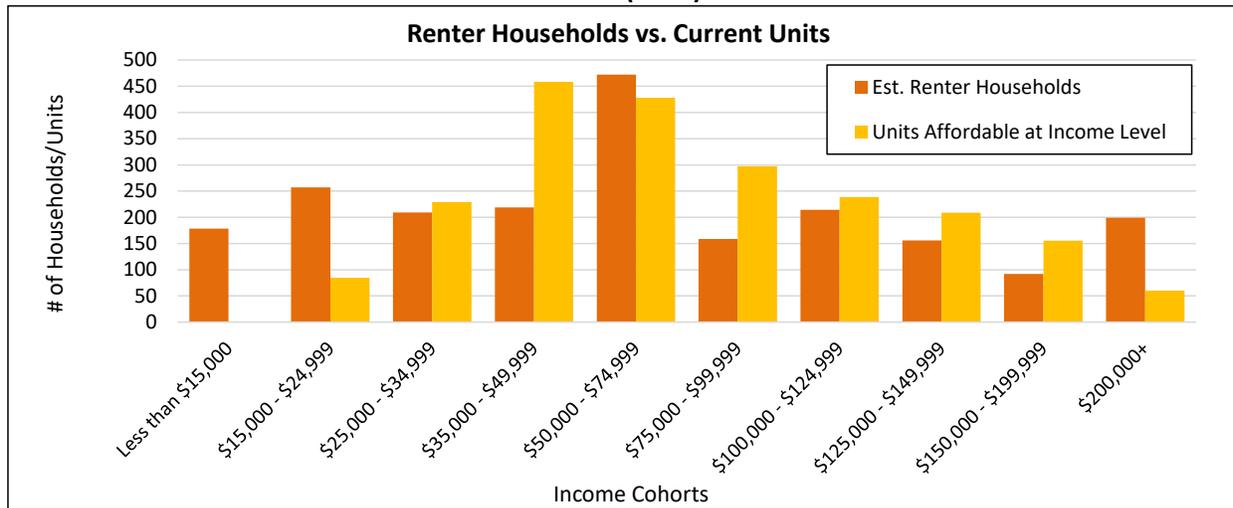
Figures 4.5 and 4.6 present this information in chart form, comparing the estimated number of households in given income ranges, and the supply of units currently valued (ownership) or priced (rentals) within those income ranges. The data is presented for owner and renter households.

**FIGURE 4.5: COMPARISON OF OWNER HOUSEHOLD INCOME GROUPS TO ESTIMATED SUPPLY AFFORDABLE AT THOSE INCOME LEVELS (2020)**



Sources: PSU Population Research Center, City of West Linn, Census, JOHNSON ECONOMICS

**FIGURE 4.6: COMPARISON OF RENTER HOUSEHOLD INCOME GROUPS TO ESTIMATED SUPPLY AFFORDABLE AT THOSE INCOME LEVELS (2020)**



Sources: PSU Population Research Center, City of West Linn, Census, JOHNSON ECONOMICS

The analysis finds that the current market rates for most rental units are in the \$900 to \$2,000/month range. Therefore, this is where most of the rental unit supply is currently clustered. However, the greatest unmet need is found at the lowest end of the income scale, where many current renters pay more than 30% of their income in housing costs. Rentals at the most expensive levels generally represent single family homes for rent.

The home value and rent segments which show a “surplus” in Figures 4.5 and 4.6 illustrate where current property values and market rent levels are in West Linn. Housing prices and rent levels will tend to congregate around those levels. These levels will be too costly for some (i.e., require more than 30% in gross income) or “too affordable” for others (i.e., they have income levels that indicate they could afford more expensive housing if it were available).

In general, these findings demonstrate that there are few lower-value housing opportunities for many owner households, and potential support for some less expensive types of ownership housing. There is a need for more rental units at lower rent levels (<\$900/mo.).

**HOME SALE PRICES**

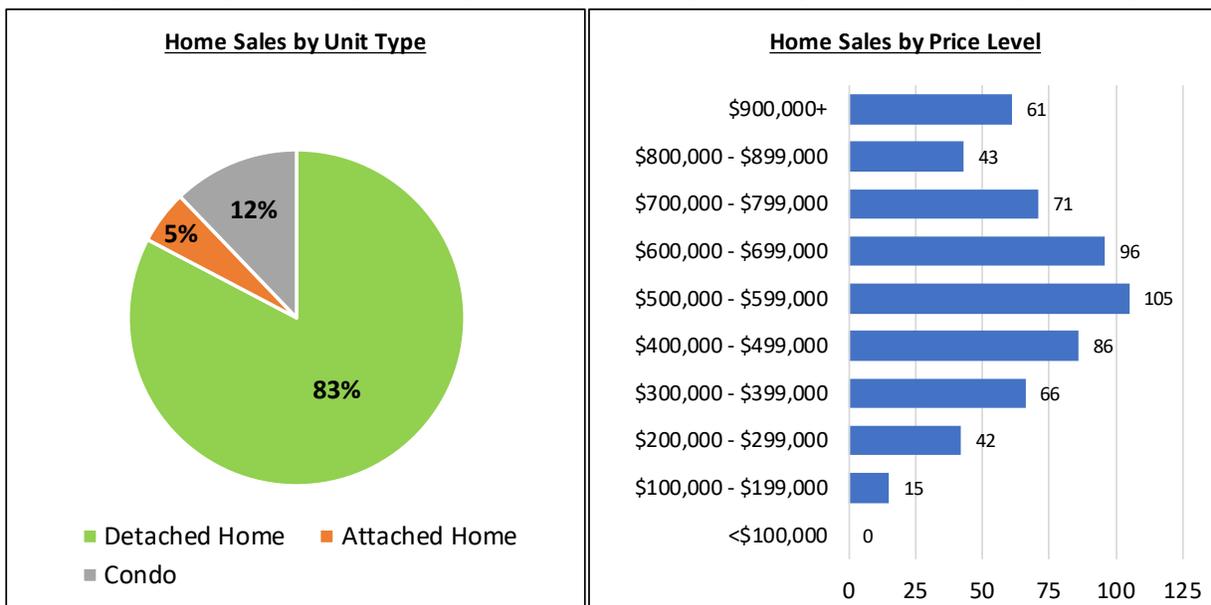
It is important to note that the figures presented in the prior section represent estimates of current *property value or current housing cost to the owner, not the current market pricing of homes for sale in the city.* For instance, a household living in a manufactured home that has been paid off over many years may have relatively low housing costs. This indicates that one owner household is living in a “lower value” unit. It does **not** indicate that units at this price point are available on the current market.

If this hypothetical household were to sell their home, it would sell at a higher price reflecting inflation and current achievable market prices. For this reason, many of the lower value or lower rent units found in the previous section will actually become higher-priced units when they are sold or become vacant.

For reference, this section presents home sales data from fall 2019 to fall 2020 to indicate housing costs for new entrants into the market (Figure 4.7).

- The median sale price was \$585,000.
- The average (mean) sale price was \$635,000.
- The average price per square foot was \$230/s.f.
- The median square footage was 2,630 s.f.

**FIGURE 4.7: WEST LINN HOME SALES (12 MONTHS)**



Sources: RMLS, JOHNSON ECONOMICS

- 18% of sales were priced between \$500,000 and \$599,000.
- 15% of sales were priced between \$400,000 and \$499,000.
- 46% of sales were priced at \$600,000 or more.
- 10% of sales were priced over \$900,000.
- Only 10% of sales were priced below \$300,000.

**Affordability:** As indicated, half of recent sales in West Linn took place within the \$400,000 to \$700,000 price range. Homes in this range should be mostly affordable to households earning at least \$100,000 per year. An estimated 60% of local households fall within these income segments.

Roughly 40% of households earn less than \$100,000 per year, meaning that the bulk of housing supply on the current for-sale market is likely too expensive for most of these households.

\* \* \*

The findings of current need form the foundation for projected future housing need, presented in the following section.

## V. FUTURE HOUSING NEEDS - 2040 (CITY OF WEST LINN)

The projected future (20-year) housing profile (Figure 5.1) in the study area is based on the current housing profile (2020), multiplied by an assumed projected future household growth rate. The projected future growth is the forecasted 2040 population for the City of West Linn included in the most recent Metro Urban Growth analysis and Regional Transportation Plan analysis (0.3%).

**FIGURE 5.1: FUTURE HOUSING PROFILE (2040)**

PROJECTED FUTURE HOUSING CONDITIONS (2020 - 2040)		SOURCE
2020 Population (Minus Group Pop.)	25,864	PSU
Projected Annual Growth Rate	0.3%	Metro UGR Forecast Program
2040 Population (Minus Group Pop.)	27,720	(Total 2040 Population - Group Housing Pop.)
Estimated group housing population:	141	Share of total pop. (0.5%)
<b>Total Estimated 2040 Population:</b>	<b>27,861</b>	
<b>Estimated Non-Group 2040 Households:</b>	<b>10,907</b>	(2040 Non-Group Pop./Avg. Household Size)
New Households 2020 to 2040	959	
Avg. Household Size:	2.54	Projected household size
<b>Total Housing Units:</b>	<b>11,481</b>	Occupied Units plus Vacant
Occupied Housing Units:	10,907	(= Number of Non-Group Households)
Vacant Housing Units:	574	(= Total Units - Occupied Units)
Projected Market Vacancy Rate:	5.0%	(Vacant Units/ Total Units)

Sources: PSU Population Research Center, Metro, Census, JOHNSON ECONOMICS LLC

\*Projections are applied to estimates of 2020 population, household and housing units shown in Figure 2.1.

The model projects growth in the number of non-group households over 20 years of roughly 960 households, with accompanying population growth of 1,866 new residents. (The number of households differs from the number of housing units, because the total number of housing units includes a percentage of vacancy. Projected housing unit needs are discussed below.)

### PROJECTION OF FUTURE HOUSING UNIT DEMAND (2040)

The profile of future housing demand was derived using the same methodology used to produce the estimate of current housing need. This estimate includes current and future households but *does not include a vacancy assumption. The vacancy assumption is added in the subsequent step.* Therefore, the need identified below is the total need for actual households in occupied units (10,907).

The analysis considered the propensity of households at specific age and income levels to either rent or own their home, in order to derive the future need for ownership and rental housing units, and the affordable cost level of each. The projected need is for *all* 2040 households and therefore includes the needs of current households.

The price levels presented here use the same assumptions regarding the amount of gross income applied to housing costs, from 30% for low-income households down to 20% for the highest income households.

The affordable price level for ownership housing assumes 30-year amortization, at an interest rate of 5%, with 15% down payment. Because of the impossibility of predicting variables such as interest rates 20 years into the future,

these assumptions were kept constant from the estimation of current housing demand. Income levels and price levels are presented in 2020 dollars.

Figure 5.2 presents the projected occupied future housing demand (current and new households, without vacancy) in 2040.

**FIGURE 5.2: PROJECTED OCCUPIED FUTURE HOUSING DEMAND (2040)**

Ownership				
Price Range	# of Households	Income Range	% of Total	Cumulative
\$0k - \$80k	214	Less than \$15,000	2.5%	2.5%
\$80k - \$130k	119	\$15,000 - \$24,999	1.4%	3.9%
\$130k - \$190k	173	\$25,000 - \$34,999	2.0%	6.0%
\$190k - \$250k	415	\$35,000 - \$49,999	4.9%	10.9%
\$250k - \$330k	864	\$50,000 - \$74,999	10.2%	21.0%
\$330k - \$390k	959	\$75,000 - \$99,999	11.3%	32.3%
\$390k - \$470k	797	\$100,000 - \$124,999	9.4%	41.7%
\$470k - \$540k	785	\$125,000 - \$149,999	9.2%	50.9%
\$540k - \$710k	1,328	\$150,000 - \$199,999	15.6%	66.6%
\$710k +	2,841	\$200,000+	33.4%	100.0%
<b>Totals:</b>	<b>8,496</b>		<b>% of All:</b>	<b>77.9%</b>

Rental				
Rent Level	# of Households	Income Range	% of Total	Cumulative
\$0 - \$400	202	Less than \$15,000	8.4%	8.4%
\$400 - \$700	287	\$15,000 - \$24,999	11.9%	20.3%
\$700 - \$900	235	\$25,000 - \$34,999	9.8%	30.0%
\$900 - \$1200	250	\$35,000 - \$49,999	10.4%	40.4%
\$1200 - \$1600	538	\$50,000 - \$74,999	22.3%	62.7%
\$1600 - \$1900	174	\$75,000 - \$99,999	7.2%	69.9%
\$1900 - \$2200	235	\$100,000 - \$124,999	9.8%	79.7%
\$2200 - \$2500	171	\$125,000 - \$149,999	7.1%	86.8%
\$2500 - \$3400	101	\$150,000 - \$199,999	4.2%	91.0%
\$3400 +	218	\$200,000+	9.0%	100.0%
<b>Totals:</b>	<b>2,411</b>		<b>% of All:</b>	<b>22.1%</b>

<b>All Units</b>	<b>10,907</b>
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Sources: Census, Environics Analytics, JOHNSON ECONOMICS

The number of households across the income spectrum seeking a range of both ownership and rental housing is anticipated to grow. It is projected that the homeownership rate in West Linn will fall slightly over the next 20 years to 78% from 79%, which would still be significantly higher than the Clackamas County and statewide ownership rates.

**COMPARISON OF FUTURE HOUSING DEMAND TO CURRENT HOUSING INVENTORY**

The profile of occupied future housing demand presented above (Figure 5.2) was compared to the current housing inventory presented in the previous section to determine the total future need for *new* housing units by type and price range (Figure 5.3).

*This estimate includes a vacancy assumption. As reflected by the most recent Census data, and as is common in most communities, the vacancy rate for rental units is typically higher than that for ownership units. An average vacancy rate of 5% is assumed for the purpose of this analysis.*

**FIGURE 5.3: PROJECTED FUTURE NEED FOR NEW HOUSING UNITS (2040), WEST LINN**

OWNERSHIP HOUSING									
Unit Type:	Single Family Detached	Single Family Attached	Multi-Family			Manuf. home	Boat, RV, other temp	Total Units	% of Units
			2-unit	3- or 4-plex	5+ Units MFR				
<b>Totals:</b>	572	56	8	14	28	1	0	679	67.6%
<b>Percentage:</b>	84.3%	8.2%	1.2%	2.1%	4.1%	0.2%	0.0%	100%	

RENTAL HOUSING									
Unit Type:	Single Family Detached	Single Family Attached	Multi-Family			Manuf. home	Boat, RV, other temp	Total Units	% of Units
			2-unit	3- or 4-plex	5+ Units MFR				
<b>Totals:</b>	71	29	55	53	109	8	0	326	32.4%
<b>Percentage:</b>	21.9%	8.8%	16.9%	16.4%	33.5%	2.5%	0.0%	100%	

TOTAL HOUSING UNITS									
Unit Type:	Single Family Detached	Single Family Attached	Multi-Family			Manuf. home	Boat, RV, other temp	Total Units	% of Units
			2-unit	3- or 4-plex	5+ Units MFR				
<b>Totals:</b>	644	84	63	68	137	9	0	<b>1,005</b>	<b>100%</b>
<b>Percentage:</b>	64.1%	8.4%	6.3%	6.8%	13.6%	0.9%	0.0%	100%	

Sources: PSU, City of West Linn, Census, Environics Analytics, JOHNSON ECONOMICS

- The results show a need for 1,005 new housing units by 2040.
- Of the new units needed, roughly 68% are projected to be ownership units, while 32% are projected to be rental units. This represents more renters than the estimated tenure split, but it is projected that more rental units will need to be added to balance the disproportionate share of ownership units in the current inventory.
- Currently, the estimated vacancy rate of rental units is very low, so to serve the current need, future need, and allow for a 5% vacancy rate, a disproportionate number of rental units are needed. The current vacancy rate for ownership units, including second homes, is higher, so fewer new ownership units are projected.
- There is some need for new ownership housing at the low-end and upper end of the pricing spectrum. But income trends suggest that the greatest demand will remain in the upper-middle price ranges (\$300k to \$600k).
- The greatest need for rental units is found at the lowest and some higher price points. Market rents are currently clustered in the \$900 to \$2,000 range in current dollars. Therefore, most units are to be found in this range. There is insufficient rental housing for the lowest income households making \$35,000 or less.

**FIGURE 5.4: ESTIMATED CURRENT NEED & FUTURE NEED BY INCOME BRACKET WEST LINN**

Income Range	Current Need (no vacancy)	Future Need (no vacancy)	New Need (with vacancy)	Share of Units
Less than \$15,000	380	416	43	4%
\$15,000 - \$24,999	370	406	44	4%
\$25,000 - \$34,999	372	408	43	4%
\$35,000 - \$49,999	607	665	66	7%
\$50,000 - \$74,999	1,279	1,402	140	14%
\$75,000 - \$99,999	1,034	1,133	101	10%
\$100,000 - \$124,999	941	1,032	94	9%
\$125,000 - \$149,999	872	956	86	9%
\$150,000 - \$199,999	1,303	1,429	124	12%
\$200,000+	2,790	3,059	265	26%
<b>Total:</b>	<b>9,948</b>	<b>10,907</b>	<b>1,005</b>	

Sources: PSU, City of West Linn, Census, Environics Analytics, JOHNSON ECONOMICS

**Needed Unit Types**

The mix of needed unit types shown in Figure 5.3 reflects both past trends and anticipated future trends. Since 2000, detached single family units have continued to constitute most of the permitted units in West Linn. In keeping with development trends, and the buildable land available to West Linn, single family units are expected to continue to make up a large share of new ownership housing over the next 20 years. However, an increasing share of new units is anticipated to be attached housing types to accommodate renters and first-time home buyers.

- 64% of the new units are projected to be single family detached homes, while 35% is projected to be some form of attached housing, and under 1% are projected to be new manufactured homes.
- Single family attached units (townhomes on individual lots) are projected to meet 8% of future need. These are defined as units on separate tax lots, attached by a wall but separately metered, the most common example being townhome units.
- Duplex through four-plex units are projected to represent 13% of the total need. Duplex units would include a detached single-family home with an accessory dwelling unit on the same lot, or with a separate unit in the home (for instance, a rental basement unit.) This includes attached units allowed to be built in single-family neighborhoods under new statewide rules.
- 14% of all needed units are projected to be multi-family in structures of 5+ attached units.
- Of ownership units, 84% are projected to be detached single-family homes, and 16% projected to be attached forms.
- About 76% of new rental units are projected to be found in new attached buildings, with 34% projected in rental properties of 5 or more units, and 33% in buildings of two to four units, and 9% in attached single family forms. Only 22% of new rental units are projected to be detached homes.

**Needed Affordability Levels**

Figure 5.5 presents the estimated need for net new housing units by major income segment, based on the projected demographics of new households to the market area. The needed affordability levels presented here are based on current 2020 dollars. Over time, incomes and housing costs will both inflate, so the general relationship projected here is expected to remain unchanged.

Figure 5.5 also discusses the housing types typically attainable by residents at these income levels.

**FIGURE 5.5: PROJECTED NEED FOR NEW HOUSING AT DIFFERENT INCOME LEVELS**

Household Income Segment	Income Level (Rounded)*	Afford. Rent Range	Afford. Price Range	Owner Units	Renter Units	Total	Share	Common Housing Product
Extremely Low Inc. < 30% AMI	< \$27,500	<\$800	<\$150k	21	76	97	10%	Govt-subsidized; Voucher
Very Low Income 30% - 50% AMI	\$27.5k - \$46k	\$800-\$1,100	\$150k-\$225k	27	54	80	8%	Aging/substandard rentals; Govt-subsidized; Voucher
Low Income 50% - 80% AMI	\$46k - \$73.5k	\$1,100-\$1,600	\$225k-\$330k	59	90	150	15%	Market apts; Manuf. homes; Plexes; Aging SFR
Middle Income 80% - 120% AMI	\$73.5k - \$110.5k	\$1,600-\$2,100	\$330k-\$475k	113	35	148	15%	Single-family detached; Townhomes; Small homes; New apts
Upper Income > 120% AMI	> \$110,500	\$2,100 +	\$475k +	459	70	530	53%	Single-family detached
<b>TOTAL:</b>				<b>679</b>	<b>326</b>	<b>1,005</b>	<b>100%</b>	

\* Adjusted to 2020 dollars. The median household income level in 2020 will be will be inflated from current levels.

Sources: HUD, Census, Environics Analytics, JOHNSON ECONOMICS

- Generally, based on income levels there is a shortage of units in the lowest pricing levels for renter and owner households.
- Figure 5.3 presents the *net NEW* housing unit need over the next 20 years. However, there is also a *current* need for more affordable units. In order for all households, current and new to pay 30% or less of their income towards housing in 2040, more affordable rental units would be required. This indicates that some of the current supply, while it shows up as existing available housing, would need to become less expensive to meet the needs of current households.
- There is a finding of current and new need at the lowest end of the rental spectrum (\$900 and less).
- The projection of future ownership units finds that the supply at the lowest end of the spectrum is currently insufficient due to the prevalence of newer homes most of which are detached houses. (This reflects the estimated *value* of the total housing stock, and not necessarily the average pricing for housing currently for sale.) Ownership options and lower and middle price points are townhomes, condos, and small detached homes, often on smaller lots.
- Figure 5.6 presents estimates of need at key low-income affordability levels in 2020 and in 2040. There is existing and on-going need at these levels, based on income levels specified by Oregon Housing and Community Services for Clackamas County. An estimated 30% of households qualify as at least “low income” or lower on the income scale, while 9% of household qualify as “extremely low income”.
- Typically, only rent-subsidized properties can accommodate these lowest-income households at “affordable” housing cost levels. (The threshold income levels presented here are generated for the entire county based on the significantly lower countywide average household income in comparison to West Linn.)

**FIGURE 5.6: PROJECTED NEED FOR HOUSING AFFORDABLE AT LOW INCOME LEVELS, WEST LINN**

Affordability Level	Income Level*		Current Need (2020)		Future Need (2040)		NEW Need (20-Year)	
			# of HH	% of All	# of HH	% of All	# of HH	% of All
Extremely Low Inc.	30% AMI	\$27,630	848	9%	945	9%	97	10%
Very Low Income	50% AMI	\$46,050	1,569	16%	1,746	16%	178	18%
Low Income	80% AMI	\$73,680	2,940	30%	3,267	30%	327	33%

Sources: OHCS, Environics Analytics, JOHNSON ECONOMICS

\* Income levels are based on OHCS guidelines for a family of four.

**Agricultural Worker Housing**

There is currently no housing dedicated to this population in West Linn. Based on the assumption that this type of housing will maintain its current representation in the local housing stock, this indicates that there will likely be no new need for housing dedicated specifically for agricultural workers over the planning period. However, this population may also be served by other available affordable units.

## VI. RECONCILIATION OF FUTURE NEED (2040) & LAND SUPPLY

This section summarizes the results of the Buildable Lands Inventory (BLI). The BLI is presented in detail in an accompanying memo to this report. This analysis relies on the most conservative estimate of capacity from the multiple scenarios considered in the BLI memo.

The following table (Figure 6.1) presents the estimated new unit capacity of the buildable lands identified in the City of West Linn and within the UGB. The table breaks down the City's zoning into broad categories:

- Low density (<8 units/gross acre)
- Medium density (8 – 18 units/gross acre)
- High density (18+ units/gross acre)

Residential zones, as well as mixed-use zones that can accommodate some residential uses, were included in the inventory.

**FIGURE 6.1: ESTIMATED BUILDABLE LANDS CAPACITY BY ACREAGE AND NO. OF UNITS (2020)**

ZONING		Unconstrained Acres			Unit Capacity	
		Vacant	Infill	Total	Units	Share
RESIDENTIAL ZONE	Category					
R-40	Low-Density Res.	0.0	0.0	0.0	0	0%
R-20	Low-Density Res.	0.0	0.0	0.0	1	0%
R-15	Low-Density Res.	6.0	1.2	7.2	30	2%
R-10	Low-Density Res.	30.8	102.9	133.7	727	60%
R-7	Low-Density Res.	3.5	10.3	13.8	89	7%
R-5	Medium-Density Res.	3.0	9.2	12.2	105	9%
R-4.5	Medium-Density Res.	2.7	10.9	13.6	134	11%
R-3	High-Density Res.	0.0	0.0	0.0	0	0%
R-2.1	High-Density Res.	0.0	1.9	1.9	36	3%
LD	Low-Density Res.	6.8	10.4	17.2	83	7%
<i>TOTALS:</i>		<i>52.8</i>	<i>146.8</i>	<i>199.6</i>	<i>1,205</i>	<i>100%</i>
ZONE CATEGORIES	Typical Housing Type					
Low-Density Res.	Single-family detached; Some SF attached & plex	47.1	124.8	171.9	930	77%
Medium-Density Res.	SF attached; Manufact. home; 2-4 plexes	5.7	20.1	25.8	239	20%
High-Density Res.	Multi-family apartments	0.0	1.9	1.9	36	3%
<i>TOTALS:</i>		<i>52.8</i>	<i>146.8</i>	<i>199.6</i>	<i>1,205</i>	<i>100%</i>

Source: Angelo Planning Group

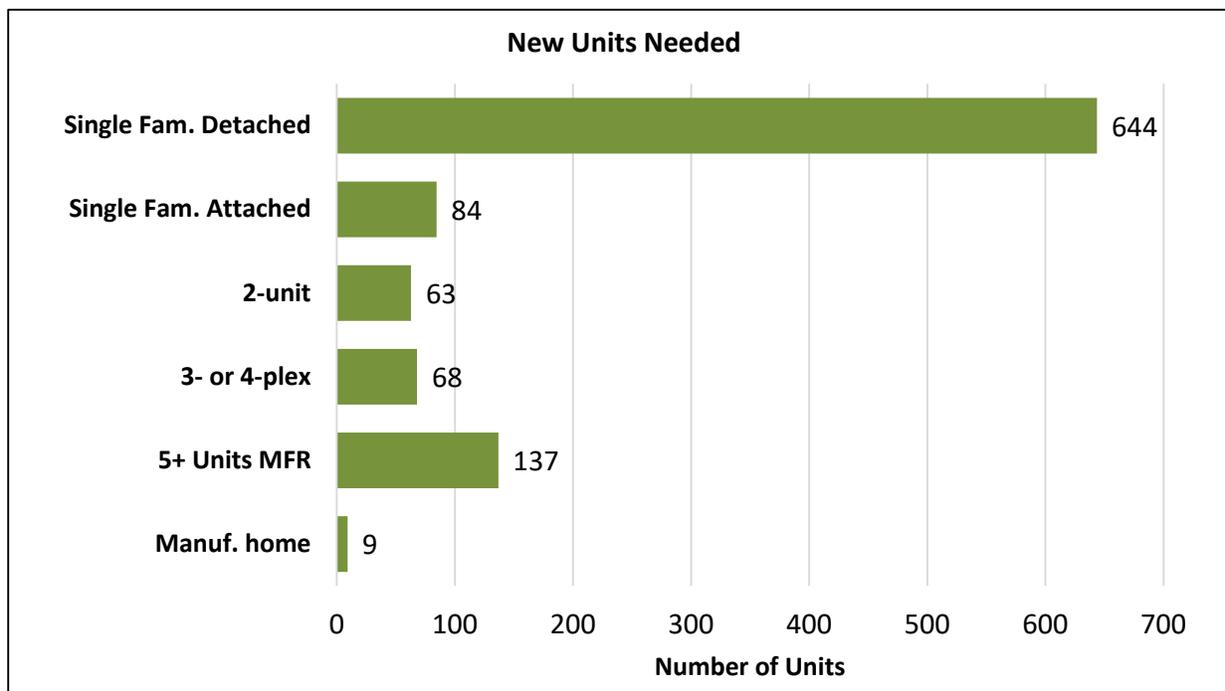
- There is a total estimated remaining capacity of 1,205 units of different types within the study area.
- Most of the remaining buildable acreage is in the low-density residential zones. At a total capacity 930 housing units, these zones represent roughly 77% of the total unit capacity.

- There are sufficient buildable medium-density acres to accommodate nearly 239 new units. This is 20% of the total unit capacity.
- There are very few available buildable acres in the high-density zone. In total, the capacity of these zones represents just 3% of the total unit capacity.

The following table summarizes the forecasted future unit need for West Linn. These are the summarized results from Section V of this report, presented here for reference.

**FIGURE 6.2: SUMMARY OF FORECASTED FUTURE UNIT NEED (2040)**

TOTAL HOUSING UNITS									
Unit Type:	Single Family Detached	Single Family Attached	Multi-Family			Manuf. home	Boat, RV, other temp	Total Units	% of Units
			2-unit	3- or 4-plex	5+ Units MFR				
<b>Totals:</b>	644	84	63	68	137	9	0	<b>1,005</b>	<b>100%</b>
<b>Percentage:</b>	64.1%	8.4%	6.3%	6.8%	13.6%	0.9%	0.0%	100%	



Sources: PSU Population Research Center, Census, Johnson Economics

**Comparison of Housing Need and Capacity**

There is a total forecasted need for just over 1,000 units over the next 20 years based on the forecasted growth rate. This is less than the estimated total capacity of 1,205 units. Figure 6.3 below presents a comparison of the BLI capacity for new housing units, compared to the estimate for new unit need by 2040. It breaks down need by general zoning category (LDR, MDR, HDR).

- The results find ample capacity for low-density housing, and medium-density housing.
- The amount of land zoned for “high-density housing” is insufficient for the projected demand for high-density housing types. There is a projected deficit of 5 acres of land in this zone to accommodate the forecasted number of multi-family apartment units.

- Under recently adopted state rules (HB2001, 2019), West Linn as a Metro-area city will be required in the future to allow for additional housing types in low-density residential zones. This includes attached single-family homes (townhomes), duplex-to-fourplex, and compact small-unit “cottage cluster” developments.
- In the case of West Linn, given the shortage of HDR-zoned land presented below, it becomes more likely that available land in lower-density zones may be developed with attached forms of housing, as other lands to accommodate these units is scarce. At the same time, there is capacity in the MDR zones to accommodate demand for most of the attached types listed above.
- These findings assume that under newly adopted state rules, 2% of available buildable parcels in the LDR zone will be used for the various types of attached units (single-family attached townhomes, duplex – fourplex). This amounts to a total of 28 attached units, plus 644 detached units in the LDR zone.

**FIGURE 6.3: COMPARISON OF FORECASTED FUTURE LAND NEED (2040) WITH AVAILABLE CAPACITY**

WITHIN CITY LIMITS		SUPPLY			DEMAND		
Zone & Plan Category	Typical Housing Type	Buildable Land Inventory (Total)			Growth Rate (1.8%)		
		Developable Acres	Unit Capacity	Avg. Density (units/ac)	New Unit Need (2040)	Surplus or (Deficit)	
						Units	Acres
Low-Density	Single-family detached; Some SF attached & plex	171.9	930	5.4	672	258	48
Med-Density	SF attached; Manufact. home; 2-4 plexes	25.8	239	9.3	196	43	5
High-Density	Multi-family apartments	1.9	36	18.9	137	(101)	(5)
<i>TOTALS:</i>		<i>199.6</i>	<i>1,205</i>	<i>6.0</i>	<i>1,005</i>	<i>200</i>	<i>47</i>

Sources: Angelo Planning Group, Johnson Economics



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MEMORANDUM

## West Linn Buildable Lands Inventory

### City of West Linn

DATE June 10, 2021  
TO Darren Wyss and Chris Meyers, City of West Linn, OR  
FROM Brandon Crawford, Matt Hastie, APG  
CC Jennifer Donnelly and Samuel Garcia, DLCD  
Brendan Buckley, Johnson Economics

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## INTRODUCTION

The purpose of this memorandum is to describe the methodology and data sources for the City of West Linn Residential Buildable Lands Inventory (BLI) and the initial results of the inventory. This BLI is a component of the West Linn Housing Capacity Analysis (HCA) project, and the results will inform the Residential Land Needs Analysis (RLNA) and the Measures to Accommodate Needed Housing. The West Linn HNA is being funded through a Department of Land Conservation and Development (DLCD) grant for implementing applicable requirements of House Bills 2001 (Middle Housing) and 2003 (Regional Housing Needs Analysis) implementation. The BLI addresses land within the West Linn city limits, shown in Figure 1.

The BLI is conducted in several steps, as follows.

- **Step 1: Identify Constraints.** Constraints include the City's regulatory floodway and floodplain (100-year), steep slopes, and Title 3 and 13 areas.
- **Step 2: Classification of Land.** APG has classified every tax lot within the West Linn city limits based on residential zoning designation. The BLI for this project is confined to those properties that are designated or zoned for residential uses.
- **Step 3: Assign Development Status.** Each tax lot within the West Linn city limits is given a "development status." These development statuses are based on assessor's data, aerial photography, and staff input. Each development status type is defined later in the memo.
- **Step 4: Determine Developable Acreage and Development Capacity.** Tax lots with a "vacant" or "infill" status are given an amount of developable acreage based on their size, existing uses, and any development constraints on the property identified in Step 1. For land categorized as residential, APG has identified development capacity in number of units based on the developable acreage of a parcel and a review of the City's zoning regulations.

The remainder of this memorandum discusses these steps and initial results in greater detail.

## LEGAL FRAMEWORK

### STATE RULES AND STATUTES

This memorandum draws on requirements related to analyzing buildable lands for UGB expansions in jurisdictions throughout Oregon and the Portland Metropolitan area. Relevant to this analysis are provisions under OAR 660 Division 24, Urban Growth Boundaries (660-024-0050 Land Inventory and Response to Deficiency) and Division 7, Metropolitan Housing (660-007). The State's Metropolitan Housing provision requires jurisdictions in the Portland Metropolitan (Metro) urban growth boundary to follow BLI guidelines for HNAs that are separate from the rest of the State's HNA requirements. This BLI uses the same methodology as the Metro Urban Growth Report (UGR, 2018).<sup>1</sup>

Figure 1 shows the project study area, which includes all land within the West Linn city limits, as well small portions of unincorporated land within the UGB along the southwest border of the City.

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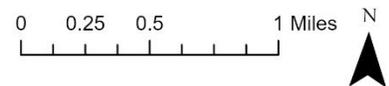
<sup>1</sup> Appendix 2, Buildable Land Inventory [https://www.oregonmetro.gov/sites/default/files/2018/07/03/UGR\\_Appendix2\\_Buildable\\_Lands\\_Inventory.pdf](https://www.oregonmetro.gov/sites/default/files/2018/07/03/UGR_Appendix2_Buildable_Lands_Inventory.pdf)

FIGURE 1. STUDY AREA



### West Linn BLI: Study Area

- West Linn City Limits
- Metro Cities
- UGB



**Date:** 11/10/2020  
**Source:** Angelo Planning Group  
 For Planning Purposes Only

## STEP 1 - CONSTRAINTS

Development constraints are factors that temporarily or permanently limit or prevent the use of economic development. Development constraints include, but are not limited to, wetlands and stream corridors (Title 3), environmentally sensitive areas such as habitat (Title 13), slope, topography, infrastructure deficiencies, parcel fragmentation, or natural hazard areas. The first step of the BLI process addresses land constrained by natural resources. Subsequent steps in the BLI removes the constrained acreage from the total area within each tax lot.

### NATURAL RESOURCE CONSTRAINTS

Natural resources typically provide beneficial environmental functions or aesthetic enhancements that are necessary to preserve. The preservation of these resources often provides a constraint on the developability of an area. To reflect this, environmental resources are identified in this step and removed in subsequent steps.

The following natural resources were removed from buildable acreage at different rates due to the City allowing limited development in some resource areas. Using the Metro UGR method, the natural resources and their associated removal rates are as follows:

#### Single-family residential

1. Floodways: 100% removed
2. Floodplain: 100% removed
3. Slopes > 25% and Title 3 treated the same way: 100% removed
4. Title 13: 50% of Title 13 constrained acres removed from BLI (consistent with Title 13 model Ordinance)
5. Assume at least one unit per tax lot, even if fully constrained

#### Multi-family residential

1. Floodways: 100% removed
2. Floodplain: 50% removed
3. Slopes > 25%: 100% removed
4. Title 3: remove 50% of the constrained land with the other 50% considered buildable
5. Title 13: 15% of Title 13 constrained acres removed from BLI (consistent with Title 13 Model Ordinance)
6. Assume at least one unit per tax lot, even if fully constrained

Note that any given piece of land can have multiple, overlapping constraints. Examples of this includes steep slopes within the floodplain. Portions of resources with less protection/less constrained (e.g. Title 13) are removed from the overlapping area of higher constrained resources (e.g. Floodway). Once overlapping portions are consolidated, the natural resources are overlaid with City tax lots to estimate the amount of land in each parcel where development is limited.

The data for each natural resource constraint is derived from Metro's Regional Land Information System (RLIS). The full constraints, including overlapping portions, are shown on Figure 3.

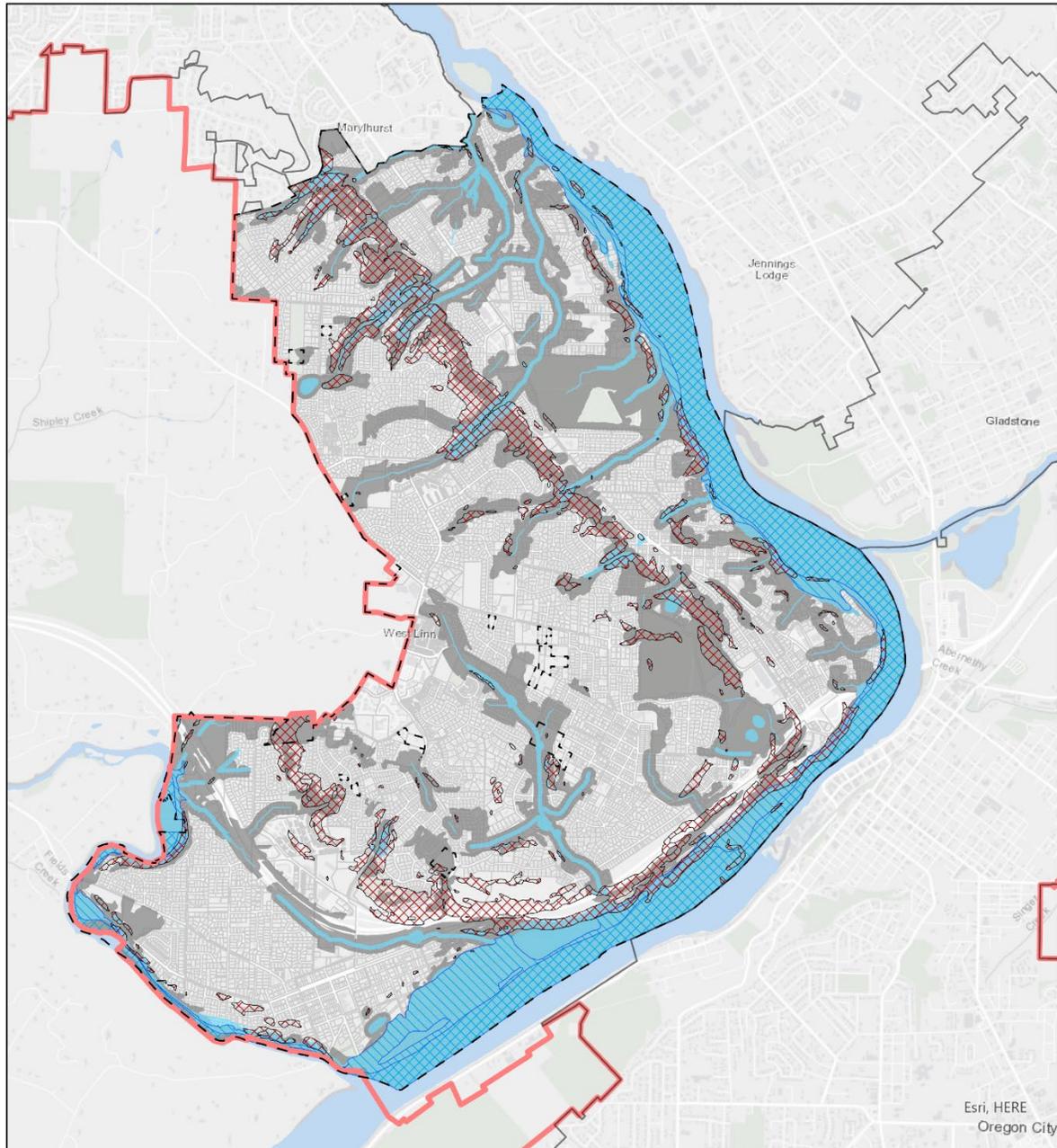
Table 1 summarizes the acreage for each constraint. Note that land can be subject to more than one constraint, as explained earlier. A significant portion of the City's natural resource constraints include Title 13 and Title 3 land, which is largely composed of stream corridors, wetlands, and upland habitat. While much of the City has Title 13 and 3 land, a substantial portion of these areas is still considered buildable, as noted above.

**TABLE 1: ENVIRONMENTAL CONSTRAINT SUMMARY**

<b>Constraint</b>	<b>Total (acres) *</b>
<i>Total</i>	<i>4,811.4</i>
Steep Slopes	586.4
Floodway	511.9
Floodplain	216.6
Title 3	1,013.6
Title 13	2,482.9

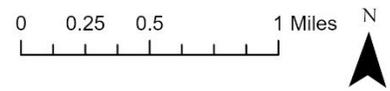
\* Note: Total acres does not account for overlap among categories

FIGURE 2. CONSTRAINTS MAP



### West Linn BLI: Constraints

[ - - ] West Linn City Limits	[ ] Taxlot	[ ] Title 3
[ ] Metro Cities	[ ] Steep Slope (>25%)	[ ] Title 13
[ ] UGB	[ ] Floodplain	[ ] Floodway



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**Source:** Angelo Planning Group  
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## STEP 2 - CLASSIFICATION OF LAND

For the purpose of this analysis, residential land is identified as the following:

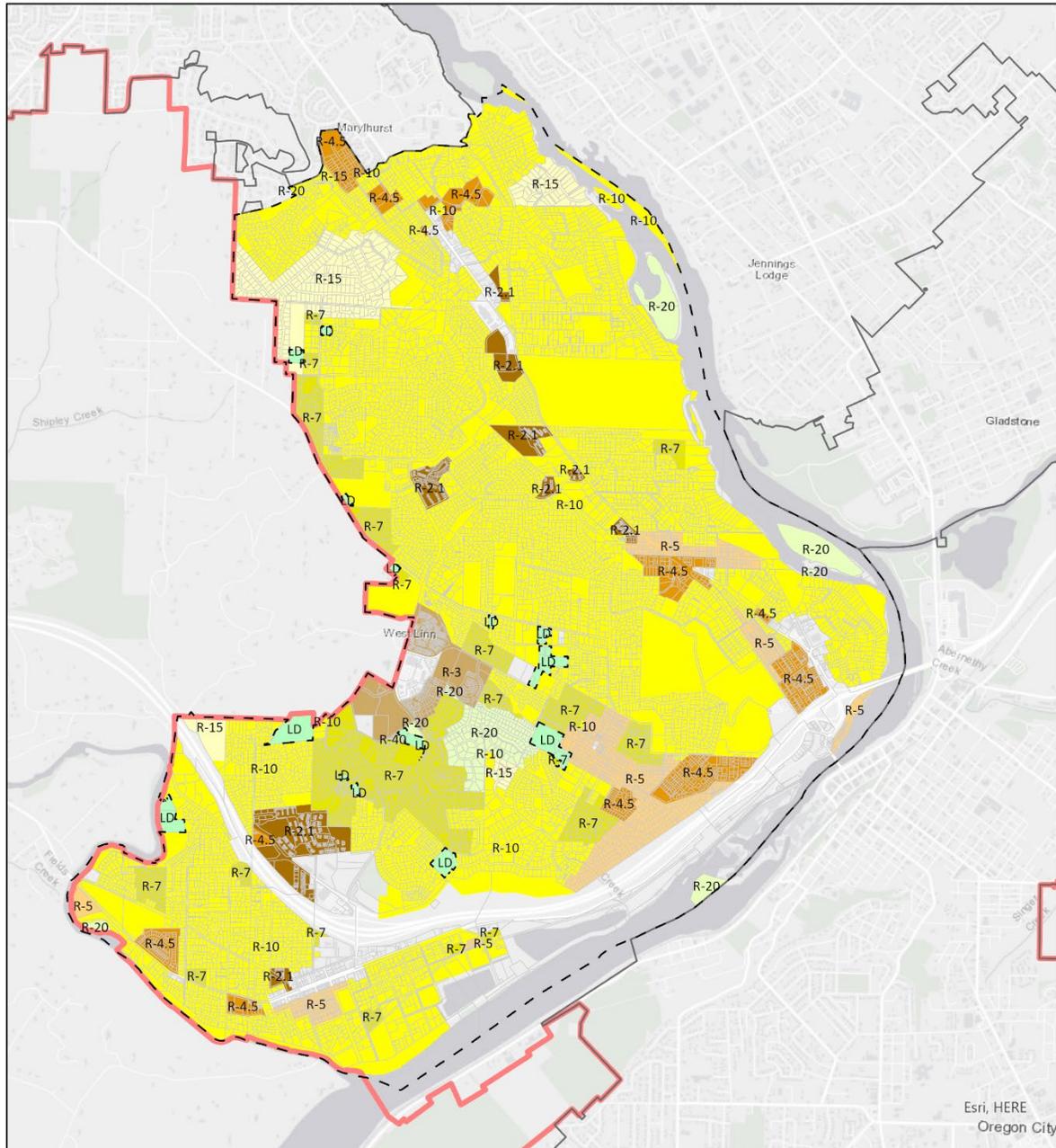
- Lands identified as a residential zone in the City's Zoning Code. These include:
  - Single-Family Detached (R-40, R-20, R-15, R-10, LD<sup>2</sup>)
  - Single-Family Detached and Attached/Duplex (R-7, R-5, R-4.5)
  - Single-Family and Multiple-Family (R-3, R-2.1)

Land zoned for other uses (commercial, industrial, open space, etc.) is excluded. Although the City's zoning code allows for limited residential uses in other, non-residential zones, it is not the primary purpose of these zones and there is no guarantee that land so designated will be used for residential purposes. The City's residential zones are shown in Figure 3.

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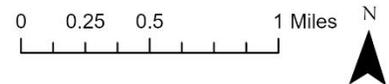
<sup>2</sup> LD is the City's Low Density Comprehensive Plan designation, which for the purposes of this analysis, only apply to the unincorporated islands within the City that do not yet have a zoning designation.

**FIGURE 3: RESIDENTIAL ZONES IN WEST LINN**



**West Linn BLI: Residential Zones**

[ - - - ] West Linn City Limits	Residential Zone	[ Yellow ] R-10	[ Orange ] R-4.5	[ Light Green ] LD
[ Solid ] Metro Cities	[ Olive ] R-40	[ Yellow-Green ] R-7	[ Brown ] R-3	
[ Red Outline ] UGB	[ Light Yellow ] R-20	[ Light Orange ] R-5	[ Dark Brown ] R-2.1	
[ Thin Grey ] Taxlot	[ Yellow ] R-15			



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Table 2 summarizes the amount of residentially zoned and land that is constrained. There is a total of 3,499 acres of residential land within the City. As shown, R-10 represents a significant portion of all residential land within the City at approximately 2,528 acres (approximately 72% of residential land).

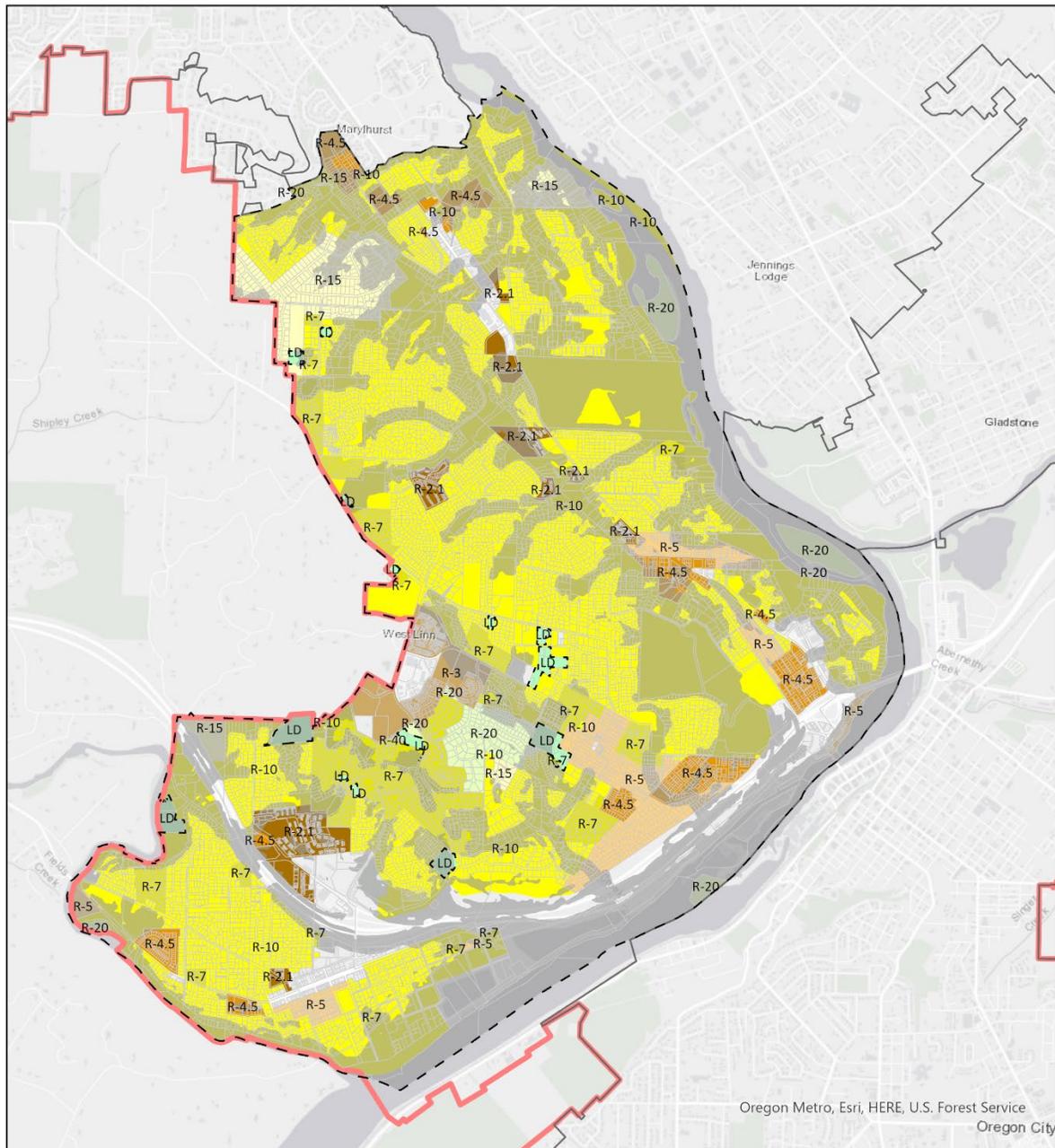
Most zones have a significant amount of natural resource constrained area relative to their total area, with R-20, R-15, R-10, and R-2.1 all showing nearly half their land as constrained. Every residential zone's constrained land represents at least 20% of the zone's entire land base (aside from R-40), while nearly half the City's residential land has some constraint on it (1,701 acres). Note that this table accounts for overlapping constraints, thus includes fewer constrained acres than shown in Table 1.

**TABLE 2: GROSS ACREAGE IN RESIDENTIAL LAND INVENTORY**

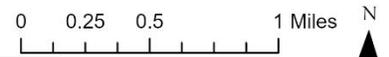
<b>Zone/Comp Plan</b>	<b>Constrained (acres)</b>	<b>Unconstrained (acres)</b>	<b>Total (acres)</b>
R-40	0.0	0.9	0.9
R-20	60.0	43.0	103.0
R-15	80.2	86.4	166.6
R-10	1,344.2	1,184.0	2,528.2
R-7	72.0	193.4	265.4
R-5	33.5	101.9	135.5
R-4.5	56.9	70.5	127.4
R-3	14.7	55.0	69.7
R-2.1	39.7	62.9	102.6
LD	32.9	25.8	58.7
<b>Total</b>	<b>1,734.1</b>	<b>1,823.8</b>	<b>3,557.9</b>

Residential land classifications with constraints overlaid are shown in Figure 4. Consistent with the table and figures above, a substantial portion of constrained appears in R-10 areas, which represents most of the City's residential land overall.

FIGURE 4. RESIDENTIAL ZONES AND CONSTRAINTS



West Linn BLI: Residential Zones and Constraints



West Linn City Limits	Constraints	<b>Residential Zone</b>	R-10	R-3
Metro Cities		R-40	R-7	R-2.1
UGB		R-20	R-5	LD
Taxlot		R-15	R-4.5	

Date: 11/10/2020  
 Source: Angelo Planning Group  
 For Planning Purposes Only

## STEP 3 - DEVELOPMENT STATUS

Each residential tax lot within the West Linn city limits has a “development status” of either vacant, infill, committed, or developed. These designations are based on County tax assessor’s data, aerial photography, and staff input. Criteria for these categories follows the Metro UGR methodology and are described below.

### DEVELOPMENT STATUS FOR RESIDENTIAL TAX LOTS

- **Vacant** – Vacant tax lots have no existing development, as identified by assessor data or the Metro RLIS Developed GIS layer. Vacant tax lots are identified as follows:
  - Any tax lot that is fully vacant, based on Metro aerial photo.
  - Tax lot with less than 2,000 sq. ft. developed AND developed portion is under 10% of the entire tax lot area.
  - Tax lots that are 95% or more “vacant” from the GIS vacant land inventory.
- **Infill** – These tax lots have existing single-family and meet the following criteria:
  - Lot size threshold > 2.5 times the minimum zoned lot size and less than \$300,000 in improvement/building values.
  - Any parcel that is > 5 times the minimum zones lot size, regardless of property value.
- **Committed** – These properties include parcels in common ownership (e.g., homeowners’ association common areas), are in private and public rights-of-way, and/or are designated or planned for other public facilities (e.g., schools, parks, water treatment facilities, etc.), and are assumed to be unavailable for additional residential uses. They are also properties under 1,000 square feet. The RLIS datasets for schools and Outdoor Recreation and Conservation Areas (ORCA) are the primary datasets used to identify committed parcels.
- **Developed** – Tax lots with this designation are assumed to be fully developed and unavailable for additional uses. Any tax lot that was not previously identified as vacant, infill, or committed was assumed to be developed.<sup>3</sup>

Table 3 summarizes the number of tax lots within each development status category by the respective zoning designation. As shown in the table, there is an estimated 614 vacant or infill tax lots within the City (approximately 6% of residentially zoned tax lots).

---

<sup>3</sup> Developed lots were assessed for redevelopment in multifamily zones using the Metro UGR methodology. This approach assumes that a total real market property value (RMV) to property area ratio below a certain threshold has a high redevelopment probability. The Metro UGR method uses a \$10/sqft threshold, or “strike price”, for suburban areas, which includes West Linn. There are no multi-family properties in the City that are below the \$10/sqft strike price. Therefore there are no properties in the City that meet “redevelopment” development status criteria.

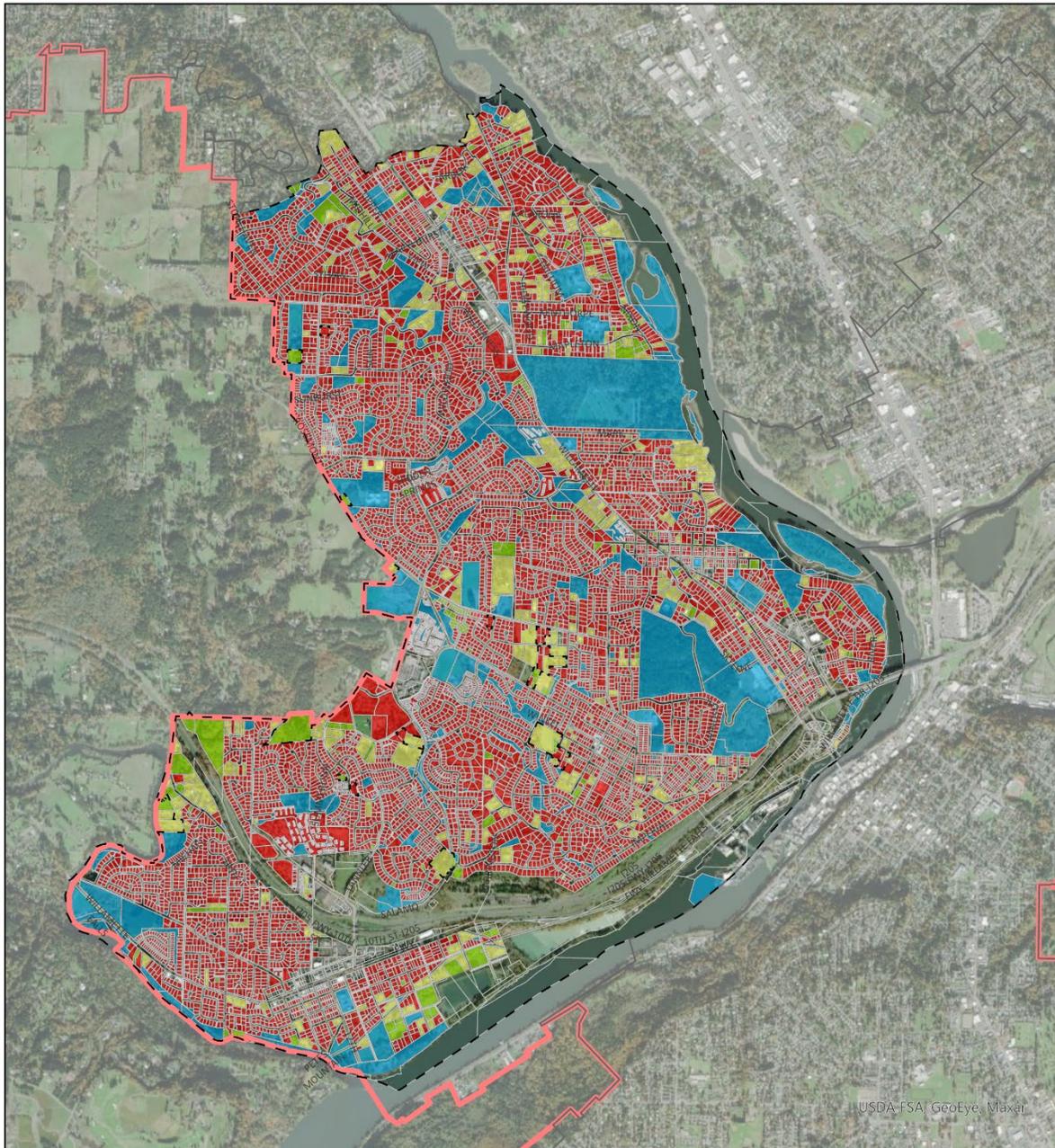
**TABLE 3. NUMBER OF TAX LOTS BY DEVELOPMENT STATUS AND ZONE**

<b>Zoning/ Comp Plan</b>	<b>Vacant</b>	<b>Infill<sup>4</sup></b>	<b>Committed</b>	<b>Developed</b>	<b>Grand Total</b>
R-40	--	--	--	1	1
R-20	1	--	15	139	155
R-15	9	5	5	296	315
R-10	219	209	254	5,337	6,019
R-7	17	11	54	1,082	1,164
R-5	31	29	51	615	726
R-4.5	28	31	38	445	542
R-3	--	--	22	312	334
R-2.1	--	5	687	244	936
LD	12	7	--	19	38
<b>Grand Total</b>	<b>317</b>	<b>297</b>	<b>1,126</b>	<b>8,490</b>	<b>10,230</b>

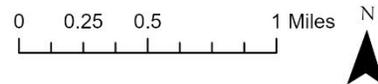
Figure 5 illustrates the location and development status of tax lots within the City. As shown, most of the area is developed throughout the City. New residential development opportunities in the City are sparse, with vacant and infill lots scattered throughout the City and a few small, concentrated pockets of vacant lots along the fringes.

<sup>4</sup> The infill estimation based on the Metro UGR methodology may overestimate the number of lots that are likely to redevelop or add capacity during the planning period. This BLI analysis identified a number of small lots that fit the Metro UGR infill criteria but that appear to be unlikely to experience additional development within the next 20 years, given the size of the lot, the value of the home, and/or the placement of the existing home on the lot. The Metro UGR criteria applies to the whole region, and therefore may overestimate infill capacity for smaller jurisdictions with less development pressure.

FIGURE 5. DEVELOPMENT STATUS



### West Linn BLI: Development Status



Development Status	
West Linn City Limits	Vacant
Metro Cities	Infill
UGB	Committed
Taxlot	Developed

Date: 12/14/2020  
Source: Angelo Planning Group  
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## STEP 4 - DETERMINE DEVELOPMENT CAPACITY

The capacity of developable residential land is estimated based on the City's zoning provisions of the West Linn Development Code. Buildable land is the unconstrained acreage minus the assumed future right-of-way (ROW) dedication to accommodate dwelling units (e.g. streets). Consistent with Metro UGR methods, ROW dedication removal from unconstrained acreage was determined from the following sliding scale:

- Tax lots under 3/8 acre, assume 0% set aside for future streets.
- Tax lots between 3/8 acre and 1 acre, assume a 10% set aside for future streets.
- Tax lots greater than an acre, assume an 18.5% set aside for future streets.

Assumed densities for each zone were determined by the minimum lot sizes shown in Table 4, coupled with data related to the density of previously permitted developments, and an assumption that future densities are likely to be marginally higher based on allowed middle housing types in these zones.

**TABLE 4: RESIDENTIAL AREAS, MINIMUM LOT SIZE, AND DENSITY ASSUMPTION**

<b>Zone</b>	<b>Minimum Lot Size(s) (square feet)</b>	<b>Density Assumption</b>	<b>Current Density Provisions</b>
Single-Family Detached (R-40)	SFR – 40,000	1.2 DU/acre	1.1 DU/acre
Single-Family Detached (R-20)	SFR – 20,000	2.5 DU/acre	2.18 DU/acre
Single-Family Detached (R-15)	SFR – 15,000	3.5 DU/acre	2.9 DU/acre
Single-Family Detached (R-10)	SFR – 10,000	5 DU/acre	4.35 DU/acre
Single-Family Detached and Attached (R-7)	SFR – 7,000, SFR Attached – 5,500	6.5 DU/acre	6.2 DU/acre
Single-Family Detached and Attached/Duplex (R-5)	SFR – 5,000, SFR Attached – 4,500	9 DU/acre	8.7 DU/acre
Single-Family Attached and Detached Duplex (R-4.5)	SFR – 4,500, SFR Attached – 4,000	10 DU/acre	9.68 DU/acre
Single-Family and Multiple-Family (R-3)	SRR (detached and attached) – 3,000, MFR – 3,000 per unit	14 DU/acre	14.5 DU/acre
Single-Family and Multiple-Family R-2.1	SFR – 4,000, SFR Attached – 2,700, MFR – 2,100	20 DU/acre	20.74 DU/acre
Low Density (LD)	N/A	5 DU/acre	N/A

The housing capacity was estimated by multiplying the assumed density by the estimated buildable acreage for each zone. Additionally, housing capacity for each parcel was rounded to the nearest whole number. Specifically, all parcels with a calculated capacity greater than one unit were rounded down, while those calculated to be less than one unit were rounded up. As previously mentioned, every lot that is fully constrained is assumed to accommodate at least one unit, consistent with Metro UGR methodology. This approach assumes that every vacant or infill parcel can accommodate at least one unit. The buildable acreage is shown in Table 5, and the estimated housing capacity is shown in Table 6. Housing capacity estimates are mapped in Figure 6.

**TABLE 5: ESTIMATED BUILDABLE ACRES BY DEVELOPMENT STATUS AND ZONE**

<b>Residential Area</b>	<b>Vacant</b>	<b>Infill<sup>5</sup></b>	<b>Grand Total</b>
R-40	--	--	--
R-20	0.0	--	0.0
R-15	6.0	1.2	7.2
R-10	30.8	102.9	133.7
R-7	3.5	10.3	13.8
R-5	3.0	9.2	12.2
R-4.5	2.7	10.9	13.6
R-3	--	--	--
R-2.1	--	1.9	1.9
LD	6.8	10.4	17.2
<b>Grand Total</b>	<b>52.8</b>	<b>146.9</b>	<b>199.7</b>

**TABLE 6: HOUSING UNIT CAPACITY ESTIMATE AND DENSITY ASSUMPTIONS<sup>6</sup>**

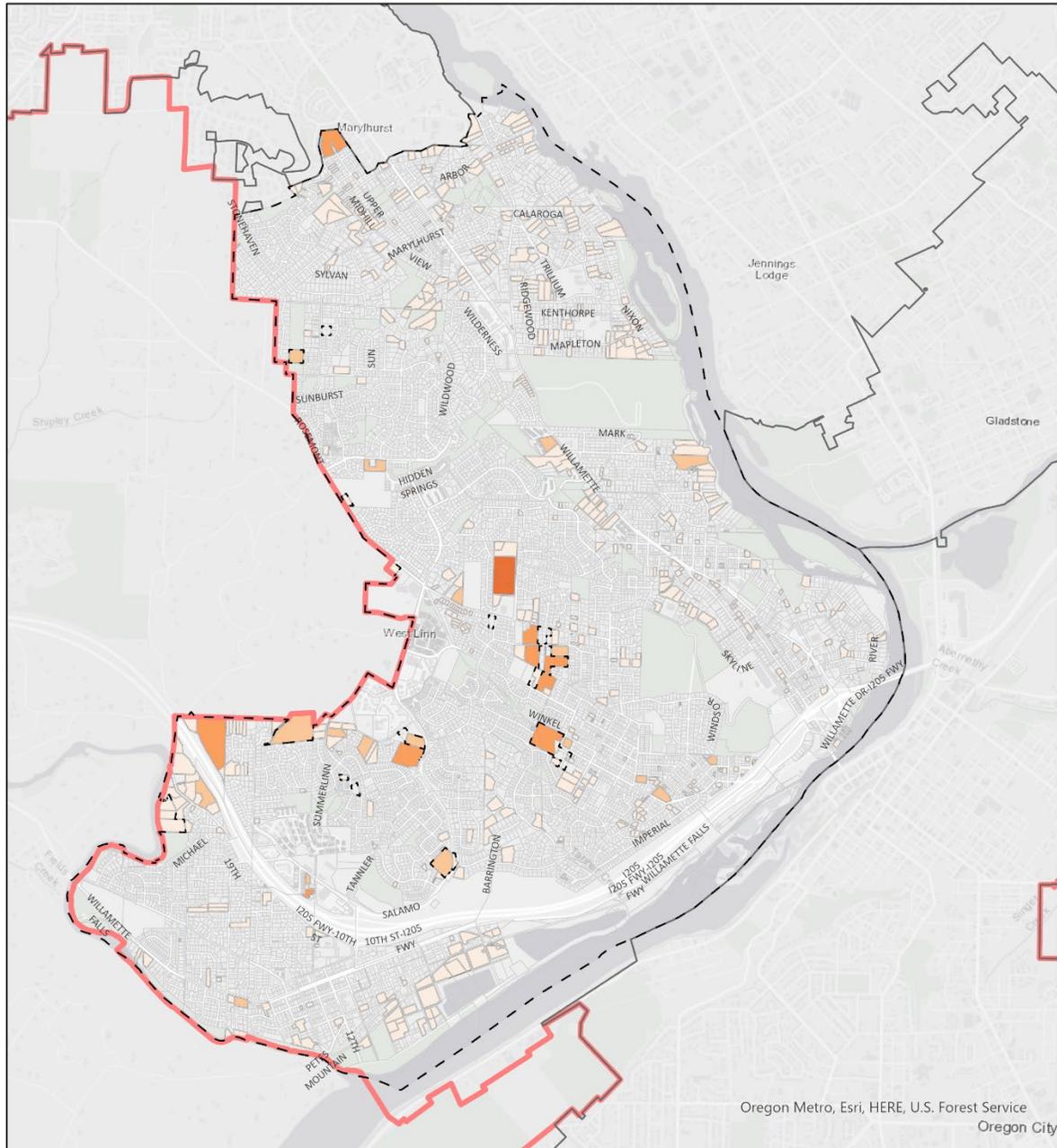
<b>Residential Area</b>	<b>Assumed Density</b>	<b>Vacant</b>	<b>Infill<sup>7</sup></b>	<b>Grand Total</b>
R-40	1.2 DU/acre	--	--	--
R-20	2.5 DU/acre	1	--	1
R-15	3.5 DU/acre	25	5	30
R-10	5 DU/acre	254	473	727
R-7	6.5 DU/acre	26	63	89
R-5	9 DU/acre	34	71	105
R-4.5	10 DU/acre	33	101	134
R-3	14 DU/acre	--	--	--
R-2.1	20 DU/acre	--	36	36
LD	5 DU/acre	33	50	83
<b>Grand Total</b>	<b>N/A</b>	<b>406</b>	<b>799</b>	<b>1,205</b>

<sup>5</sup> See footnote 3 on page 12 regarding potential infill capacity.

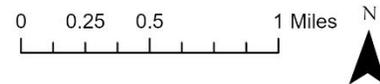
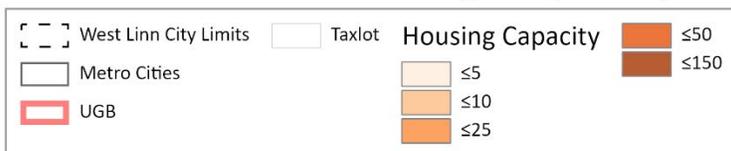
<sup>6</sup> There are minor discrepancies between some of these figures and the product of multiplying the buildable acreage (Table 5) for some zones with their corresponding assumed density. This is because multiplying each zone's total buildable acreage with its assumed density does not account each parcel's rounding to the nearest whole number, which was discussed in the Step 4 methodology.

<sup>7</sup> See footnotes 3 and 4.

FIGURE 6: ESTIMATED HOUSING UNIT CAPACITY



### West Linn BLI: Housing Capacity



**Date:** 12/14/2020  
**Source:** Angelo Planning Group  
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## Goal 10 - HOUSING

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### BACKGROUND AND FINDINGS

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*Note: The following underlined text will completely replace the existing ~~strikethrough~~ text in this section of the Housing chapter.*

Having affordable, quality housing in safe neighborhoods with access to community services is essential for all Oregonians. Like other cities in Oregon, the City of West Linn is responsible for helping to ensure that its residents have access to a variety of housing types that meet the housing needs of households and residents of all incomes, ages and specific needs. Towards that end, the City has undertaken and will continue to implement and update a variety of activities to meet current and future housing needs:

- Conduct and periodically update an analysis of current and future housing conditions and needs. The City most recently conducted this analysis in 2021. The results are summarized in this element of the Comprehensive Plan and described in more detail in a supporting Housing and Residential Land Need Assessment Report.
- Conduct and periodically update an inventory of buildable residential land to ensure that the City has an adequate supply of land zoned for residential use to meet projected future needs. The City most recently conducted this analysis in 2021. The results are summarized in this element of the Comprehensive Plan and described in more detail in a supporting Buildable Lands Inventory Report.
- Adopt a set of amended housing-related Comprehensive Plan policies to address future housing needs and continue to update them, as needed.
- Regularly update and apply regulations in the City's Zoning and Subdivision Ordinances to meet housing needs identified in the Comprehensive Plan and supporting documents.
- Implement additional strategies to address housing needs in partnership with state and county agencies and other housing organizations. Potential strategies are described in more detail in a Housing Strategies Report prepared as part of the Housing Capacity Analysis in 2020-2021.
- Coordinate with Metro and other surrounding jurisdictions regarding future amendments to the Portland Metro area urban growth boundary.

West Linn is a City of 27,420 people (in 2022) located in Clackamas County on the southern edge of the Portland metropolitan area. Based on estimated population, West Linn is the 20th largest city in the state by population, similar in size to other regional cities such as Tualatin, Wilsonville, and Forest Grove. The City has grown by over 3,700 people since 2000 or 17%. As of 2020, the city has an estimated 9,948 households. Since 2000, West Linn has added an estimated 2,200 households. This is an average of roughly 110 households annually during this period. The growth since 2000 has outpaced the growth in new housing units, which have been permitted at the rate of roughly 90 units per year, with the majority being single-family detached homes.

There has been a general trend in Oregon and nationwide towards declining household size as birth rates have fallen, more people have chosen to live alone, and the Baby Boomers have

become empty nesters. While this trend of diminishing household size is expected to continue nationwide, there are limits to how far the average can fall. West Linn's average household size of 2.6 people is similar to the Clackamas County average and slightly higher than the statewide average of 2.5.

In addition, between 2000 and 2020, middle-aged cohorts generally decreased as share of total population, while the share of older residents grew. This is in keeping with the national trend caused by the aging of the Baby Boom generation. Overall, West Linn has a younger population than the county, with a greater share of children, but a smaller share of those aged 25 to 34 years. In 2018, the local median age in West Linn was 42 years old, compared to 38 years old in Oregon. Compared to state and national averages, West Linn has a higher share of households with children. At 16%, the share of population over 65 is similar to the state and national figures. West Linn is a relatively affluent community and its estimated median household income (\$104,061 in 2020) typically has been higher than in Clackamas County, and was almost double the statewide median in 2020. In 2020, 53% of households earned more than \$100,000, while only 23% of households earn less than \$50k per year.

Housing is generally one of a household's largest living costs, if not the largest. The ability to find affordable housing options, and even build wealth through ownership, is one of the biggest contributors to helping lower income households save and build wealth. Over 24% of West Linn households pay more than 30% of income towards housing costs (American Community Survey 2018). Households with lower incomes tend to spend more than 30% of their income on housing, while incrementally fewer of those in higher income groups spend more than 30% of their incomes on housing costs.

Even if renting, lower housing costs allow for more household income to be put to other needs. Renters have disproportionately lower incomes relative to homeowners. Housing cost burdens are felt more broadly for these households. West Linn has an income distribution skewed towards higher income levels, there are relatively few households in these lower income segments, compared to most other cities, however, there is still a need for more affordable rental units in West Linn, as in most communities. For example, 52% of renters spending more than 30% of their income on gross rent, but an estimated 24% of renters are spending 50% or more of their income on housing and are considered severely rent-burdened.

West Linn had a housing vacancy rate of 5% (includes ownership and rental units) in 2020. The housing stock increased by roughly 20% between 2000 and 2020. West Linn had a much greater share of homeowner households than renter households. The 2018 American Community Survey estimates that 79% of occupied units were owner occupied, and only 21% renter occupied. The ownership rate has held steady since 2000 (78%). This is significantly higher than the estimated ownership rate across Clackamas County (69%) and statewide (61%).

A large share of owner-occupied units (90%) are detached homes, which is related to why owner-occupied units tend to have more bedrooms, compared to other community averages. Renter-occupied units are much more distributed among a range of structure types. About 32% of rented units are estimated to be detached homes or manufactured homes, while the remainder are some form of attached unit. An estimated 29% of rental units are in larger apartment complexes.

The future housing needs projection shows a need for 1,005 new housing units by 2040, which is less than the estimated total housing capacity of 1,205 units. Of the new units needed, roughly 68% are projected to be ownership units, while 32% are projected to be rental units. This represents more renters than the estimated tenure split, but it is projected that more rental units will need to be added to balance the larger share of ownership units in the current inventory.

While cities typically do not directly provide housing, they can influence a number of factors that impact the availability of housing. These can include the supply of available residential land; the availability of public services; development regulations (density and design), and support for low- and moderate-income housing through funding or incentives. The City also can assist in providing information to non-profit and private developers about housing opportunity sites, state and federal funding opportunities and design and development practices that promote construction of accessible, sustainable, attractive and affordable housing.

In the Portland metropolitan region, only land included in the Metro Urban Growth Boundary (UGB), an invisible line that separates resource land from presently developable areas, can be developed at residential densities requiring urban services. At the local level, each county and city must inventory its buildable land, which is defined as vacant and re-developable land suitable for residential use, to determine housing capacity. West Linn updated its buildable land inventory in 2020. Buildable land supply in West Linn shows adequate capacity for low-density housing, and medium-density housing, while the amount of land zoned for “high-density housing” is insufficient for the projected demand for high-density housing types. There is an estimated surplus of approximately 50 acres of land (equivalent to 300 dwelling units) for low and medium density housing and a projected deficit of 5 acres of land in this zone to accommodate the forecasted number of multi-family apartment units.

In addition, given the shortage of High-density Residential-zoned land in West Linn and recent changes to Development Code provisions, it becomes more likely that available land in lower-density zones may be developed with attached forms of housing, as other lands to accommodate these units is scarce. At the same time, there is capacity in the Medium Density Residential zones to accommodate demand for most of the attached types. The HCA shows a surplus of approximately 5 acres or 50 housing units for this type of housing. In addition, updates to the City’s development code adopted in 2022 to permit middle-housing types in all residential zones adds to the capacity for medium density housing.

- A number of state and regional policies also affect how West Linn plans for and encourages the production of housing. These include:
- House Bill 2003, passed in 2021, and related administrative rules requiring West Linn and other cities in the Portland Metro region to update their Housing Needs Analyses and adopt Housing Production Strategies every six years. Several other recent legislative actions related to housing allowed in commercial areas, conversion of motels to temporary housing, required density bonuses for affordable housing projects, and others also will affect the City’s approach to regulating specific types of housing.
- The Metro Urban Growth Management Functional Plan which also requires cities in the Metro area to determine its housing capacity and adopt minimum density requirements. West Linn must require that new developments be built at densities that are at least 80% of the maximum density allowed.

**House Bill 2001 (HB2001, 2019) and associated administrative rules require West Linn and other Metro-area cities to allow for additional housing types in low-density residential zones and the City already has adopted amendments to its Community Development Code to do this. This includes attached single-family homes (townhomes), duplex-to-fourplex, and compact small-unit “cottage cluster” developments. These amendments will increase the variety of housing that can be developed throughout the City. They also affect compliance with related state rules and regulations.**

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 10-1, 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 nonrelated 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.

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## GOALS, POLICIES, AND RECOMMENDED ACTION MEASURES

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**Goals, Policies, and Recommended Action Measures are to address the housing needs identified in West Linn. In addition to ensuring consistency with regional, state and federal requirements, these aim to support partnerships among housing providers and stakeholders in West Linn and to promote opportunities for a wide range of housing choices, efficient land use, and development of housing affordable to people with low and moderate incomes.**

### Goals

1. Preserve **and provide a high level of residential livability** while also considering the character and identity of established neighborhoods **in balance with other local goals, as well as state and regional requirements.**
2. Assure good functional and aesthetic design of ~~multi-family and clustered single-family~~ **all residential** developments.
3. **Provide opportunities for a variety of housing types at a range of price levels to accommodate the diverse housing needs of current and future residents.**
34. Encourage the development of affordable housing for West Linn residents of all income levels, **especially including for low- and moderate-income households.**

### Policies

1. **Support Statewide Planning Goal 10 by ensuring for the availability of adequate numbers of needed housing units.**
2. Ensure that the Comprehensive Plan **and Community Development Code** is consistent with **federal, state, and regional housing rules and policies.** ~~LCDC's Metropolitan Housing regulations.~~
3. Provide the opportunity for development of detached and attached single-family units, duplexes, **triplexes, quadplexes, cottage clusters,** garden apartments, town houses, row houses, multiplex units and boarding houses, lodging or rooming houses, and manufactured housing.

4. **Provide the opportunity for a wider range of rental and ownership housing choices in West Linn.**
5. Allow manufactured housing, subject to state building code requirements, in all residential zones.
6. Require design review approval for all multi-family developments and manufactured home parks.
7. Allow for flexibility in lot design, size, and building placement to promote housing variety and protection of natural resources.
8. Allow accessory dwelling units, subject to City development and building regulations, in all residential zones.
9. Preserve and enhance, through design review, the Historic District in Willamette and landmark structures throughout the City.
10. Adhere to clear and objective standards to promote timely and predictable plan review.
11. ~~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.~~
12. Encourage use of energy efficient building materials and practices in the design, construction, and remodeling of housing.
13. Encourage installation of fire prevention equipment, such as sprinklers, in new developments and implement sprinkler requirements for multi-family construction.
14. **Continue to maintain and expand partnerships with non-profit housing developers and other affordable housing providers and agencies that preserve or provide new low- to moderate-income housing units, create opportunities for first-time homeownership, and help vulnerable homeowners stay in their homes.**
15. **Work with other jurisdictions, Clackamas County, Metro, and the State to identify the region's housing needs and pursue a shared approach to improve housing affordability across all household income ranges.**
16. **Encourage residential uses mixed with other compatible uses in the same building or on the same site within the City's mixed-use zones.**
17. **Employ strategies that support the Fair Housing Act and affirmatively further fair housing.**

18. The City shall prepare, regularly monitor, and periodically update an inventory of buildable residential land.
19. Encourage maintenance and rehabilitation of the existing housing stock and support local or regional programs that help provide funding for this purpose.

## **Recommended Action Measures**

1. Evaluate how West Linn can meet its share of the regional need for affordable housing.
2. Identify ~~constitutionally justifiable~~ measures, **policies, and programs** to encourage **the development** ~~provision~~ of affordable housing **projects**.
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.~~

**4. Regularly update the City’s buildable land inventory.**

**5. Complete a Housing Production Strategy and regularly update the strategy to address community need and priorities.**

**6. Review the City’s System Development Charges (SDC) structure and consider tiered fees based on home size and affordability targets.**

**7. Coordinate with the Housing Authority of Clackamas County, private non-profit housing providers, and other federal, state, and regional agencies for the provision of affordable housing programs.**

**8. Encourage the development of affordable housing when opportunities arise to redevelop publicly owned properties.**

**9. Engage West Linn residents in public policy decisions, programs, and projects to improve neighborhood quality of life.**

**10. Evaluate policies and programs, such as density transfers and allowance of smaller lot sizes, to protect natural areas and significant trees and tree groves.**

**ORDINANCE NO. 1748**

**AN ORDINANCE RELATING TO THE AMENDMENT OF WEST LINN COMPREHENSIVE PLAN MAP  
TO IMPLEMENT THE REQUIREMENTS OF OREGON HOUSE BILL 2003**

Annotated to show ~~deletions~~ and additions to the code sections being modified. Deletions are ~~bold lined through~~ and additions are bold underlined.

**WHEREAS**, Chapter II, Section 4, of the West Linn City Charter provides: Powers of the City. The City shall have all powers which the Constitution, statutes and common law of the United States and of this State now or hereafter expressly or implied grant or allow the City, as fully as though this Charter specifically enumerated each of those powers; and

**WHEREAS**, in 2019, in response to the state's housing crisis, the Oregon Legislature enacted House Bill 2003 to require communities to address needed housing; and

**WHEREAS**, the 2021 West Linn Housing Capacity Analysis showed the City was five-acres deficient in multi-family residential zoned buildable land to accommodate projected housing needs in the future; and

**WHEREAS**, Oregon Revised Statute 197.297 requires the City to rectify the deficiency of multi-family residential zoned buildable land as part of House Bill 2003 implementation; and

**WHEREAS**, the West Linn Planning Commission held three work sessions on April 5, 2023, June 21, 2023, and July 19, 2023 to discuss proposed House Bill 2003 amendments, including the proposed West Linn Comprehensive Plan Map amendments; and

**WHEREAS**, the property owner was consulted and supports the amendments; and

**WHEREAS**, the West Linn Planning Commission held a public hearing, which was noticed in accordance with City standards, on August 16, 2023, and recommended approval of the proposed West Linn Comprehensive Plan Map amendments; and

**WHEREAS**, the West Linn City Council held a public hearing, which was noticed in accordance with City standards, on October 9, 2023, to consider the Planning Commission recommendation, receive public testimony, and evaluate the decision-making criteria; and

**WHEREAS**, the Council's decision is based on the findings contained in these Whereas Clauses, together with findings, conclusions, and substantial evidence found in the associated land use record file PLN-23-01, which is incorporated by this reference.

**NOW, THEREFORE, THE CITY OF WEST LINN ORDAINS AS FOLLOWS:**

**SECTION 1. West Linn Comprehensive Plan Map Amendment.** The West Linn Comprehensive Plan Map shall be amended as depicted in Exhibit A.

The following properties shall be included in the Medium-High Density Residential Plan Designation: 1200 Tamarisk Drive (2S 1E 34A 00600 and 2S 1E 34A 00700)

**SECTION 2. Severability.** The sections, subsections, paragraphs, and clauses of this ordinance are severable. The invalidity of one section, subsection, paragraph, or clause shall not affect the validity of the remaining sections, subsections, paragraphs, and clauses.

**SECTION 3. Savings.** Notwithstanding this amendment/repeal, the City ordinances in existence at the time any criminal or civil enforcement actions were commenced shall remain valid and in full force and effect for purposes of all cases filed or commenced during the times said ordinance(s) or portions of the ordinance were operative. This section simply clarifies the existing situation that nothing in this Ordinance affects the validity of prosecutions commenced and continued under the laws in effect at the time the matters were originally filed.

**SECTION 4. Codification.** Provisions of this Ordinance shall be incorporated in the City Code and the word "ordinance" may be changed to "code", "article", "section", "chapter" or another word, and the sections of this Ordinance may be renumbered, or re-lettered, provided however that any Whereas clauses and boilerplate provisions (i.e. Sections 2-4) need not be codified and the City Recorder or his/her designee is authorized to correct any cross-references and any typographical errors.

**SECTION 5. Effective Date.** This ordinance shall take effect on the 30<sup>th</sup> day after its passage.

The foregoing ordinance was first read by title only in accordance with Chapter VIII, Section 33(c) of the City Charter on the \_\_\_\_\_ day of \_\_\_\_\_, 2019, and duly PASSED and ADOPTED this \_\_\_\_\_ day of \_\_\_\_\_, 2019.

\_\_\_\_\_  
RORY BIALOSTOSKY, MAYOR

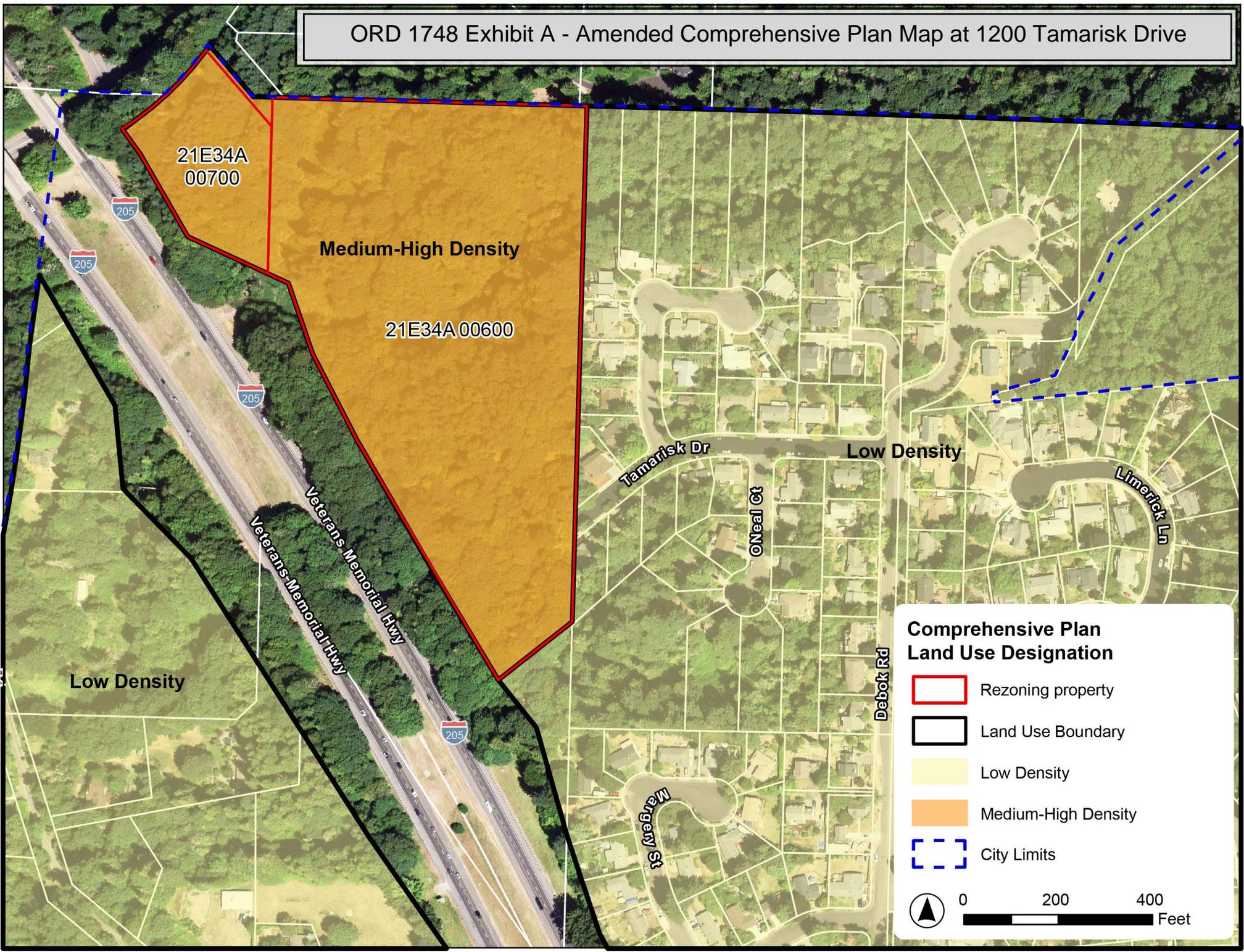
ATTEST:

\_\_\_\_\_  
KATHY MOLLUSKY, CITY RECORDER

APPROVED AS TO FORM:

\_\_\_\_\_  
CITY ATTORNEY

ORD 1748 Exhibit A - Amended Comprehensive Plan Map at 1200 Tamarisk Drive

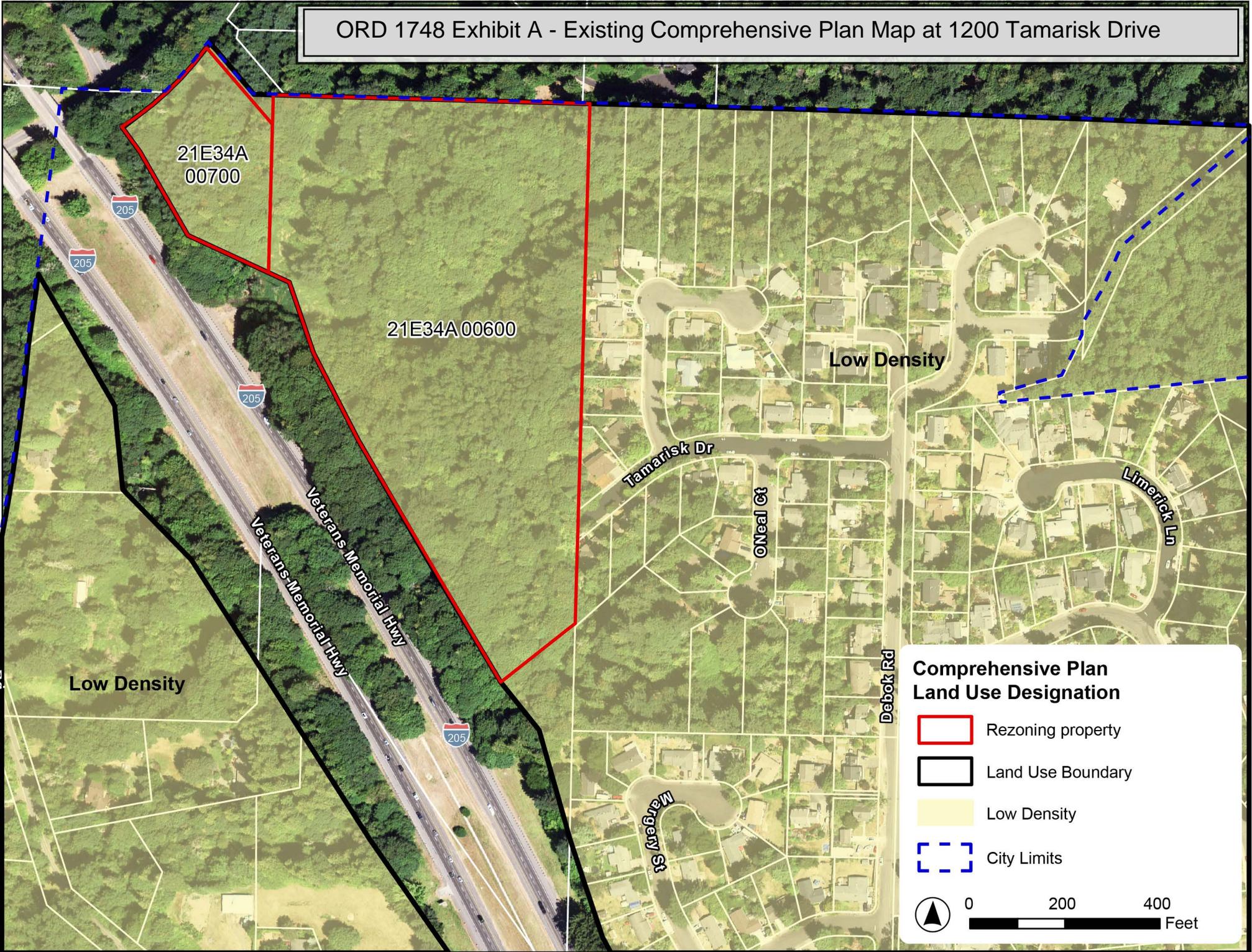


**Comprehensive Plan  
Land Use Designation**

-  Rezoning property
-  Land Use Boundary
-  Low Density
-  Medium-High Density
-  City Limits

 0 200 400 Feet

ORD 1748 Exhibit A - Existing Comprehensive Plan Map at 1200 Tamarisk Drive



**ORDINANCE NO. 1749**

**AN ORDINANCE RELATING TO THE AMENDMENT OF WEST LINN ZONING MAP TO IMPLEMENT THE REQUIREMENTS OF OREGON HOUSE BILL 2003**

Annotated to show ~~deletions~~ and additions to the code sections being modified. Deletions are ~~**bold lined through**~~ and additions are **bold underlined**.

**WHEREAS**, Chapter II, Section 4, of the West Linn City Charter provides: Powers of the City. The City shall have all powers which the Constitution, statutes and common law of the United States and of this State now or hereafter expressly or implied grant or allow the City, as fully as though this Charter specifically enumerated each of those powers; and

**WHEREAS**, in 2019, in response to the state's housing crisis, the Oregon Legislature enacted House Bill 2003 to require communities to address needed housing; and

**WHEREAS**, the 2021 West Linn Housing Capacity Analysis showed the City was five-acres deficient in multi-family residential zoned buildable land to accommodate projected housing needs in the future; and

**WHEREAS**, Oregon Revised Statute 197.297 requires the City to rectify the deficiency of multi-family residential zoned buildable land as part of House Bill 2003 implementation; and

**WHEREAS**, the City identified two properties that were never zoned after annexation in 1998 and two properties with zoning that does not align with the West Linn Comprehensive Plan Map designation; and

**WHEREAS**, the West Linn Planning Commission held three work sessions on April 5, 2023, June 21, 2023, and July 19, 2023 to discuss proposed House Bill 2003 amendments, including the proposed West Linn Zoning Map amendments; and

**WHEREAS**, the property owners were consulted and support the zoning amendments; and

**WHEREAS**, the West Linn Planning Commission held a public hearing, which was noticed in accordance with City standards, on August 16, 2023, and recommended approval of the proposed West Linn Comprehensive Plan Map amendments; and

**WHEREAS**, the West Linn City Council held a public hearing, which was noticed in accordance with City standards, on October 9, 2023, to consider the Planning Commission recommendation, receive public testimony, and evaluate the decision-making criteria; and

**WHEREAS**, the Council’s decision is based on the findings contained in these Whereas Clauses, together with findings, conclusions, and substantial evidence found in the associated land use record file PLN-23-01, which is incorporated by this reference.

**NOW, THEREFORE, THE CITY OF WEST LINN ORDAINS AS FOLLOWS:**

**SECTION 1. West Linn Zoning Map Amendment.** The West Linn Zoning Map shall be amended as depicted in Exhibit A.

The following properties shall be included in the R-2.1, Residential Zone:  
1200 Tamarisk Drive (2S 1E 34A 00600 and 2S 1E 34A 00700)

The following properties shall be included in the R-7, Residential Zone:  
3637/3939 Parker Road (2S 1E 25CB 03500 and 2S 1E 25CB 03600)

The following properties shall be included in the R-4.5, Residential Zone:  
4100 Norfolk Street (2S 1E 36BA 08100) and 4192 Sussex Street (2S 1E 36BA 08000)

**SECTION 2. Severability.** The sections, subsections, paragraphs, and clauses of this ordinance are severable. The invalidity of one section, subsection, paragraph, or clause shall not affect the validity of the remaining sections, subsections, paragraphs, and clauses.

**SECTION 3. Savings.** Notwithstanding this amendment/repeal, the City ordinances in existence at the time any criminal or civil enforcement actions were commenced shall remain valid and in full force and effect for purposes of all cases filed or commenced during the times said ordinance(s) or portions of the ordinance were operative. This section simply clarifies the existing situation that nothing in this Ordinance affects the validity of prosecutions commenced and continued under the laws in effect at the time the matters were originally filed.

**SECTION 4. Codification.** Provisions of this Ordinance shall be incorporated in the City Code and the word “ordinance” may be changed to “code”, “article”, “section”, “chapter” or another word, and the sections of this Ordinance may be renumbered, or re-lettered, provided however that any Whereas clauses and boilerplate provisions (i.e. Sections 2-4) need not be codified and the City Recorder or his/her designee is authorized to correct any cross-references and any typographical errors.

**SECTION 5. Effective Date.** This ordinance shall take effect on the 30<sup>th</sup> day after its passage.

The foregoing ordinance was first read by title only in accordance with Chapter VIII, Section 33(c) of the City Charter on the \_\_\_\_ day of \_\_\_\_\_, 2019, and duly PASSED and ADOPTED this \_\_\_\_ day of \_\_\_\_\_, 2019.

\_\_\_\_\_  
RORY BIALOSTOSKY, MAYOR

ATTEST:

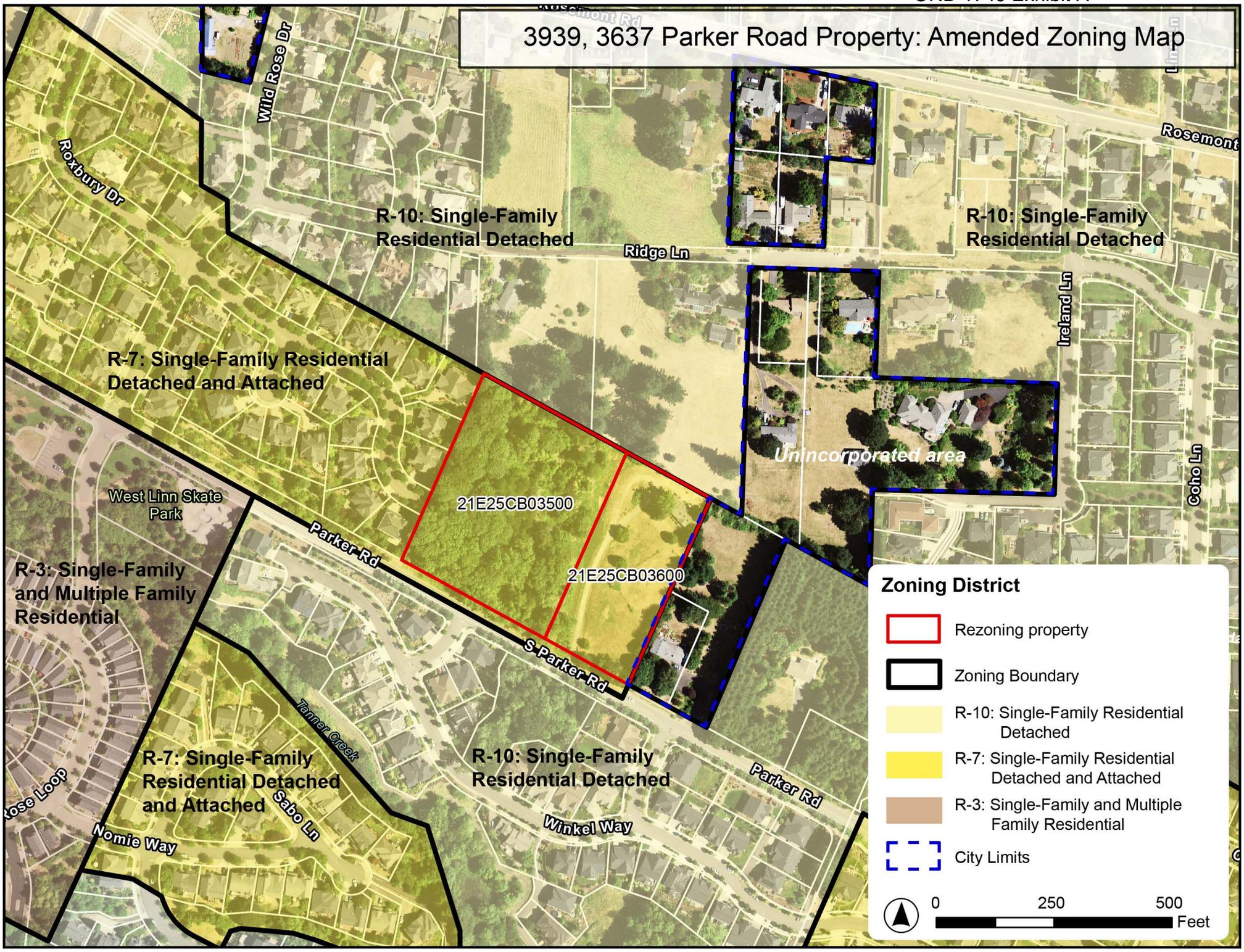
\_\_\_\_\_  
KATHY MOLLUSKY, CITY RECORDER

APPROVED AS TO FORM:

\_\_\_\_\_  
CITY ATTORNEY

DRAFT

# 3939, 3637 Parker Road Property: Amended Zoning Map

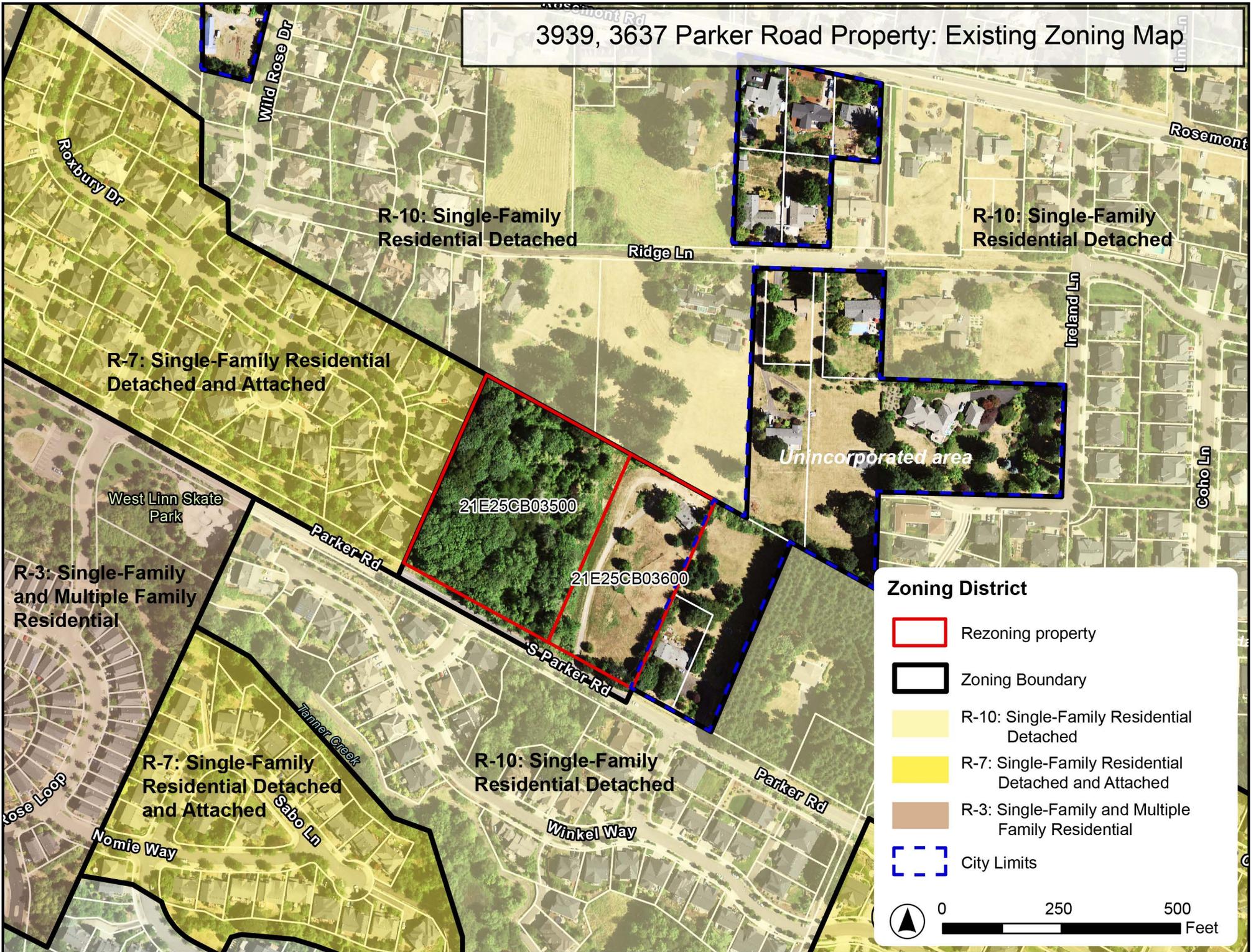


**Zoning District**

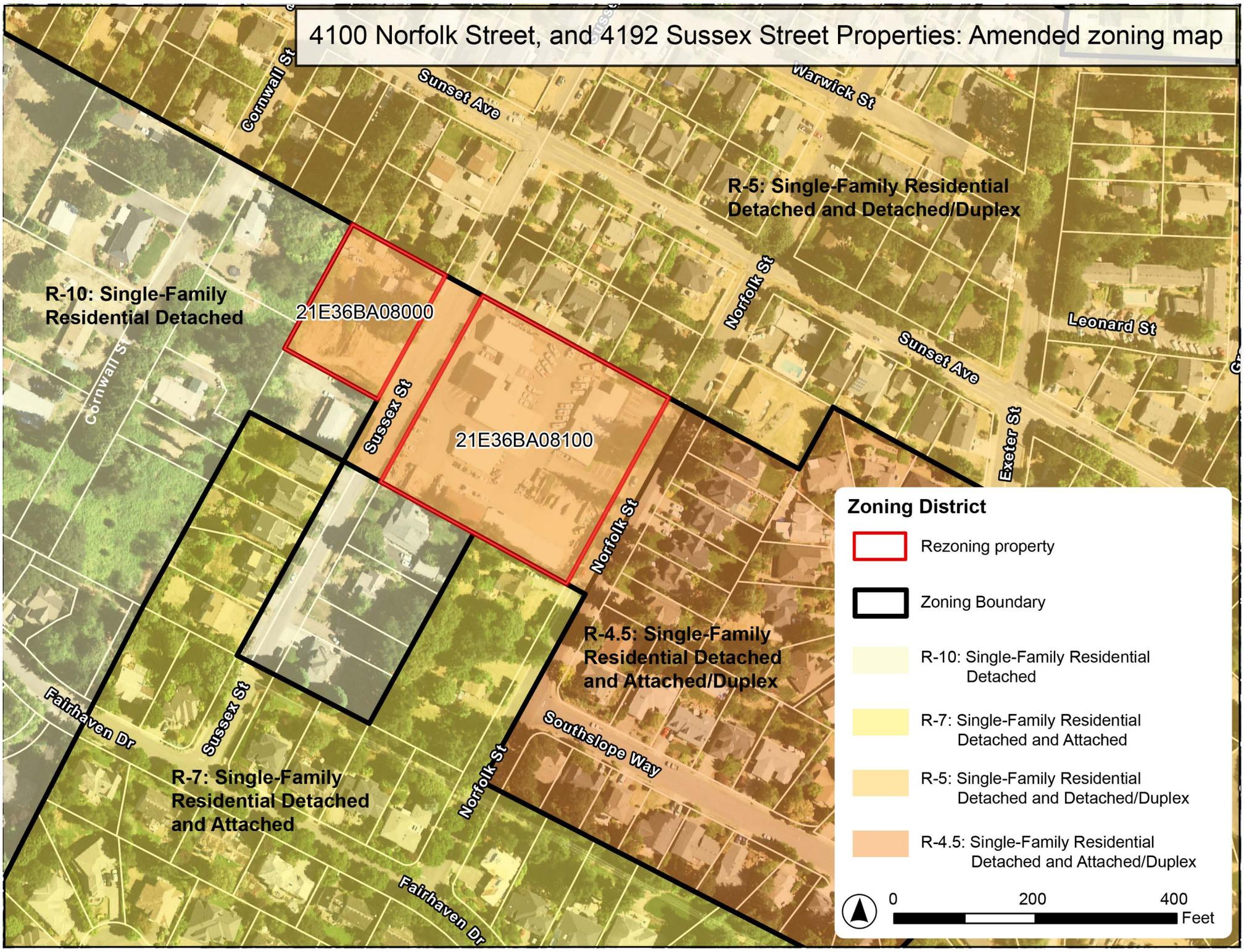
- Rezoning property
- Zoning Boundary
- R-10: Single-Family Residential Detached
- R-7: Single-Family Residential Detached and Attached
- R-3: Single-Family and Multiple Family Residential
- City Limits

0 250 500 Feet

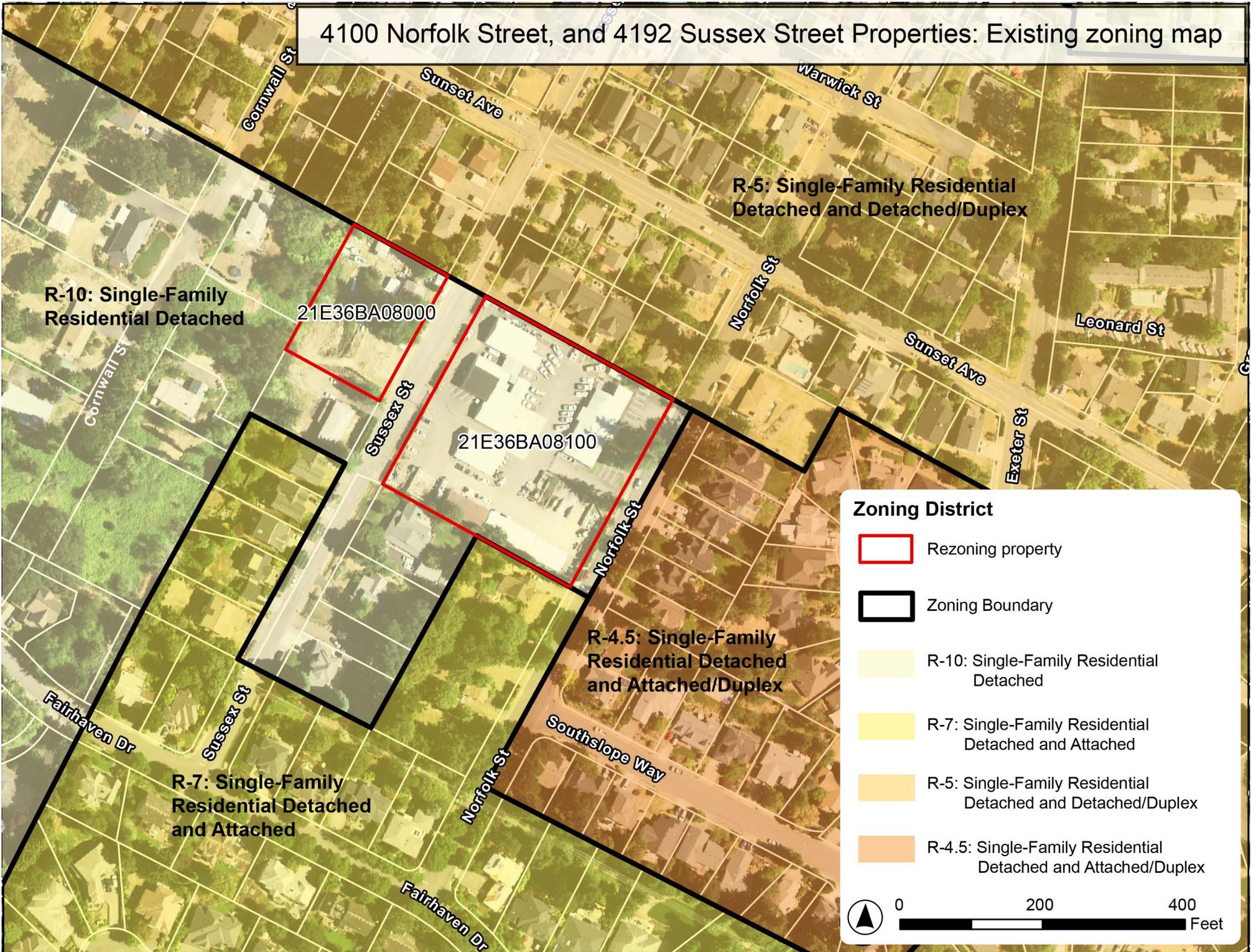
# 3939, 3637 Parker Road Property: Existing Zoning Map



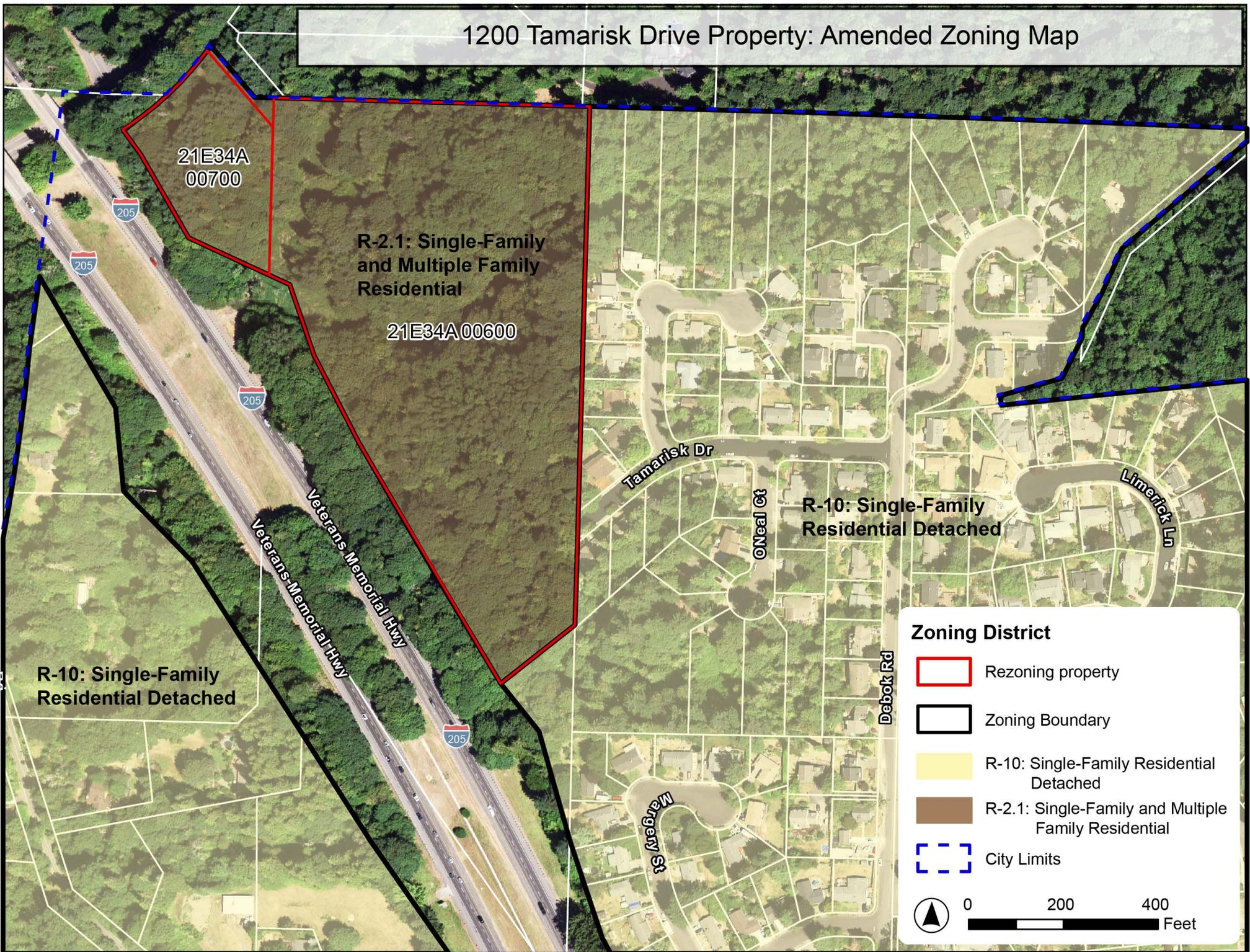
# 4100 Norfolk Street, and 4192 Sussex Street Properties: Amended zoning map



# 4100 Norfolk Street, and 4192 Sussex Street Properties: Existing zoning map



# 1200 Tamarisk Drive Property: Amended Zoning Map



21E34A  
00700

R-2.1: Single-Family  
and Multiple Family  
Residential

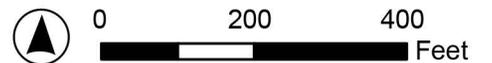
21E34A00600

R-10: Single-Family  
Residential Detached

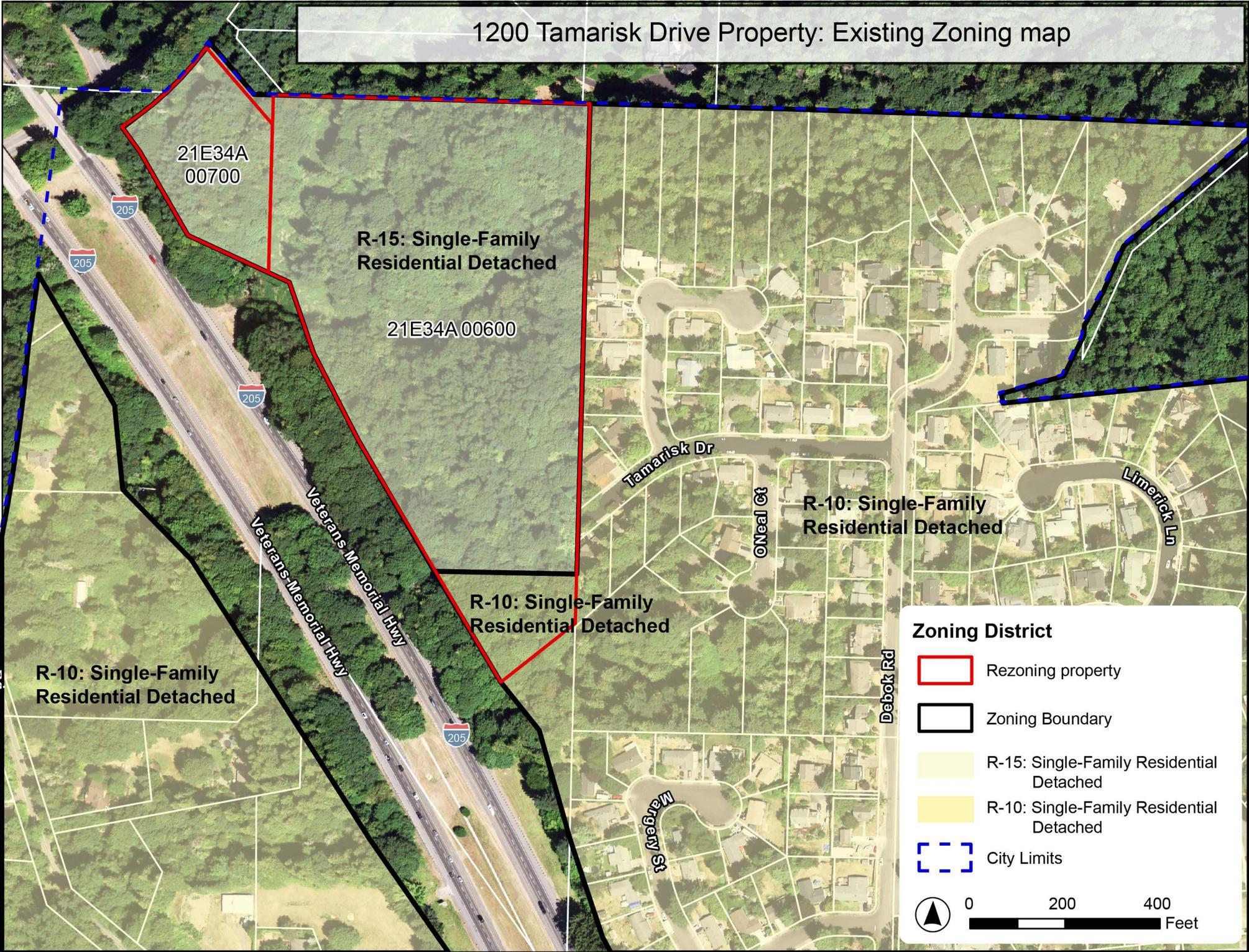
R-10: Single-Family  
Residential Detached

## Zoning District

-  Rezoning property
-  Zoning Boundary
-  R-10: Single-Family Residential Detached
-  R-2.1: Single-Family and Multiple Family Residential
-  City Limits

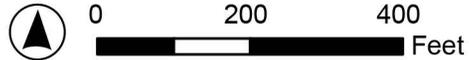


1200 Tamarisk Drive Property: Existing Zoning map



**Zoning District**

-  Rezoning property
-  Zoning Boundary
-  R-15: Single-Family Residential Detached
-  R-10: Single-Family Residential Detached
-  City Limits





## Memorandum

Date: August 17, 2023  
To: West Linn City Council  
From: West Linn Planning Commission  
Subject: PLN-23-01 Recommendation – HB2003 Implementation

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The Planning Commission held a legislative public hearing on August 16, 2023, for the purpose of making a recommendation to the City Council on adoption of proposed amendments to the West Linn Comprehensive Plan, West Linn Comprehensive Plan Map, and West Linn Zoning Map to implement HB2003 requirements.

In 2022, the City Council directed the Planning Commission to act as the working group for HB2003 implementation and recommend necessary amendments for compliance. The Planning Commission met three times from April 2023 to July 2023 to review draft documents and make changes before bringing the amendments into the legislative adoption process.

The primary discussion points included:

- Ensuring West Linn Comprehensive Goals and Policies were aligned with the findings in the 2021 West Linn Housing Capacity Analysis (HCA)
- Need to address housing affordability in not only policy updates, but also through future actions identified in the upcoming Housing Production Strategy process
- Aligning zoning with Comprehensive Plan Map designations
- Complying with state housing rules by adopting the HCA and rezoning five-acres of low-density residential land to multi-family housing

After conducting the public hearing, the Commission deliberated and voted seven (7) to zero (0) to recommend City Council adopt the proposal as presented. No written or oral testimony was submitted by community members.

Respectfully,



John Carr  
Chair, West Linn Planning Commission



# CITY OF West Linn

## STAFF REPORT FOR THE PLANNING COMMISSION

**FILE NUMBER:** PLN-23-01

**HEARING DATE:** August 16, 2023

**REQUEST:** To consider adoption of text amendments to West Linn Comprehensive Plan Goal 10: Housing, adopting the 2021 West Linn Housing Capacity Analysis and Buildable Lands Inventory, and adopting West Linn Comprehensive Plan Map and Zoning Map amendments. The purpose of the proposal is to implement House Bill 2003 and the associated state statutes and administrative rules.

**APPROVAL**

**CRITERIA:** Community Development Code (CDC) Chapters 98 and 105

**STAFF REPORT**

**PREPARED BY:** Darren Wyss, Planning Manager

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## GENERAL INFORMATION

**APPLICANT:** City of West Linn

**DESCRIPTION:** The City of West Linn proposes to amend its Comprehensive Plan, Comprehensive Plan Map, and Zoning Map to comply with HB2003 and associated rules by December 31, 2023. Zoning Map amendments are proposed at 3939 Parker Road, 4100 Norfolk Street, and 4192 Sussex Street. Comprehensive Plan Map and Zoning Map amendments are proposed at 1200 Tamarisk Drive. The Planning Commission will review the proposal and make its recommendation to City Council, who is the final decision-maker.

**APPROVAL  
CRITERIA:**

Community Development Code (CDC) Chapter 98 provides administrative procedures for legislative amendments to the Comprehensive Plan and/or the Community Development Code. Section 98.100 of the CDC lists the factors upon which a decision shall be based. These are briefly described below and addressed in greater detail in a separate Section of this report:

1. The Statewide Planning Goals and rules adopted under ORS Chapter 197 and other applicable state statutes;
2. Any federal or state statutes or rules found applicable;
3. Applicable plans and rules adopted by the Metropolitan Service District (Metro);
4. The applicable Comprehensive Plan policies and map; and,
5. The applicable provisions of implementing ordinances.

**PUBLIC NOTICE:** Legal notice was published in the West Linn Tidings on August 2, 2023 and provided to required public agencies, all neighborhood associations, property owners adjacent to 1200 Tamarisk Drive, and persons who requested notice in writing on August 3, 2023.

**120-DAY RULE:** Not applicable to this legislative action.

## EXECUTIVE SUMMARY

In 2019 the Oregon Legislature enacted Oregon House Bill 2003 (HB2003), which requires jurisdictions to update their Housing Capacity Analysis (HCA) and develop an associated Housing Production Strategy. The aim is to help communities meet the housing needs of Oregonians. The City of West Linn is required to adopt its HCA by December 31, 2023 to meet the HB2003 administrative rules.

The City has approached the project to comply with HB2003 in two phases. Phase 1 included a Council appointed working group and resulted in the 2021 West Linn Housing Capacity Analysis (West Linn HCA) and Buildable Lands Inventory (BLI) compliant with Oregon Revised Statutes and Oregon Administrative Rules, recommended Comprehensive Plan Goal 10: Housing amendments, and recommended strategies the City could implement to encourage development of needed housing in the future. The West Linn HCA found the City to be five-acres deficient in buildable multi-family zoned land.

Council appointed the Planning Commission as the HB2003 working group for Phase 2. The result of the Planning Commission work sessions was proposed amendments found in Ordinances 1747, 1748, and 1749 to implement HB2003.

## PUBLIC COMMENT

The City received no public comment prior to the publishing of the staff report.

## RECOMMENDATION

Staff recommends the Planning Commission finds the proposal to meet the necessary approval criteria. Therefore, staff recommends the Planning Commission **RECOMMEND** to the West Linn City Council that it approves Ordinance 1747, Ordinance 1748, and Ordinance 1749, adopting amendments to West Linn Comprehensive Plan Goal 10: Housing, to the West Linn Comprehensive Plan Map, and to the West Linn Zoning Map to implement HB2003 as provided in Exhibits PC-1, PC-2, and PC-3.

## PROJECT BACKGROUND AND PURPOSE

In 2019 the Oregon Legislature enacted [Oregon House Bill 2003 \(HB2003\)](#), which requires jurisdictions to update their Housing Capacity Analysis and develop an associated Housing Production Strategy. The aim is to help communities meet the housing needs of Oregonians. The City has approached implementation of HB2003 as a two phase process. Phase 1 was completed in 2021. To complete Phase 1, the City secured grant funding from the Department of Land Conservation and Development (DLCD) to conduct the technical analysis that led to recommendations on actions the City will need to take in order to meet the requirements put in place by HB2003. As part of the Phase 1 work, the City Council appointed a limited duration [Project Advisory Committee](#) to review consultant work products and provide feedback. The committee met five times from December 2020 to May 2021 and reviewed all tasks associated with the project.

The outcome of HB2003 Phase 1 was a [Housing Capacity Analysis \(HCA\)](#) compliant with Oregon Revised Statutes and Oregon Administrative Rules, recommended Comprehensive Goal 10 policy amendments, and [recommended strategies](#) the City could implement to encourage development of needed housing in the future. The primary substance of the HNA is a housing need forecast and a buildable lands inventory. Comparing the two shows the City has enough capacity overall but lacks available land to meet multi-family housing needs (five-acres deficient). This deficiency requires the City to rezone five-acres of low density residential land to multi-family residential land.

The purpose of Phase 2 is to finalize all necessary legislative amendments to comply with HB2003. City Council appointed the Planning Commission as the working group for Phase 2. The City secured additional grant funds from DLCD to hire a consultant team to help finalize proposed West Linn Comprehensive Plan Goal 10: Housing amendments, identify five-acres to rezone to multi-family housing, and attend Planning Commission work sessions to review materials.

The outcome of Phase 2 includes the following materials proposed for legislative adoption:

1. West Linn Comprehensive Plan Goal 10: Housing amendments
2. 2021 West Linn HCA and BLI
3. Comprehensive Plan Map amendment from Low-Density Residential to Medium-High Density Residential and Zoning Map amendment from R-10/R-15, Residential to R-2.1, Residential at 1200 Tamarisk Drive. This action will rectify the five-acre deficiency in multi-family zoned land.
4. Zoning Map amendment to apply R-7, Residential zoning to a residential property annexed in 1998, but never zoned (3637/3939 Parker Road). Th property has an existing Comprehensive Plan Map designation of Low-Density Residential, which aligns with R-7 zoning.
5. Zoning Map amendment to apply R-4.5 zoning to two properties (4100 Norfolk Street/4192 Sussex Street) to align the zoning with the existing Comprehensive Plan Map designation of Medium-Density Residential.

The Planning Commission held three work sessions to review the materials proposed for adoption. The focus of the April 5, 2023 work session was to review proposed Comprehensive Plan Goal 10 amendments and collect PC recommendations on language additions or deletions. Staff and the consultant team utilized the information found in the HCA to help inform the proposed amendment language, as well as responses to two surveys conducted during Phase 1. The survey questions focused on [Housing Needs and Conditions](#) and [Housing Strategies](#). Staff recommends reviewing the HCA and both surveys.

[Work Session 1 Packet](#)

[Work Session 1 Summary Notes](#)

[Work Session 1 Video](#)

The second work session was held on June 7, 2023. The focus of the June 7<sup>th</sup> work session was a second review of proposed Comprehensive Plan Goal 10 amendments. Minor changes were made based on PC feedback at the April 5<sup>th</sup> work session. Staff and the consultant team also discussed the Metropolitan Housing Rule (OAR 660-007-0035).

[Work Session 2 Packet](#)

[Work Session 2 Summary Notes](#)

[Work Session 2 Video](#)

The third work session was held on July 19, 2023. The primary focus of the meeting was proposed Comprehensive Plan Map and Zoning Map changes. The Planning Commission was also provided one more opportunity to edit proposed Comprehensive Plan Goal 10 amendments. At the conclusion of the meeting, there was consensus to bring the proposal into the legislative adoption process.

[Work Session 3 Packet](#)

[Work Session 3 Summary Notes](#)

[Work Session 3 Video](#)

**FINDINGS**  
**PLANNING COMMISSION STAFF REPORT**  
**August 16, 2023**

**APPLICABLE CRITERIA AND COMMISSION FINDINGS**

West Linn Community Development Code

Chapter 98 - Procedures for Decision Making: Legislative

CDC 98.035 Citizen Engagement in Legislative Changes

A. Purpose. The purpose of a legislative working group is to provide a forum to discuss different points of view on a proposed land use legislative change.

B. New and modified land use legislative changes to this code will be developed by a representative working group of citizens and assisted by planning staff, unless the City Council determines that a working group is not necessary.

1. After receiving direction from the City Council, the Committee for Citizen Involvement shall recommend a purpose, goals, and a list of appointees for each proposed working group to the City Council for approval.

2. The working group will contain interested stakeholders, a member of the Planning Commission, and a staff representative.

3. The working group shall comply with WLMC 2.060 regarding the selection of officers and the other generally applicable citizen advisory group provisions.

**Findings:** City Council determined a legislative working group was not necessary and tasked the West Linn Planning Commission to act as the working group at its September 19, 2022 meeting.

C. Conduct of working group meetings.

1. Staff will prepare a suggested draft of the proposed changes. This draft will provide a starting point for discussion and education.

2. The working group will use the draft as a starting point for discussion, but then reconcile the implications of the draft with the goals established by the Council for the working group.

3. After each working group meeting staff will incorporate approved changes and prepare an updated working draft.

4. All working group meetings will be public meetings with an opportunity for anyone in attendance to provide public comment. The meetings and minutes will be conducted in accordance with the Council Rules, West Linn Municipal Code, City Charter, and State law.

5. In the event a consensus cannot be reached on an issue, the working group will prepare alternatives. Each alternative and its rationale will be presented to the Planning Commission.

6. Prior to submission to the Planning Commission, proposed code changes will be submitted to the City Attorney for review. The review should be limited to the identification of areas where the proposed language conflicts with other parts of this code, State law or Federal law. As an alternative, legal counsel may attend and advise during the creation of the draft.

D. Presentation to the Planning Commission. When the working group reaches consensus that the code changes are ready, the proposed code changes will be presented by the Director to the Planning Commission pursuant to CDC 98.040(A)(2). If the working group fails to reach a consensus on the code changes, all proposals will be presented to the Planning Commission. Pursuant to CDC 98.110(A), the Planning Commission shall recommend approval, denial, or approval with modifications to the Council.

**Findings:** Planning Commission meetings were held consistent with the procedures above. Staff prepared draft changes and presented relevant technical information as a starting point for discussion. The draft changes evolved in an iterative manner, with staff revising the text as directed and presenting the revised draft for consideration and approval. All meetings were open to the public and streamed live. On July 19, 2023, after three meetings, a consensus on proposed amendments was reached and the Planning Commission directed staff to bring the proposed amendments forward for a legislative public hearing. The final draft was submitted for City Attorney review.

*CDC 98.040 Duties of Director*

*A. The Director shall:*

*1. If appropriate, or if directed by the City Council or Planning Commission in their motion, consolidate several legislative proposals into a single file for consideration;*

**Findings:** The proposal is for three legislative actions. Adopting West Linn Comprehensive text amendments, West Linn Comprehensive Plan Map amendments, and West Linn Zoning Map amendments to implement HB2003 and associated statutes and administrative rules.

*2. Upon the initiation of a legislative change, pursuant to this chapter:*

*a. Give notice of the Planning Commission hearing as provided by CDC [98.070](#) and [98.080](#);*

**Findings:** The Planning Commission public hearing will be held on August 16, 2023 with the City Council public hearing scheduled for October 9, 2023. Legislative notice was provided as required and documentation can be found in Exhibit PC-6. Notice was provided to the Department of Land Conservation and Development on July 12, 2023, meeting the required 35-day notice timeline. Measure 56 Notice, per ORS 227.186, was not required as part of this proposal, but all properties proposed for rezoning support the proposal and were sent notice.

*b. Prepare a staff report that shall include:*

*1) The facts found relevant to the proposal and found by the Director to be true;*

*2) The Statewide planning goals and rules adopted under Chapter 197 ORS found to be applicable and the reasons why any other goal or rule is not applicable to the proposal except that goals 16 through 19 which are not applicable to the City of West Linn need not be addressed;*

*3) Any federal or State statutes or rules the Director found applicable;*

*4) Metro plans and rules the Director found to be applicable;*

*5) Those portions of the Comprehensive Plan found to be applicable, and if any portion of the plan appears to be reasonably related to the proposals and is not applied, the Director shall explain the reasons why such portions are not applicable;*

*6) Those portions of the implementing ordinances relevant to the proposal, and if the provisions are not considered, the Director shall explain the reasons why such portions of the ordinances were not considered; and*

*7) An analysis relating the facts found to be true by the Director to the applicable criteria and a statement of the alternatives; a recommendation for approval, denial, or approval with modifications; and at the Director's option, an alternative recommendation;*

**Findings:** Relevant facts and associated analysis for applicable Statewide Planning Goals, federal and state statutes and rules, Metro Functional Plan requirements, West Linn Comprehensive Plan goals and

policies, and West Linn Community Development Code criteria are found in the sections of the Staff Report below.

c. *Make the staff report and all case file materials available 10 days prior to the scheduled date of the public hearing under CDC [98.070](#);*

**Findings:** The staff report, proposed amendments, and all other associated project materials were made available on August 4, 2023, twelve days prior to the hearing.

d. *Cause a public hearing to be held pursuant to CDC [98.070](#);*

**Findings:** The West Linn Planning Commission is scheduled to hold the first evidentiary public hearing on August 16, 2023, with the West Linn City Council scheduled to hold its public hearing and make a final decision on October 9, 2023.

*CDC 98.100 Standards for Decision*

A. *The recommendation of the Planning Commission and the decision by the City Council shall be based on consideration of the following factors:*

1. *The Statewide planning goals and rules adopted under Chapter 197 ORS and other applicable State statutes;*

*Statewide Planning Goal 1 – Citizen Involvement:*

*This goal outlines the citizen involvement requirement for the adoption of Comprehensive Plans and changes to the Comprehensive Plan and implementing documents.*

**Findings:** The City has a citizen involvement program, which has been acknowledged by the State. This legislative process to review the proposed amendments will require two public hearings (one before the Planning Commission on August 16, 2023 and one before City Council on October 9, 2023) pursuant to CDC Chapter 98.

In developing code amendments to implement HB2001, the City Council appointed a working group for Phase 1 of the project, and the Planning Commission as the working group for Phase 2 of the project. All five working group meetings in Phase 1 were open to the public. Phase 1 also included a survey of the community receiving 423 responses and an online open house with 592 visits. Several City Council and Planning Commission updates were also provided during the course of the project.

Information was distributed throughout the process via the project website, through social media and email, presentations to neighborhood associations, City newsletter, and updates to City Council, Planning Commission, and other advisory groups. All of the aforementioned venues provided the opportunity for gathering feedback and comments.

The Planning Commission also held three work sessions on April 5, 2023, June 21, 2023, and July 19, 2023. The work sessions were open to the public and noticed in accordance with City rules and regulations. All work session materials, including meeting recordings and summaries, were available on the City's website. All of the aforementioned venues provided the opportunity for gathering feedback and comments.

As part of the legislative process, public notice requirements for the Planning Commission and City Council public hearings were met (see Exhibit PC-6). The notice was sent to persons who requested notice, affected government agencies, neighborhood associations, property owners adjacent to 1200 Tamarisk Drive and was published in the August 2, 2023 issue of the West Linn Tidings. The notice invited public input and included the phone number of a contact person to answer questions. The notice also included the address of the City's webpage where the draft of the proposal can be viewed.

Statewide Planning Goal 2 – Land Use Planning:

*This goal outlines the land use planning process and policy framework. The Comprehensive Plan was acknowledged by DLCD as being consistent with the statewide planning goals.*

**Findings:**

The City of West Linn has an acknowledged Comprehensive Plan and enabling ordinances. The amendments to West Linn Comprehensive Plan Goal 10: Housing, adoption of the 2021 West Linn Housing Capacity Analysis and Buildable Lands Inventory, as well as the proposed rezone of 1200 Tamarisk to multi-family residential are being undertaken to ensure compliance with HB2003 and the associated Oregon Revised Statute 197.297. The rezone of properties at 3939 Parker Road, 4100 Norfolk Street, and 4192 Sussex Street are proposed to align the zoning with the existing Comprehensive Plan Map designations.

The amendments are being processed in accordance to the City's adopted procedures, which requires any applicable statewide planning goals, federal or state statutes or regulations, Metro regulations or plans, comprehensive plan policies, and the City's implementing ordinances be addressed as part of the decision-making process. The amendments are being processed as a post-acknowledgement plan amendment (PAPA) and noticing requirements have been met. All applicable review criteria have been addressed within this staff report; therefore, the requirements of Goal 2 have been met.

Statewide Planning Goal 5 – Natural Resources, Scenic and Historic Areas, and Open Spaces:

*This goal requires the inventory and protection of natural resources, open spaces, historic sites and areas.*

**Findings:** The City is currently in compliance with the State's Goal 5 program and Metro's Title 13: Nature in Neighborhoods program, which implements Goal 5. The amendment does not alter the City's acknowledged Goal 5 inventories or associated land use programs. No changes will occur to current natural resource protections. As a result, the amendments are in compliance with Goal 5 process requirements.

Statewide Planning Goal 6 – Air, Water, and Land Resource Quality:

*To maintain and improve the quality of air, water, and land resources of the state.*

**Findings:** The City is currently in compliance with Metro's Title 3: Water Quality and Flood Management program, which implements Goal 6. The amendments do not alter the City's acknowledged land use programs regarding water quality. The amendments are consistent with Goal 6.

Statewide Planning Goal 7 – Areas Subject to Natural Hazards:

*To protect people and property from natural hazards.*

**Findings:** The City is currently in compliance with Goal 7 and Metro’s Title 3: Water Quality and Flood Management program. No changes will occur to city programs related to flood management or other natural hazards. The amendments are consistent with Goal 7.

Statewide Planning Goal 8 – Recreational Needs:

*This goal requires the satisfaction of the recreational needs of the citizens of the state and visitors.*

**Findings:** The proposed amendments do not address or alter any City recreational programs or land use requirements related to parks and recreation. The amendments are in compliance with Goal 8.

Statewide Planning Goal 9 – Economic Development:

*To provide adequate opportunities for a variety of economic activities vital to the health, welfare, and prosperity of Oregon’s citizens.*

**Findings:** The City is currently in compliance with Goal 9 and Metro’s Title 4: Industrial and Other Employment Areas. The amendments do not alter the City’s compliance with Goal 9.

Statewide Planning Goal 10 – Housing:

*To provide adequate housing for the needs of the community, region and state.*

**Findings:** In response to the state’s housing crisis, in 2019 the legislature passed Oregon House Bill 2003. The bill requires the City of West Linn to complete and adopt a Housing Capacity Analysis and Buildable Lands Inventory. The 2021 West Linn Housing Capacity Analysis found the City to have a five-acre deficiency of buildable multi-family zoned land to meet the future needs of the community. The amendments to West Linn Comprehensive Plan Goal 10: Housing, adoption of the 2021 West Linn Housing Capacity Analysis and Buildable Lands Inventory, as well as the proposed rezone of 1200 Tamarisk to multi-family residential are being undertaken to ensure compliance with HB2003 and the associated Oregon Revised Statute 197.297. Adoption of the proposed amendments will ensure continued compliance with Goal 10 and Metro’s Title 1: Housing Capacity.

Statewide Planning Goal 11 – Public Facilities and Services:

*To plan and develop a timely, orderly, and efficient arrangement of public facilities and services to serve as framework for urban and rural development.*

**Findings:** The City is currently in compliance with Goal 11 through its acknowledged Comprehensive Plan. This includes an adopted Public Facility Plan as required by Oregon Revised Statute 197.712 and Oregon Administrative Rule 660-011. The Public Facility Plan shows the City’s water, sanitary sewer, transportation, and stormwater facilities have adequate capacity to service development under the proposed zoning changes and implementation of HB2003. The amendments do not alter the City’s compliance with Goal 11 and are consistent with this goal.

Statewide Planning Goal 12 – Transportation:

*To provide and encourage a safe, convenient, and economic transportation system.*

**Findings:** The Land Conservation and Development Commission adopted Oregon Administrative Rule 660-012 (Transportation Planning Rule) to implement Statewide Planning Goal 12 and “to explain how local governments and state agencies responsible for transportation planning demonstrate compliance with other statewide planning goals.” Section 10 defines transportation planning, while Section 15

describes planning role requirements under the statewide planning goals. Section 16 describes coordination with federally required regional transportation plans in metropolitan areas. The development of the West Linn Transportation System Plan (TSP) complied with the above sections through collaboration with the Oregon Department of Transportation, the Oregon Department of Land Conservation and Development (DLCD), Metro, and Clackamas County to ensure consistency with associated transportation plans required by the Transportation Planning Rule.

In addition, the Transportation Planning Rule (TPR) outlines the process to evaluate plan and land use regulation amendments for significant effect on a transportation facility in Section 60. The City performed a TPR analysis for the proposed Comprehensive Plan Map and Zoning Map amendments and found no significant effect on a transportation facility (see Findings for Oregon Administrative Rule 660, Division 12).

Statewide Planning Goal 13 – Energy Conservation:

*Land and uses developed on the land shall be managed and controlled so as to maximize the conservation of all forms of energy, based on sound economic principles.*

**Findings:** The City is currently in compliance with Goal 13 through its acknowledged Comprehensive Plan. The amendments do not alter the City’s compliance with Goal 13 and are consistent with this goal.

Statewide Planning Goal 14 – Urbanization:

*To provide for orderly and efficient transition from rural to urban land use, to accommodate urban population and urban employment inside urban growth boundaries, to ensure efficient use of land, and to provide for livable communities.*

**Findings:** The City is currently in compliance with Goal 14 and Metro’s Title 11: Planning for New Urban Areas through its acknowledged Comprehensive Plan and land use regulations. The City also has a signed Urban Growth Management Agreement with Clackamas County as required by ORS 195.065. The amendments do not alter the City’s compliance with Goal 14 and are consistent with this goal.

Statewide Planning Goal 15 – Willamette River Greenway:

*To provide for keeping the land green along the banks of the river and providing for recreation access.*

**Findings:** The City is currently in compliance with Goal 15 through its acknowledged Comprehensive Plan and land use regulations. The amendments do not alter the City’s compliance with Goal 15 and are consistent with this goal.

**Conclusion:** Based on the analysis above, the Commission finds the proposed amendments are consistent with applicable Statewide Planning Goals.

2. Any federal or State statutes or rules found applicable;

Oregon Revised Statute 197.297 Analysis of Housing Capacity and Needed Housing in Metro Cities

**Findings:** In response to the state’s housing crisis, in 2019 the legislature passed Oregon House Bill 2003. The bill requires the City of West Linn to inventory the supply of buildable land and determine the housing capacity (2021 West Linn Buildable Lands Inventory). The bill also requires the City to conduct an analysis of existing and projected needed housing to determine the number of units and amount of

land needed for each needed housing type for the next 20 years (2021 West Linn Housing Capacity Analysis). Lastly, it requires the City to amend its comprehensive plan or land use regulations if the analysis shows a housing need. The analysis showed the City to be five-acres deficient in multi-family zoned land to meet future housing need. The City proposed to rezone 1200 Tamarisk Drive to multi-family residential to accommodate needed housing for the next 20 years.

*Oregon Administrative Rules. Chapter 660, Division 7: Metropolitan Housing*

**Findings:** The City adopted amendments to the West Linn Community Development Code to implement HB2001 in 2022. The result was all residential buildable land now allows attached housing. A second result was the allowance of all middle-housing types on all residential buildable lands, thus exceeding the requirement of minimum eight dwelling units per net buildable acre. Adoption of the updated HNA will ensure continued compliance with Goal 10 and the Metropolitan Housing Rule, and Metro's Title 1: Housing Capacity.

*Oregon Administrative Rules. Chapter 660, Division 12: Transportation Planning Rule*

**Findings:** The Transportation Planning Rule implements Statewide Planning Goal 12 to provide and encourage a safe, convenient, and economic transportation system. If an amendment to a comprehensive plan or land use regulation (including a zoning map) would significantly affect an existing or planned transportation facility, then the City must either find the changes consistent with the planned facilities or adopt measures to improve the facilities.

The 2021 West Linn Housing Capacity Analysis found the City to be five-acres deficient in multi-family zoned land and Oregon Revised Statute 197.297 requires the City to rezone five-acres to multi-family residential to meet the projected housing need. The City worked with a willing property owner at 1200 Tamarisk Drive to amend the West Linn Comprehensive Plan Map from Low Density Residential to Medium-High Density Residential and amend the West Linn Zoning Map from R-10/R-15, Residential to R-2.1, Residential. The property is 15.5 acres with natural resource constraints, leaving 5.5 acres of buildable land. The property is currently accessed via Debok Road or Killarney Street (Neighborhood Routes) to Tamarisk Drive (Local Street). The 2016 West Linn Transportation System Plan (TSP) does not identify any needed improvements to the Neighborhood Routes. The TSP does identify Project LSC-29, an extension of Tamarisk Drive through the subject property to Woodbine Road, a Clackamas County Road with a functional classification of Collector. Future development of the property will trigger construction of the Tamarisk Drive extension to provide an alternative route and reduce reliance on the Neighborhood Routes for not only the new development, but the existing neighborhoods.

OAR 660-012-0060(1) provides the rules to determine if an amendment significantly affects a transportation facility. The City finds the proposed amendments do not create a significant effect per the following findings:

- (a) HB2001 administrative rules (OAR 660-46-0030) did not require the City to consider whether the proposed amendments significantly affect an existing or planned transportation facility when amending land use regulations to allow middle-housing. The current zoning of the property (R-15/R-10) would permit 15 new residential lots to be platted. If each residential lot contained a detached single-family home, the average daily trip generation would be 141 for the development. Each residential lot could contain a quadplex, with each unit having an average daily trip generation of 7.22, which equates to 433 daily trips. Not TPR analysis was required with this land use change. Amending the zoning to R-2.1 would permit 114 multi-

family units, with an average daily trip generation of 6.74, which equates to 768 total trips. A Neighborhood Route has typical total vehicles per day of 1,500 to 5,000. The City does not have current traffic counts for Debok Road, but two Neighborhood Routes have counts, Barrington Drive (1,550 ADT) and Parker Road (1,430 ADT). With the construction of the Tamarisk Drive extension and low traffic volumes associated with Neighborhood Routes in the City, no change in the functional classification of an existing or planned facility is anticipated.

- (b) Based on the analysis in (a) above, the City does not anticipate the zoning map amendment to change standards implementing a functional classification system.
- (c) Based on the analysis in (a) above, the City does not anticipate the zoning map amendment to result in types or levels of travel or access that are inconsistent with the function classification of an existing or planned facility. The City does not anticipate a degradation of the performance of an existing or planned facility to not meet TSP performance standards or degrade a facility that is otherwise projected to not meet TSP performance standards.

The zoning map amendments at 3939 Parker Road, 4100 Norfolk Street, and 4192 Sussex Street do not create a significant effect per OAR 660-012-0060(9) as the proposed zoning is consistent with the existing comprehensive plan map designation, West Linn has an acknowledged TSP and the zoning is consistent with the TSP, and the area was not exempted from the rule at time of an urban growth boundary amendment.

The City of West Linn is also required to update its TSP as part of the Climate Friendly and Equitable Communities rulemaking process. Any unforeseen effects will be addressed through that process.

**Conclusion:** Based on the analysis above, the Commission finds the proposed amendments are consistent with applicable federal or state statutes or rules.

3. *Applicable plans and rules adopted by the Metropolitan Service District;*

*The Metro Urban Growth Management Functional Plan*

**Findings:** The purpose of the Metro Urban Growth Management Functional Plan (UGMFP) is to recommend and require changes to city comprehensive plans and implementing ordinances in order to achieve regional goals and objectives. These goals and objectives include housing capacity and choices, water quality and flood management, industrial and employment lands, protection of natural areas, and urbanization patterns. The City of West Linn is currently in compliance with the UGMFP. Metro staff was sent notice of the proposal and provided the opportunity to comment. The proposed changes will not impact compliance with requirements found in the UGMFP.

**Conclusion:** Based on the analysis above, the Commission finds the proposed amendments are consistent with applicable plans and rules adopted by Metro.

4. *The applicable Comprehensive Plan policies and map;*

*Goal 1: Citizen Involvement*

*Policy 2. Support neighborhood associations as a forum for discussion and advice on issues affecting the community.*

**Findings:** Notice was sent to the president of all eleven recognized neighborhood associations for the Planning Commission work sessions on April 5, 2023, June 21, 2023, and July 19, 2023, and the August 16, 2023 public hearing, as well as the City Council public hearing on October 9, 2023. Each president had the opportunity to relay information back to the associations for feedback and comment. Meeting agendas and materials were available for review and comment on the City's website. Members of the project team extended the opportunity to meet with each neighborhood association as part of the process.

*Policy 3. Encourage individuals to organize and work in groups to develop recommended programs or position on various issues.*

**Findings:** The City Council appointed a working group for Phase 1 and appointed the Planning Commission as the working group for Phase 2 of HB2003 implementation. Both working groups held meetings that were open to the public for feedback and comment. Members of the project team extended the opportunity to meet with each neighborhood association as part of the process.

*Policy 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.*

**Findings:** As part of the legislative process, public notice of the Planning Commission and City Council public hearings was sent to persons who requested notice, affected government agencies, neighborhood associations, property owners adjacent to 1200 Tamarisk Drive, and was published in the August 2, 2023 issue of the West Linn Tidings. The notice invited public input and included the phone number of a contact person to answer questions. The notice also included the address of the City's webpage where the entire draft of the proposed amendment could be viewed.

The Planning Commission held work sessions on April 5, 2023, June 21, 2023, and July 19, 2023 that were open to the public and noticed in accordance with City rules and regulations. All work session materials, including meeting recordings and summaries, were available throughout the process on the City's website. All of the aforementioned venues provided the opportunity for gathering feedback and comments.

*Policy 5. Communicate with citizens through a variety of print and broadcast media early in and throughout the decision-making process.*

**Findings:** Information was distributed throughout the process via the project website, through social media and email, presentations to neighborhood associations, City newsletter, and updates to City Council, Planning Commission, and other advisory groups. All the aforementioned venues provided the opportunity for gathering feedback and comments.

The Phase 1 and Phase 2 working group meetings were open to the public and noticed in accordance with City rules and regulations. All work session materials, including meeting recordings and summaries, were available throughout the process on the City's website. All the aforementioned venues provided the opportunity for gathering feedback and comments.

As part of the legislative process, public notice of the Planning Commission and City Council public hearings was sent to persons who requested notice, affected government agencies, neighborhood associations, property owners adjacent to 1200 Tamarisk Drive, and was published in the August 2,

**2023 issue of the West Linn Tidings. The notice invited public input and included the phone number of a contact person to answer questions. The notice also included the address of the City’s webpage where the entire draft of the proposed amendment could be viewed. The venues provided the opportunity for gathering feedback and comments. The same notice will be sent for the upcoming City Council public hearing.**

Goal 2: Land Use Planning

*Section 1: Residential Development*

*Goal 1. Maintain land use and zoning policies that continue to provide for a variety of living environments and densities within the city limits.*

**Findings:** The proposed HB2003 amendments will provide the opportunity to develop a variety of living environments and densities within West Linn. The proposed amendments will allow for the City to accommodate its projected future housing needs by having sufficient multi-family zoned land available. The proposed amendments are consistent with this goal and will also ensure the City’s compliance with Oregon House Bill 2003 and associated state rules.

*Policy 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.*

*c. Medium-high density residential lands will meet all of the following criteria:*

**Findings:** The 2021 West Linn Housing Capacity Analysis identified a five-acre deficiency of needed medium-high density residential lands. Oregon Revised Statute 197.297 requires the City to rectify the deficiency. The City proposes to rezone 1200 Tamarisk Drive to comply. The City evaluated three properties to potentially rezone and found the proposed property for rezoning is as consistent with the criteria as the other two with the following findings:

*i) Areas that do not rely solely on local streets for the provision of access;*

**Only one property had direct access to a Collector Street. The property proposed to rezone has direct access to a Local Street but is within 700 feet of a Neighborhood Route.**

*ii) Areas that are not subject to development limitations such as topography, flooding, or poor drainage;*

**All three properties are not subject to flooding or poor drainage. All three properties also have topography constraints. The property proposed to rezone has no more development constraints than the other options and a willing participant.**

*ii) Areas where the existing facilities have the capacity for additional development;*

**The City’s utility master plans show adequate capacity for future development across the City, including a minor rezone of 5.5 acres of developable land.**

*iii) Areas within one-quarter mile of public transit;*

**None of the three properties are within one-quarter mile of transit. The property proposed to rezone is the closest at two-thirds of a mile. The others exceed a mile distance to transit.**

*iv) Areas within short distances of general commercial shopping center or office-business centers;*

All three properties are within one mile of a commercial shopping center.

vi) *Areas in close proximity to parks and schools.*

All three properties have good access to parks and schools.

*Section 5: Intergovernmental Coordination*

*Goal 1. Provide a coordinated approach to problems that transcend local government boundaries.*

**Findings:** The Oregon State Legislature passed HB2003 in 2019 as a direct response to the Oregon housing crisis. This is a problem that transcends local government boundaries and the HB2003 language requires cities within the Metro boundary to adopt a Housing Capacity Analysis and Housing Production Strategy. The proposed HB2003 implementation amendments for West Linn will be part of that coordinated approach to addressing the state housing crisis by providing the opportunity for all types of needed housing to be developed within the City. The proposed amendments are consistent with this goal and will also ensure the City's compliance with Oregon House Bill 2003.

*Section 5: Intergovernmental Coordination*

*Policy 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.*

**Findings:** Notice was sent to Department of Land Conservation and Development, Metro, Clackamas County, ODOT, TriMet, Lake Oswego, Oregon City, West Linn-Wilsonville School District, and all West Linn Neighborhood Associations. They were provided the opportunity to review and comment on the amendments proposed for adoption.

*Goal 5: Open Spaces, Scenic and Historic Areas & Natural Resources*

*Goal 6: Air, Water & Land Resources Quality*

*Goal 7: Areas Subject to Natural Disasters and Hazards*

*Goal 8: Parks and Recreation*

*Goal 9: Economic Development*

**Findings:** None of the goals or policies under Goals 5-9 apply to this application.

*Goal 10: Housing*

*Goal 3. Encourage the development of affordable housing for West Linn residents of all income levels.*

**Findings:** In response to the state's housing crisis, in 2019 the legislature passed Oregon House Bill 2003. The bill requires the City of West Linn to adopt a Housing Capacity Analysis (HCA) and Buildable Lands Inventory (BLI). The HCA identifies needed housing types and affordability levels for the next 20 years. The HCA also identified a need for additional multi-family residential zoned land. With adoption of the proposed amendments, and completion of the follow-up Housing Production Strategy, the City will encourage development of affordable housing for all income levels.

*Policy 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.*

**Findings:** In response to the state’s housing crisis, in 2019 the legislature passed Oregon House Bill 2003. The bill requires the City of West Linn to adopt a Housing Capacity Analysis (HCA) and Buildable Lands Inventory (BLI). The HCA identifies needed housing types and affordability levels for the next 20 years. The HCA found the City has adequate buildable land to accommodate single-family detached/attached homes and middle-housing development, but also identified a need for additional multi-family residential zoned land. Rectifying the deficiency in multi-family zoned land as part of this HB2003 implementation package of amendments will ensure continued compliance with the policy.

Goal 11: Public Facilities and Services

*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.*

**Findings:** The City has an adopted Public Facility Plan as required by Oregon Revised Statute 197.712 and Oregon Administrative Rule 660-011. The Public Facility Plan shows the City’s water, sanitary sewer, transportation, and stormwater facilities have adequate capacity to service development. The proposed amendments are consistent with this goal.

Goal 12: Transportation

Goal 13: Energy Conservation

Goal 14: Urbanization

Goal 15: Willamette River Greenway

**Findings:** None of the goals or policies under Goals 12-15 apply to this application.

**Conclusion:** Based on the analysis above, the Commission finds the proposed amendments are consistent with applicable West Linn Comprehensive Plan policies and map.

*5. The applicable provisions of the implementing ordinance.*

Chapter 105 – Amendments to the Code and Map

CDC 105.030 Legislative Amendments to this Code and Map

*Legislative amendments to this code and to the map shall be in accordance with the procedures and standards set forth in Chapter 98 CDC.*

**Findings:** The legislative process is being carried out in conformance with CDC Chapter 98 per Findings found in this Staff Report.

**Conclusion:** Based on the analysis above, the Commission finds the proposed amendment is consistent with applicable provisions of the implementing ordinance.

**EXHIBIT PC-1 – ORDINANCE 1747**

**ORDINANCE NO. 1747**

**AN ORDINANCE ADOPTING THE 2021 WEST LINN HOUSING CAPACITY ANALYSIS AND BUILDABLE LANDS INVENTORY AS SUPPORTING DOCUMENTS TO THE WEST LINN COMPREHENSIVE PLAN AND ADOPTING TEXT AMENDMENTS TO WEST LINN COMPREHENSIVE PLAN GOAL 10: HOUSING**

Annotated to show deletions and additions to the sections being modified. Deletions are ~~lined through~~ and additions are **bold underlined**.

**WHEREAS**, Chapter II, Section 4, of the West Linn City Charter provides: Powers of the City. The City shall have all powers which the Constitution, statutes and common law of the United States and of this State now or hereafter expressly or implied grant or allow the City, as fully as though this Charter specifically enumerated each of those powers; and

**WHEREAS**, in 2019, in response to the state’s housing crisis, the Oregon Legislature enacted House Bill 2003 to require communities to address needed housing; and

**WHEREAS**, the City of West Linn initiated a two-phase project to implement the requirements of House Bill 2003; and

**WHEREAS**, the City Council appointed a working group in Phase 1 that reviewed technical documents and proposed comprehensive plan text amendments; and

**WHEREAS**, the City Council appointed the West Linn Planning Commission as the working group in Phase 2 to make a recommendation on proposed amendments to implement House Bill 2003; and

**WHEREAS**, the West Linn Planning Commission held three work sessions on April 5, 2023, June 21, 2023, and July 19, 2023 to discuss proposed amendments; and

**WHEREAS**, the West Linn Planning Commission held a public hearing, which was noticed in accordance with City standards, on August 16, 2023, and recommended approval of the proposed House Bill 2003 amendments; and

**WHEREAS**, the West Linn City Council held a public hearing, which was noticed in accordance with City standards, on October 9, 2023, to consider the Planning Commission recommendation, receive public testimony, and evaluate the decision-making criteria; and

**WHEREAS**, the Council’s decision is based on the findings contained in these Whereas Clauses, together with findings, conclusions, and substantial evidence found in the associated land use record file PLN-23-01, which is incorporated by this reference.

**NOW, THEREFORE, THE CITY OF WEST LINN ORDAINS AS FOLLOWS:**

**SECTION 1. 2021 West Linn Housing Capacity Analysis.** The 2021 West Linn Housing Capacity Analysis, attached as Exhibit A, is adopted as a supporting document to the West Linn Comprehensive Plan.

**SECTION 2. 2021 West Linn Buildable Lands Inventory.** The 2021 West Linn Buildable Lands Inventory, attached as Exhibit B, is adopted as a supporting document to the West Linn Comprehensive Plan.

**SECTION 3. West Linn Comprehensive Plan Goal 10: Housing.** West Linn Comprehensive Plan Goal 10: Housing is amended to include new text and rescind existing text as shown in Exhibit C. Exhibit C may be reformatted, and sections may be renumbered, or re-lettered. The City Recorder or designee is authorized to correct any cross-references and any typographical errors.

**SECTION 4. Severability.** The sections, subsections, paragraphs, and clauses of this ordinance are severable. The invalidity of one section, subsection, paragraph, or clause shall not affect the validity of the remaining sections, subsections, paragraphs, and clauses.

**SECTION 5. Savings.** Notwithstanding this amendment/repeal, the City ordinances in existence at the time any criminal or civil enforcement actions were commenced, shall remain valid and in full force and effect for purposes of all cases filed or commenced during the times said ordinance(s) or portions of the ordinance were operative. This section simply clarifies the existing situation that nothing in this Ordinance affects the validity of prosecutions commenced and continued under the laws in effect at the time the matters were originally filed.

**SECTION 6. Codification.** Provisions of this Ordinance shall be incorporated in the City Code and the word "ordinance" may be changed to "code", "article", "section", "chapter" or another word, and the sections of this Ordinance may be renumbered, or re-lettered, provided however that any Whereas clauses and boilerplate provisions (i.e. Sections 4-6) need not be codified and the City Recorder or the designee is authorized to correct any cross-references and any typographical errors.

**SECTION 7. Effective Date.** This ordinance shall take effect on the 30<sup>th</sup> day after its passage.

The foregoing ordinance was first read by title only in accordance with Chapter VIII, Section 33(c) of the City Charter on the \_\_\_\_ day of \_\_\_\_\_, 2023, and duly PASSED and ADOPTED this \_\_\_\_ day of \_\_\_\_\_, 2023.

\_\_\_\_\_  
RORY BIALOSTOSKY, MAYOR

ATTEST:

\_\_\_\_\_  
KATHY MOLLUSKY, CITY RECORDER

APPROVED AS TO FORM:

\_\_\_\_\_  
CITY ATTORNEY



**CITY OF WEST LINN, OR**

**HOUSING CAPACITY ANALYSIS  
(OREGON STATEWIDE PLANNING GOAL 10)**

**20-YEAR HOUSING NEED  
2020 - 2040**

June 2021



# Acknowledgments

Johnson Economics prepared this report for the City of West Linn. Johnson Economics and the City of West Linn thank the many people who helped to develop this document.

## **Advisory Committee**

Bill Relyea, City Council  
Carrie Pellett, Planning Commission  
Vicki Olson, Committee for Citizen Involvement  
Rich Nowacki, Historic Review Board  
Drew Hanson, Economic Development Committee  
CJ Koll, Neighborhood Assoc. Presidents Group  
Jill Smith, Clackamas Co. Health, Housing, and Human Services  
Joe Vennes, Clackamas Co. Health, Housing, and Human Services  
Jean Dalquist, Fair Housing Council of Oregon  
Erin Maxey, Habitat for Humanity  
Erin Dey, DevNW  
Noelle Brooks, West Linn Chamber of Commerce  
Darren Gusdorf, ICON Construction and Development  
Roseann Johnson, Home Builders Assoc. of Metro Portland  
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John Frankel, Citizen at Large  
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*This report was prepared in accordance with the requirements of OAR 660 Division 8: Interpretation of Goal 10 Housing. This project is funded by the State of Oregon through the Department of Land Conservation and Development. The contents of this document do not necessarily reflect the views or policies of the State of Oregon.*

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## I. INTRODUCTION

This analysis outlines a forecast of housing need within the City of West Linn. Housing need and resulting land need are forecast to 2040 consistent with 20-year need assessment requirements of Oregon Revised Statutes.<sup>1</sup> This report presents a housing need analysis (presented in number and types of housing units) and a residential land need analysis, based on those projections.

The primary data sources used in generating this forecast were:

- Portland State University Population Research Center
- Metro
- U.S. Census
- Environics Analytics Inc.<sup>2</sup>
- Oregon Employment Department
- City of West Linn
- Clackamas County
- Other sources are identified as appropriate.

This analysis relies heavily on Census data from both the Decennial Census, and the American Community Survey (ACS). Generally, data from the ACS has a larger statistical margin of error than the 10-year Census. This analysis relies whenever possible on the most recent ACS 5-year estimates. The 5-year estimates have the lowest margin of error in comparison to the ACS 3-year and 1-year estimates. All Census data feature some margin of error but remain the best source of data available on many demographic and housing subjects.

## II. CITY OF WEST LINN DEMOGRAPHIC PROFILE

### SUMMARY

The following table (Figure 2.1) presents a profile of City of West Linn demographics from the 2000 and 2010 Census. It also reflects the estimated population of this area as of 2019 from PSU estimates, forecasted forward to 2020 using the growth rate since 2010.

- West Linn is a City of nearly 26,000 people located in Clackamas County on the southern edge of the Portland metropolitan area.
- Based on estimated population, West Linn is the 20<sup>th</sup> largest city in the state by population, similar in size to other regional cities such as Tualatin, Wilsonville, and Frost Grove. West Linn has about 75% of the population of neighboring Oregon City.
- West Linn has grown by over 3,700 people since 2000 or 17%. In contrast, Clackamas County and the state experienced population growth of 25% and 24% respectively. (US Census and PSU Population Research Center)
- West Linn was home to an estimated 9,948 households in 2020, an increase of roughly 2,200 households since 2000. The percentage of families has remained steady since 2000, at near 76% of all households. The city has a larger share of family households than Clackamas County (69%) and the state (63%). Average household size is estimated to have fallen during this period and is similar to the county average.

---

<sup>1</sup> ORS 197.628; OAR 660-025

<sup>2</sup> Environics Analytics Inc. is a third-party company providing data on demographics and market segmentation. It licenses data from the Nielson Company which conducts direct market research including surveying of households across the nation. Nielson combines proprietary data with data from the U.S. Census, Postal Service, and other federal sources, as well as local-level sources such as Equifax, Vallassis and the National Association of Realtors. Projections of future growth by demographic segments are based on the continuation of long-term and emergent demographic trends identified through the above sources.

- West Linn’s estimated average household size is 2.6 persons, equal to that of Clackamas County and slightly higher than the statewide average of 2.5.

**FIGURE 2.1: WEST LINN DEMOGRAPHIC PROFILE**

<b>POPULATION, HOUSEHOLDS, FAMILIES, AND YEAR-ROUND HOUSING UNITS</b>					
	<b>2000</b>	<b>2010</b>	<b>Growth</b>	<b>2020</b>	<b>Growth</b>
	<b>(Census)</b>	<b>(Census)</b>	<b>00-10</b>	<b>(PSU)</b>	<b>10-20</b>
Population <sup>1</sup>	22,261	25,109	13%	25,995	4%
Households <sup>2</sup>	7,745	9,523	23%	9,948	4%
Families <sup>3</sup>	5,954	7,081	19%	7,580	7%
Housing Units <sup>4</sup>	8,697	10,035	15%	10,476	4%
Group Quarters Population <sup>5</sup>	92	127	100%	131	4%
<i>Household Size (non-group)</i>	2.72	2.62	-4%	2.60	-1%
<i>Avg. Family Size</i>	3.11	3.02	-3%	2.99	-1%
<b>PER CAPITA AND MEDIAN HOUSEHOLD INCOME</b>					
	<b>2000</b>	<b>2010</b>	<b>Growth</b>	<b>2020</b>	<b>Growth</b>
	<b>(Census)</b>	<b>(Census)</b>	<b>00-10</b>	<b>(Proj.)</b>	<b>10-20</b>
Per Capita (\$)	na	\$41,319	na	\$51,969	26%
Median HH (\$)	na	\$86,611	na	\$104,061	20%

SOURCE: Census, PSU Population Research Center, and Johnson Economics

Census Tables: DP-1 (2000, 2010); DP-3 (2000); S1901; S19301

1 From PSU Population Research Center, growth rate 2000-2019 extended to 2020

2 2020 Households = (2020 population - Group Quarters Population)/2020 HH Size

3 Ratio of 2020 Families to total HH is based on 2018 ACS 5-year Estimates

4 2020 housing units are the '10 Census total plus new units permitted from '10 through '20 (source: Census, City)

5 Ratio of 2020 Group Quarters Population to Total Population is kept constant from 2010.

### **A. POPULATION GROWTH**

Since 2000, West Linn has grown by over 3,700 people within the UGB, or 17% in 20 years. This was lower than the countywide rate of growth. Clackamas County as a whole has grown an estimated 25% since 2000, while other cities in the county such as Oregon City and Happy Valley grew by 38% and 400% respectively. Portland’s population also grew by an estimated 17% during this period (PSU Population Research Center).

### **B. HOUSEHOLD GROWTH & SIZE**

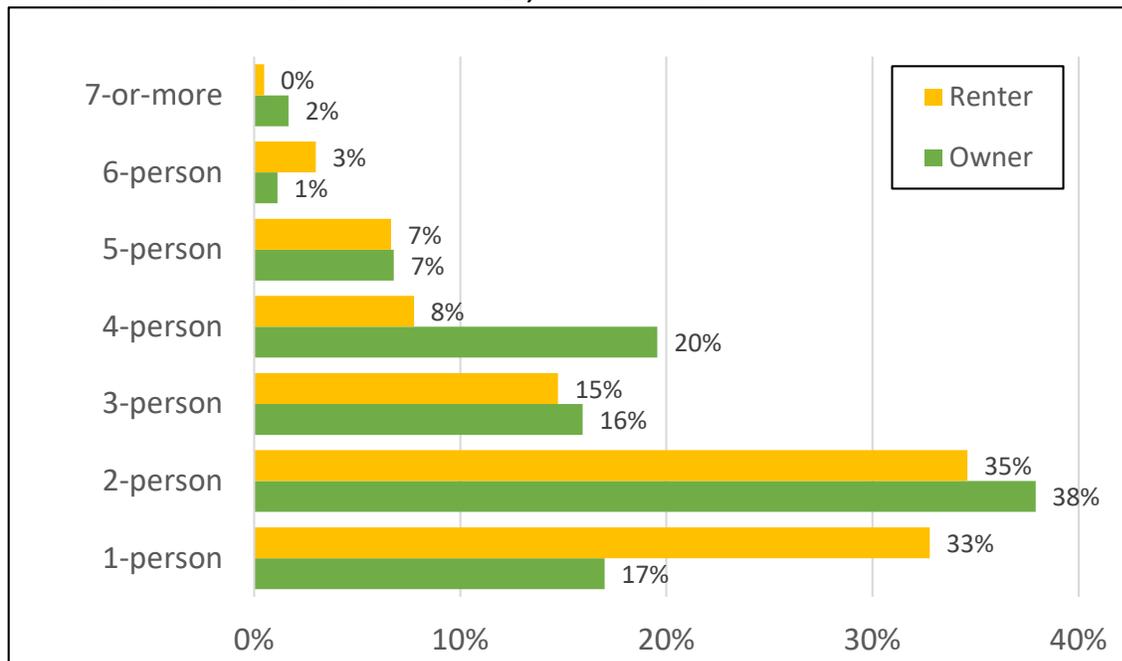
As of 2020, the city has an estimated 9,948 households. Since 2000, West Linn has added an estimated 2,200 households. This is an average of roughly 110 households annually during this period. The growth since 2000 has outpaced the growth in new housing units, which have been permitted at the rate of roughly 90 units per year.

There has been a general trend in Oregon and nationwide towards declining household size as birth rates have fallen, more people have chosen to live alone, and the Baby Boomers have become empty nesters. While this trend of diminishing household size is expected to continue nationwide, there are limits to how far the average can fall.

West Linn’s average household size of 2.6 people is similar to the Clackamas County average.

Figure 2.2 shows the share of households by the number of people for renter and owner households in 2018 (latest data available), according to the Census. Renter households are more likely to have two or fewer persons. Owner households are more likely to have larger households. Household size correlates to housing needs.

**FIGURE 2.2: NUMBER OF PEOPLE PER HOUSEHOLD, CITY OF WEST LINN**



SOURCE: US Census, JOHNSON ECONOMICS LLC  
 Census Tables: B25009 (2018 ACS 5-yr Estimates)

**C. FAMILY HOUSEHOLDS**

As of the 2010 Census, 76% of West Linn households were family households, roughly the same as 2000. The total number of family households in West Linn is estimated to have grown by over 1,600 since 2000. The Census defines family households as two or more persons, related by marriage, birth or adoption and living together. In 2020, family households in West Linn had an average size of 3.0 people.

**D. GROUP QUARTERS POPULATION**

The City of West Linn has an estimated group quarters population of 0.5% of the total population, or 131 persons. Group quarters include such shared housing situations as nursing homes, prisons, dorms, group residences, military housing, or shelters. For the purposes of this analysis, these residents are removed from the estimated population total, before determining the amount of other types of housing that are needed for non-group households. (The share of group quarters population is assumed to remain steady over the 20-year forecast period.)

**E. HOUSING UNITS**

Data from the City of West Linn and the US Census indicate that the city added roughly 1,780 new housing units since 2000, representing 21% growth in the housing stock. This number of new units is somewhat lower than the growth in new households estimated during the same period, indicating that housing growth has not kept pace with growing need.

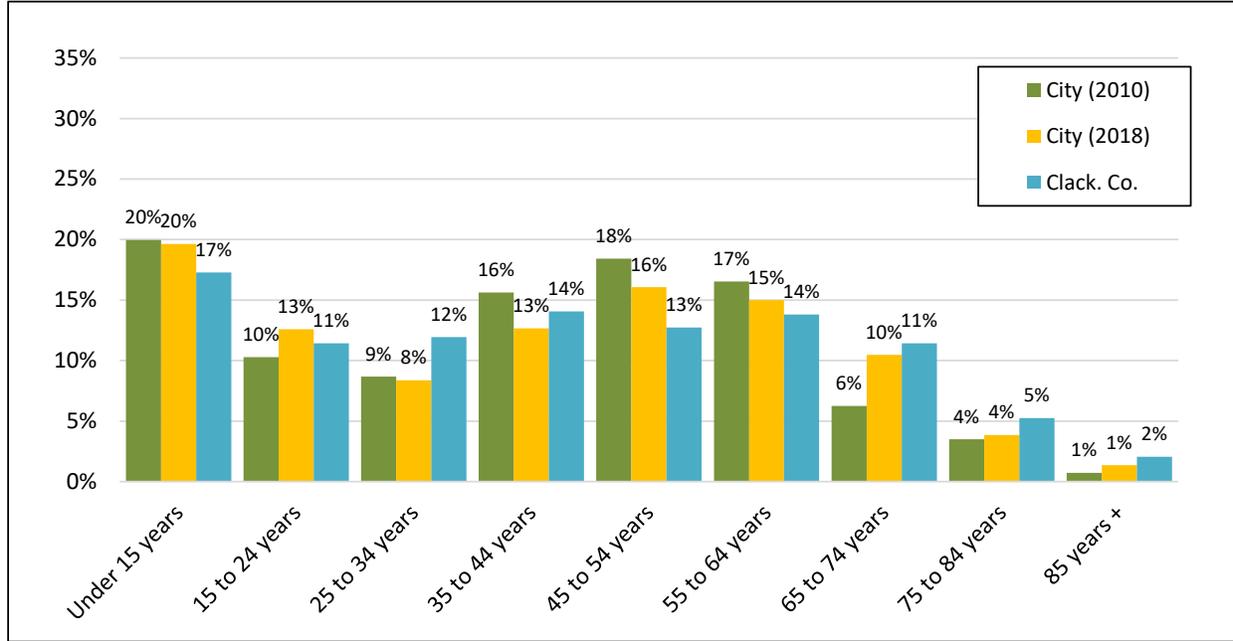
As of 2020, the city had an estimated housing stock of roughly 10,475 units for its 9,948 estimated households. This translates to an estimated average vacancy rate of 5%.

**Residential Permits:** An average of 90 units have been permitted annually since 2000, with under 12% being multi-family units. Few multi-family housing units have been built in West Linn in the last decade.

**F. AGE TRENDS**

The following figure shows the share of the population falling in different age cohorts between the 2010 Census and the most recent 5-year American Community Survey estimates. As the chart shows, there is a general trend for middle age cohorts to fall as share of total population, while older cohorts have grown in share. This is in keeping with the national trend caused by the aging of the Baby Boom generation. Overall, West Linn has a younger population than the county, with a greater share of children, but a smaller share of those aged 25 to 34 years.

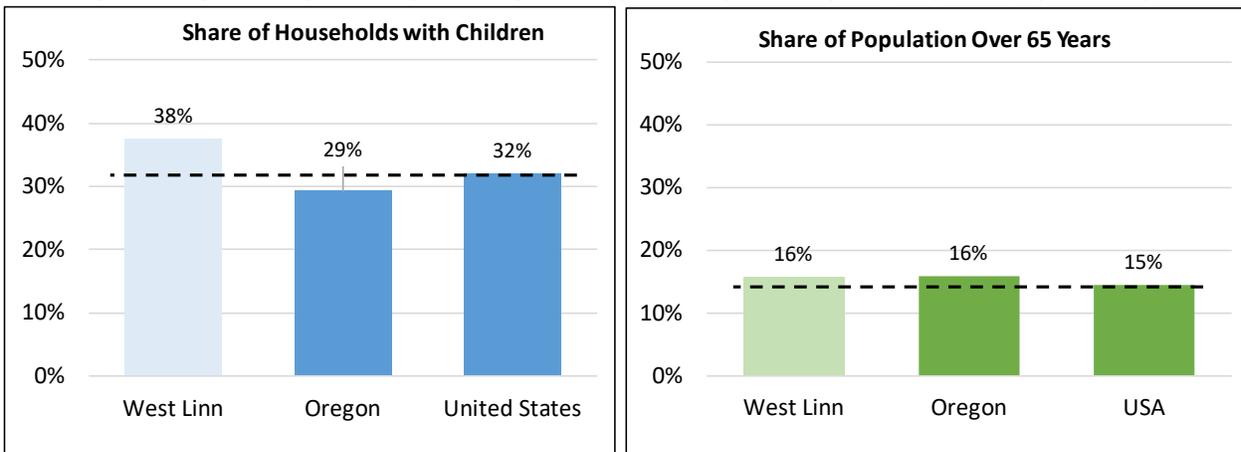
**FIGURE 2.3: AGE COHORT TRENDS, 2000 - 2018**



SOURCE: US Census, JOHNSON ECONOMICS LLC  
 Census Tables: QT-P1 (2000); S0101 (2018 ACS 5-yr Estimates)

- The cohort which grew the most in share during this period were those aged 65 to 74 years. Still, an estimated 85% of the population is under 65 years of age.
- In the 2018 ACS, the local median age was an estimated 42 years, compared to 38 years in Oregon.

**FIGURE 2.4: SHARE OF HOUSEHOLDS WITH CHILDREN/ POPULATION OVER 65 YEARS (WEST LINN)**



SOURCE: US Census, JOHNSON ECONOMICS LLC  
 Census Tables: B11005; S0101 (2018 ACS 5-yr Estimates)

Figure 2.4 presents the share of households with children, and the share of population over 65 years for comparison. Compared to state and national averages, West Linn has a higher share of households with children. At 16%, the share of population over 65 is similar to the state and national figures.

**G. INCOME TRENDS**

The following figure presents data on West Linn’s income trends. (2000 Census data on income is not available for West Linn.)

**FIGURE 2.5: INCOME TRENDS, 2000 – 2020**

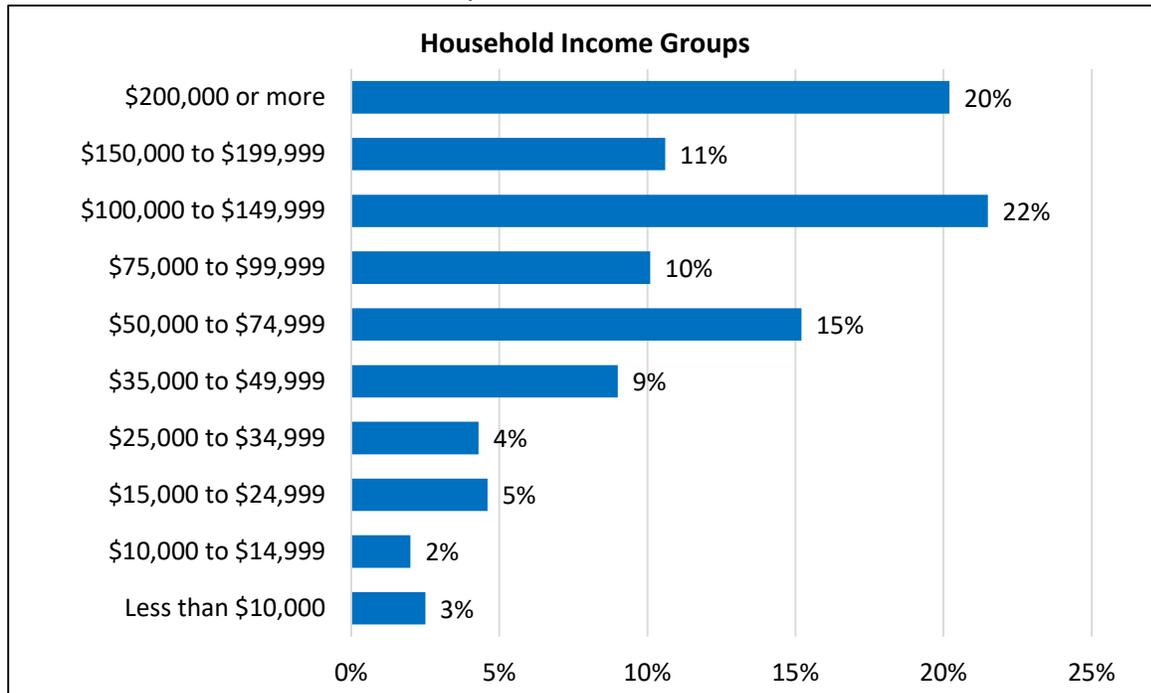
<b>PER CAPITA AND MEDIAN HOUSEHOLD INCOME</b>					
	<b>2000</b>	<b>2010</b>	<b>Growth</b>	<b>2020</b>	<b>Growth</b>
	<b>(Census)</b>	<b>(Census)</b>	<b>00-10</b>	<b>(Proj.)</b>	<b>10-20</b>
Per Capita (\$)	na	\$41,319	na	\$51,969	26%
Median HH (\$)	na	\$86,611	na	\$104,061	20%

SOURCE: Census, PSU Population Research Center, and Johnson Economics

Census Tables: DP-1 (2000, 2010); DP-3 (2000); S1901; S19301

- West Linn’s estimated median household income was \$105,000 in 2020. This is 30% higher than the Clackamas County median of \$80,500, and almost double the statewide median of \$56,000.
- West Linn’s per capita income is roughly \$52,000.
- Median income has grown an estimated 20% between 2010 and 2019, in real dollars. Inflation was an estimated 18% over this period, so the local median income has exceeded inflation. This is not the case in many regions and nationally, where income growth has not kept pace with inflation.

**FIGURE 2.6: HOUSEHOLD INCOME COHORTS, 2018**



SOURCE: US Census, Census Tables: S1901 (2018 ACS 5-yr Est.)

Figure 2.6 presents the estimated distribution of households by income as of 2018. The largest income cohorts are those households earning between \$100k and \$150k, followed by households earning over \$200k. Fifty-three percent of households earn more than \$100,000.

- Only 23% of households earn less than \$50k per year, while 77% of households earn \$50k or more.
- Only 10% of households earn less than \$25k per year.

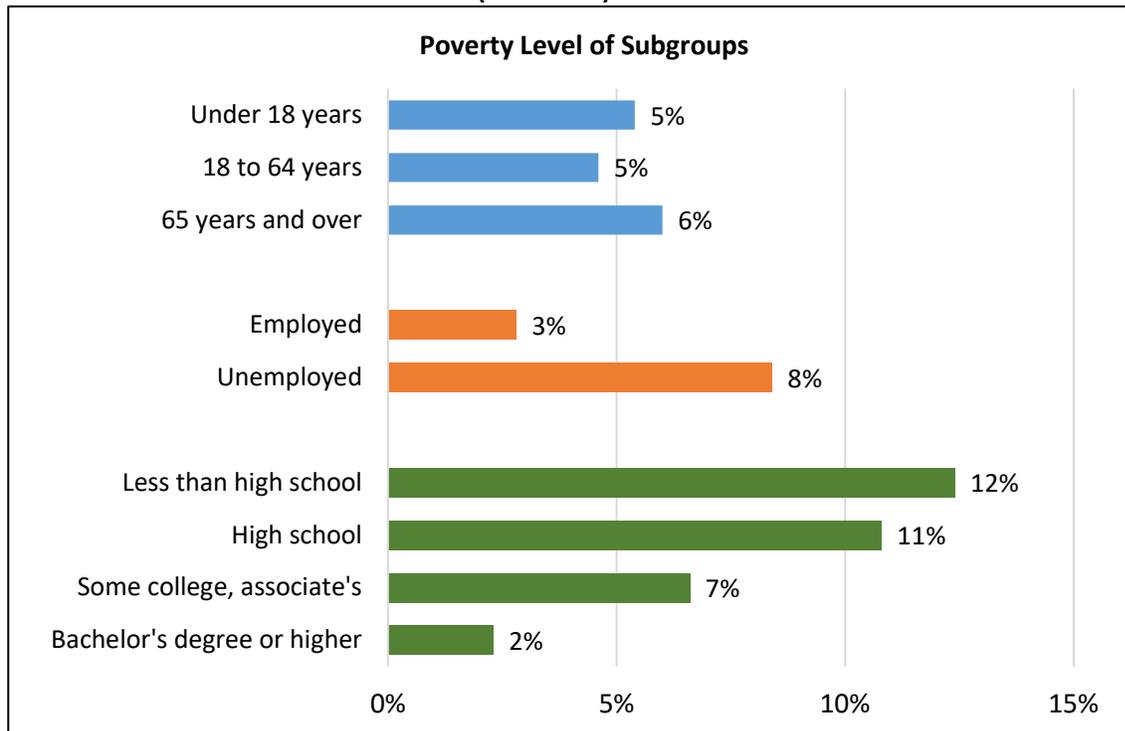
**H. POVERTY STATISTICS**

According to the US Census, the official poverty rate in West Linn is an estimated 5% over the most recent period reported (2018 5-year estimates).<sup>3</sup> This is roughly 1,330 individuals in West Linn. In comparison, the official poverty rate in Clackamas County is 9%, and at the state level is 17%. In the 2014-18 period:

- The West Linn poverty rate is low among all groups, but highest among those over 65 years of age at 6%. The rate is 5% among those under 65 years of age.
- For those with only a high school diploma, the poverty rate is 11%.
- Among those who are employed the poverty rate is 3%, while it is 8% for those who are unemployed.

Information on affordable housing is presented in Section II F of this report.

**FIGURE 2.7: POVERTY STATUS BY CATEGORY (WEST LINN)**



SOURCE: US Census  
Census Tables: S1701 (2018 ACS 5-yr Est.)

<sup>3</sup> Census Tables: S1701 (2018 ACS 5-yr Estimates)

## I. EMPLOYMENT LOCATION TRENDS

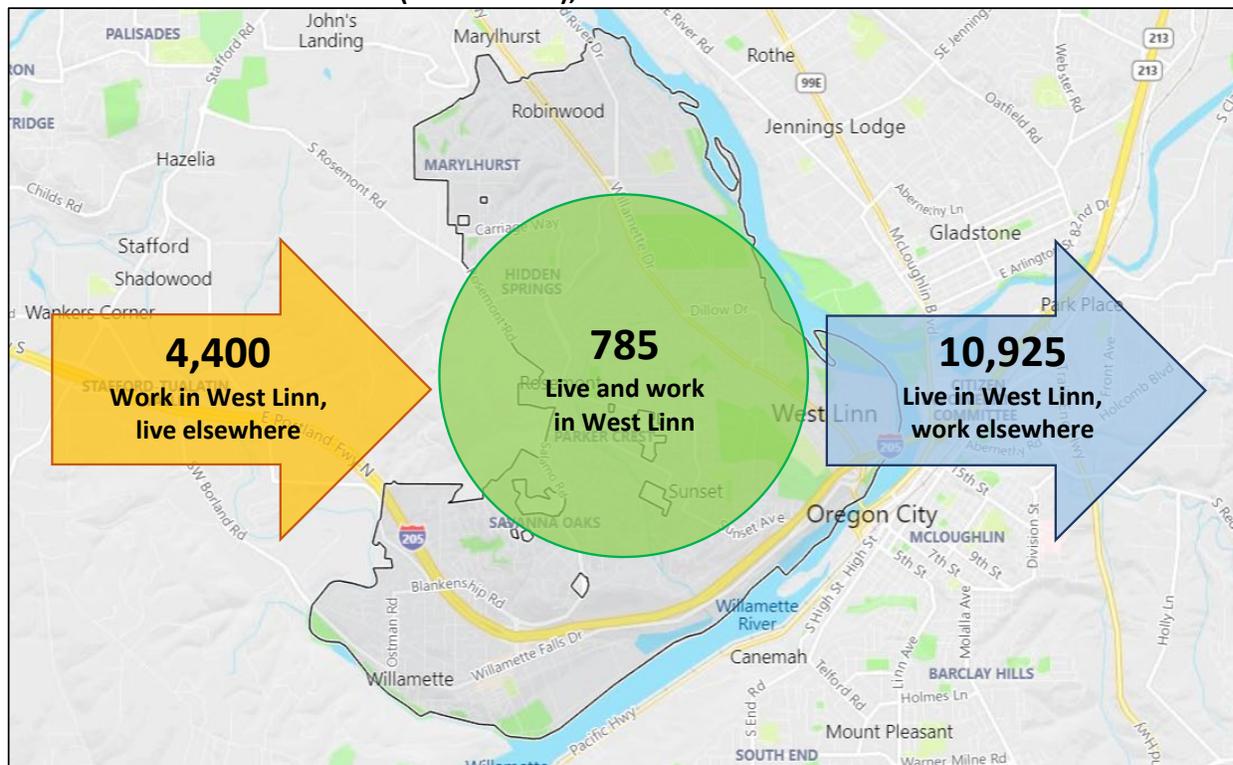
This section provides an overview of employment and industry trends in West Linn that are related to housing.

**Commuting Patterns:** The following figure shows the inflow and outflow of commuters to West Linn according to the Census Employment Dynamics Database. These figures reflect “covered employment” as of 2017, the most recent year available. (Covered employment refers to those jobs where the employee is covered by federal unemployment insurance.) This category does not include many contract employees and self-employed and therefore is not a complete picture of local employment. The figure discussed here is best understood as indicators of the general pattern of commuting and not exact figures.

As of 2017, the most recent year available, the Census estimated there were roughly 5,185 covered employment jobs located in West Linn. Of these, an estimated 785 or 15%, are held by local residents, while over 4,400 employees commute into the city from elsewhere. This general pattern is fairly common among many communities in the Metro area. The most common homes of local workers commuting into the city are Portland or Oregon City.

Similarly, of the estimated 11,700 employed West Linn residents, 93% of them commute elsewhere to their employment. The most common destinations for West Linn commuters are Portland, Lake Oswego and Beaverton. Smaller shares work elsewhere in the Portland metro or in the mid-Willamette Valley.

**FIGURE 2.8: COMMUTING PATTERNS (PRIMARY JOBS), WEST LINN**



Source: US Census Longitudinal Employer-Household Dynamics

**Jobs/Household Ratio:** West Linn features a fairly low jobs-to-households ratio. There are an estimated 5,185 jobs in the city of West Linn (covered), and an estimated 9,948 households in West Linn. This represents 0.5 jobs per household. There is no standard jobs-to-households ratio that is right for all communities, but it can provide a guide to the balance between employment uses and residential uses in the city.

There is an average of 1.2 jobs held for each West Linn households, a majority of which are located outside the city.

### III. CURRENT HOUSING CONDITIONS

This section presents a profile of the current housing stock and market indicators in West Linn. This profile forms the foundation to which current and future housing needs will be compared.

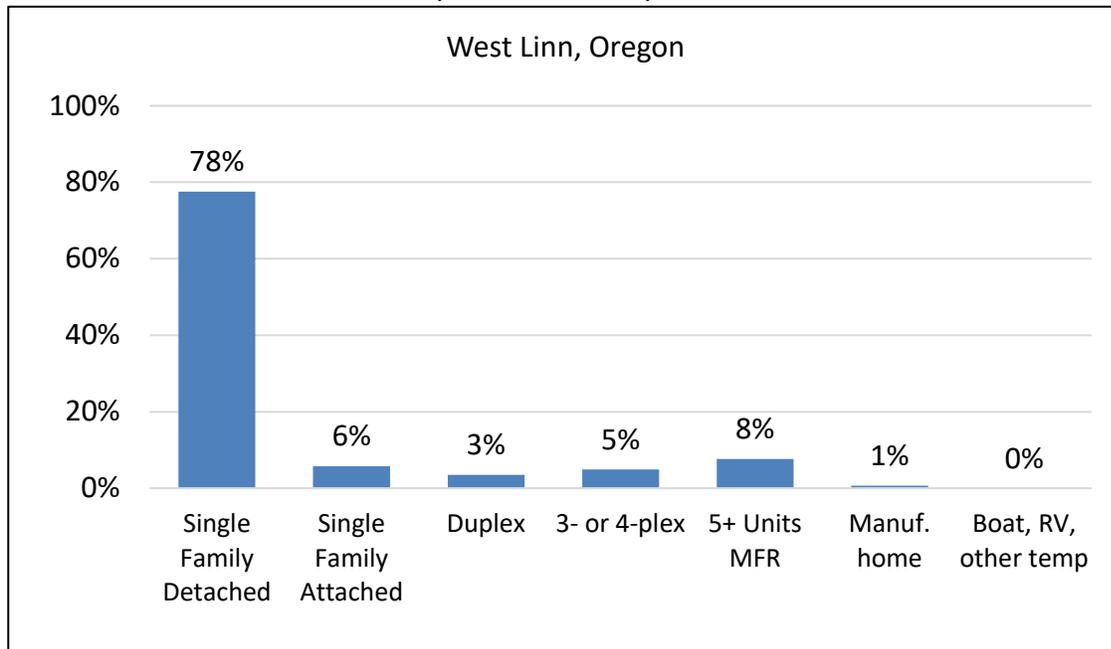
#### A. HOUSING TENURE

West Linn has a much greater share of homeowner households than renter households. The 2018 American Community Survey estimates that 79% of occupied units were owner occupied, and only 21% renter occupied. The ownership rate has held steady since 2000 (78%). This is significantly higher than the estimated ownership rate across Clackamas County (69%) and statewide (61%).

#### B. HOUSING STOCK

As shown in Figure 2.1, West Linn had an estimated 10,476 housing units in 2020, with a vacancy rate of 5% (includes ownership and rental units). The housing stock has increased by roughly 1,779 units since 2000, or growth of over 20%.

**FIGURE 3.1: ESTIMATED SHARE OF UNITS, BY PROPERTY TYPE, 2018**



SOURCE: US Census, City of West Linn

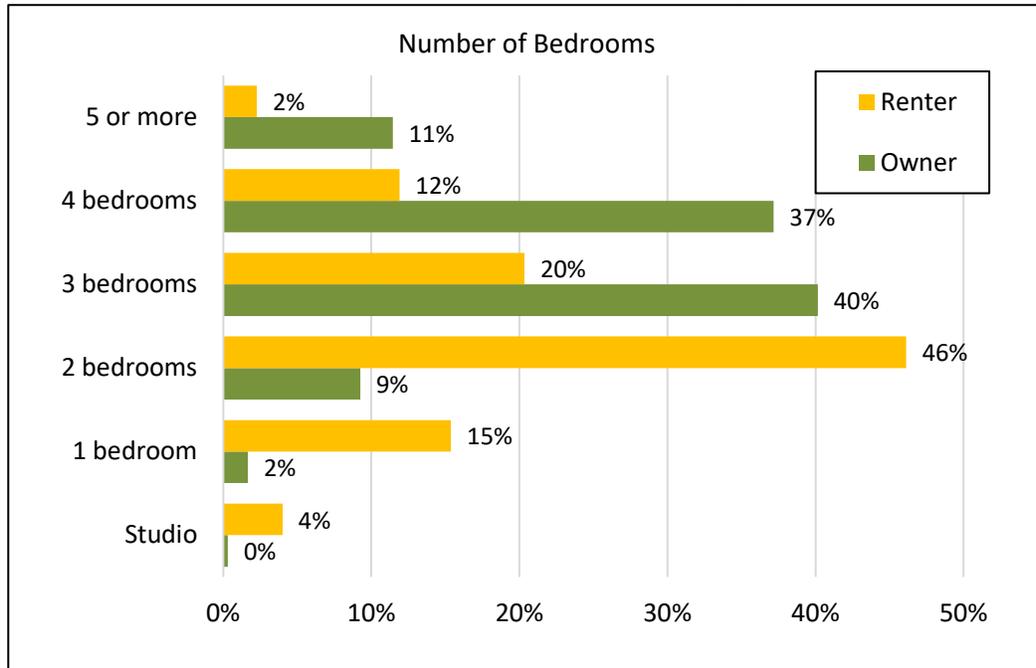
Figure 3.1 shows the estimated number of units by type in 2020 based on US Census. Detached single-family homes represent an estimated 78% of housing units.

Units in larger apartment complexes of 5 or more units represent only 8% of units, and other types of attached homes represent 14% of units. (Attached single family generally includes townhomes, and some 2 to 4-plexes which are separately metered.) Manufactured homes represent less than 1% of the inventory.

#### C. NUMBER OF BEDROOMS

Figure 3.2 shows the share of units for owners and renters by the number of bedrooms they have. In general, owner-occupied units are much more likely to have three or more bedrooms, while renter-occupied units are much more likely to have two or fewer bedrooms.

**FIGURE 3.2: NUMBER OF BEDROOMS FOR OWNER AND RENTER UNITS, 2018**



SOURCE: US Census  
Census Tables: B25042 (2018 ACS 5-year Estimates)

**D. UNIT TYPES BY TENURE**

As Figure 3.3 and 3.4 show, a large share of owner-occupied units (90%) are detached homes, which is related to why owner-occupied units tend to have more bedrooms. Renter-occupied units are much more distributed among a range of structure types. About 32% of rented units are estimated to be detached homes or manufactured homes, while the remainder are some form of attached unit. An estimated 29% of rental units are in larger apartment complexes.

**FIGURE 3.3: CURRENT INVENTORY BY UNIT TYPE, FOR OWNERSHIP AND RENTAL HOUSING**

**OWNERSHIP HOUSING**

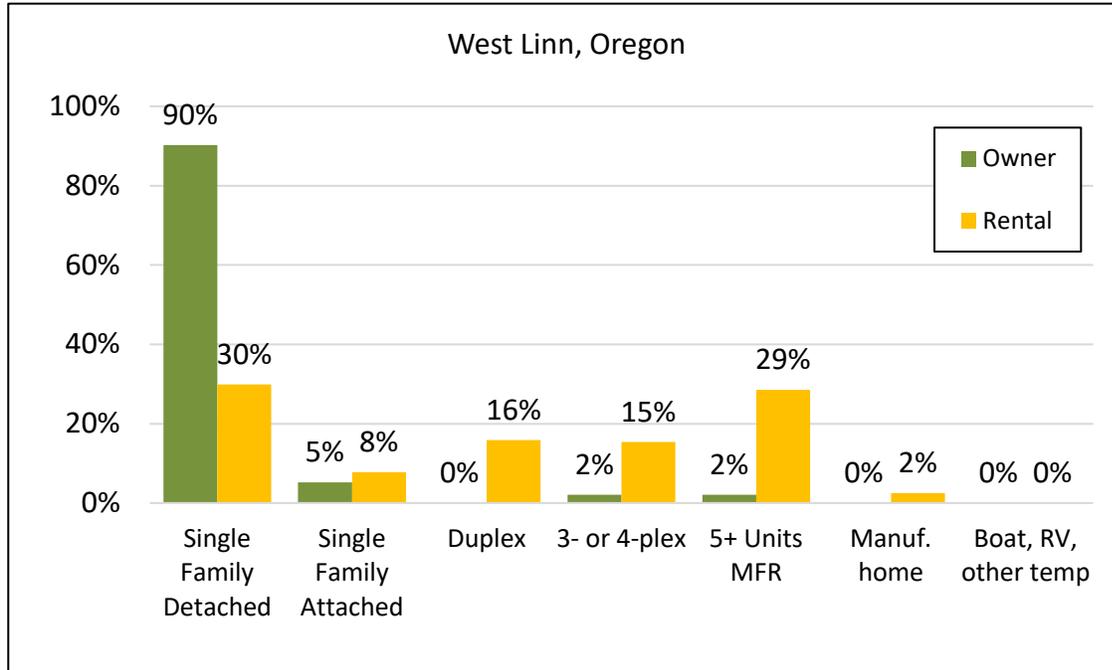
OWNERSHIP HOUSING								
	Single Family Detached	Single Family Attached	Duplex	3- or 4-plex	5+ Units MFR	Manuf. home	Boat, RV, other temp	Total Units
<b>Totals:</b>	7,460	432	13	175	170	14	0	8,264
<b>Percentage:</b>	90.3%	5.2%	0.2%	2.1%	2.1%	0.2%	0.0%	100%

**RENTAL HOUSING**

RENTAL HOUSING								
	Single Family Detached	Single Family Attached	Duplex	3- or 4-plex	5+ Units MFR	Manuf. home	Boat, RV, other temp	Total Units
<b>Totals:</b>	662	172	352	341	631	54	0	2,212
<b>Percentage:</b>	29.9%	7.8%	15.9%	15.4%	28.5%	2.5%	0.0%	100%

Sources: US Census, JOHNSON ECONOMICS, CITY OF WEST LINN

**FIGURE 3.4: CURRENT INVENTORY BY UNIT TYPE, BY TENURE**

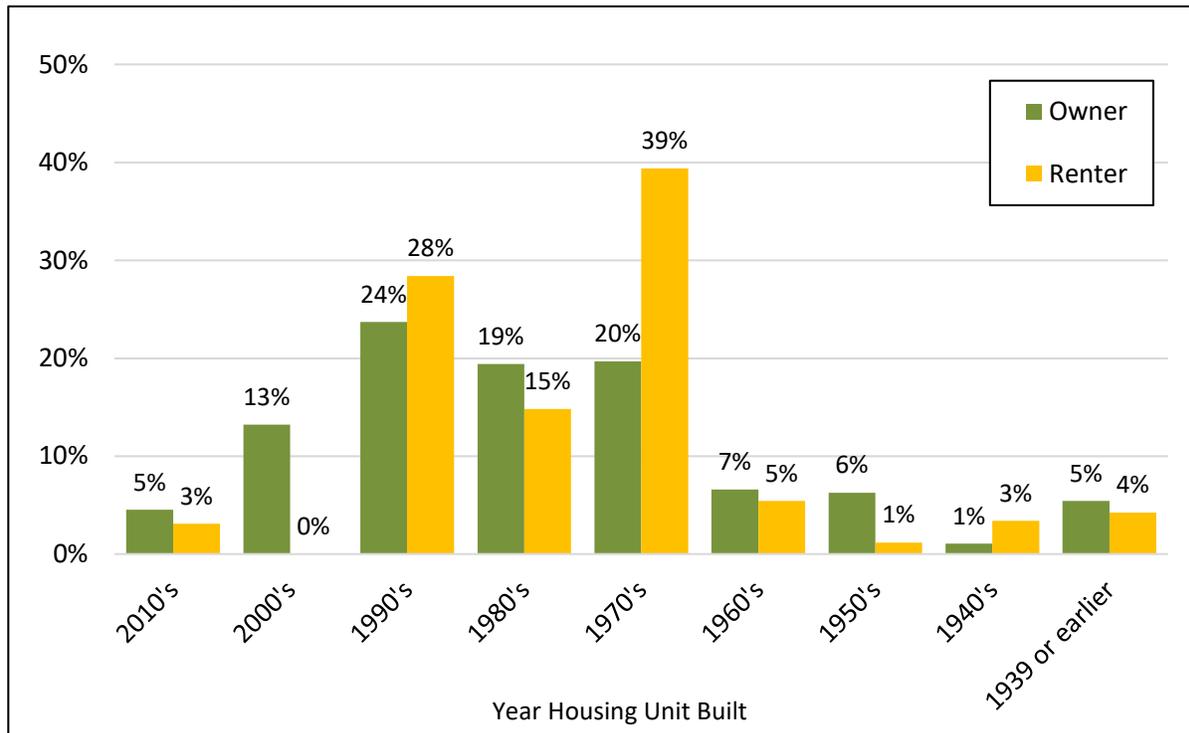


Sources: US Census, JOHNSON ECONOMICS, CITY OF WEST LINN

**E. AGE AND CONDITION OF HOUSING STOCK**

West Linn’s housing stock reflects the pattern of development over time. The largest share of housing stock has been built from the 1970’s to 1990’s. Most housing built since 2000 has been single-family detached housing for homeowners. The largest single share of renter units date to the 1970’s.

**FIGURE 3.5: AGE OF UNITS FOR OWNERS AND RENTERS**



SOURCE: US Census  
Census Tables: B25036 (2018 ACS 5-year Estimates)

- Unfortunately, good quantitative data on housing condition is generally unavailable without an intensive on-site survey of all local housing that is beyond the scope of this analysis. Census categories related to housing condition are ill-suited for this analysis, dealing with such issues as units without indoor plumbing, which was more common in the mid-20<sup>th</sup> Century, but is an increasingly rare situation. Age of units serves as the closest reliable proxy for condition with available data.
- For ownership units, older homes may be in poor condition, but are also more likely to have undergone some repair and renovation over the years. Rental units are more likely to degrade steadily with age and wear-and-tear, and less likely to receive sufficient reinvestment to keep them in top condition, though this is not universally true.

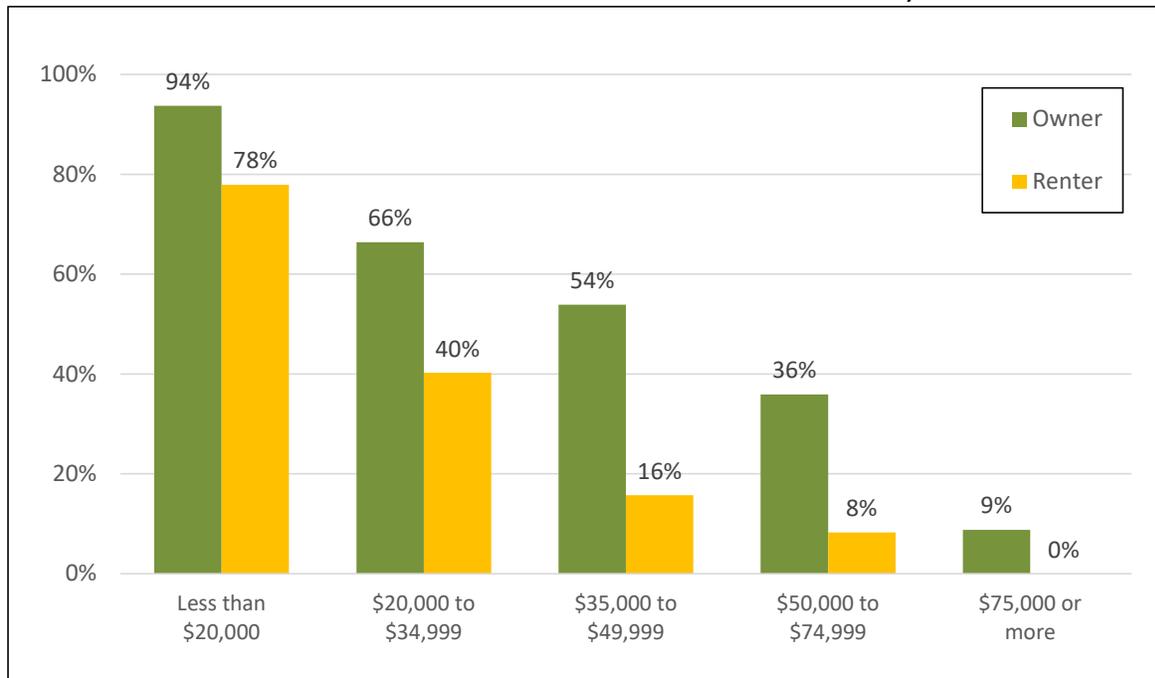
## F. HOUSING COSTS VS. LOCAL INCOMES

Figure 3.6 shows the share of owner and renter households who are paying more than 30% of their household income towards housing costs, by income segment. (Spending 30% or less on housing costs is a common measure of “affordability” used by HUD and others, and in the analysis presented in this report.)

As one would expect, households with lower incomes tend to spend more than 30% of their income on housing, while incrementally fewer of those in higher income groups spend more than 30% of their incomes on housing costs. Of those earning less than \$20,000, an estimated 94% of owner households spend more than 30% of income on housing costs and 78% of renters. Because West Linn has an income distribution skewed towards higher income levels, there are relatively few households in these lower income segments, compared to most other cities.

In total, the US Census estimates that over 24% of West Linn households pay more than 30% of income towards housing costs (2018 American Community Survey, B25106)

**FIGURE 3.6: SHARE OF HOUSEHOLDS SPENDING MORE THAN 30% ON HOUSING COSTS, BY INCOME GROUP**



Sources: US Census, JOHNSON ECONOMICS  
Census Table: B25106 (2018 ACS 5-yr Estimates)

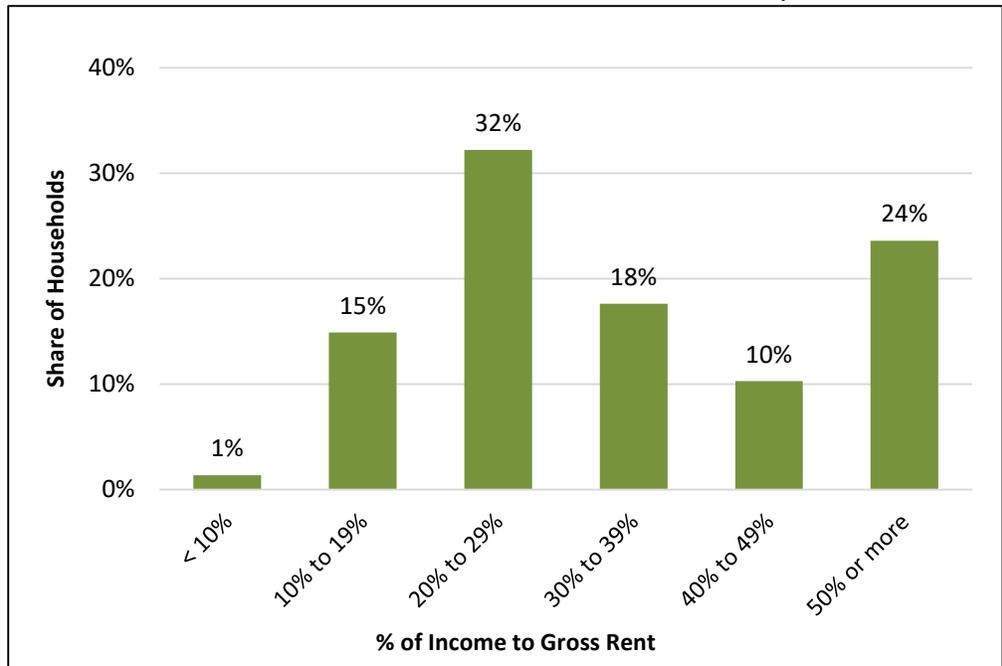
Housing is generally one of a household’s largest living costs, if not the largest. The ability to find affordable housing options, and even build wealth through ownership, is one of the biggest contributors to helping lower income

households save and build wealth. Even if renting, affordable housing costs, allow for more household income to be put to other needs, including saving.

The following figures shows the percentage of household income spent towards gross rent<sup>4</sup> for local renter households only. This more fine-grained data shows that not only are 52% of renters spending more than 30% of their income on gross rent, but an estimated 24% of renters are spending 50% or more of their income on housing and are considered severely rent-burdened.

Renters are disproportionately lower income relative to homeowners. Housing cost burdens are felt more broadly for these households, and as the analysis presented in a later section shows there is a need for more affordable rental units in West Linn, as in most communities.

**FIGURE 3.7: PERCENTAGE OF HOUSEHOLD INCOME SPENT ON GROSS RENT, WEST LINN RENTER HOUSEHOLDS**



Sources: US Census, JOHNSON ECONOMICS  
Census Table: B25070 (2018 ACS 5-yr Estimates)

### G. PUBLICLY ASSISTED HOUSING

West Linn currently has very few subsidized apartment properties, according to Oregon Housing and Community Development (OHCS). These are properties that are funded through HUD programs, tax credits and other programs which guarantee subsidized rents for qualified households. There are an estimated 10 such units in West Linn, which appear to be in separate single-family homes rather than a multi-family development.

The high share of renters paying over 30% of their income towards housing costs indicates that there is an ongoing need for rental units at the lowest price points.

**Agricultural Worker Housing:** West Linn is not currently home to properties dedicated to agricultural workers. This population may also be served by other available affordable units.

#### Homelessness:

A Point-in-Time count of homeless individuals in Clackamas County conducted in January of 2019 found 1,166 homeless individuals on the streets, in shelters, or other temporary and/or precarious housing. This number was

<sup>4</sup> The Census defines Gross Rent as “the contract rent plus the estimated average monthly cost of utilities (electricity, gas, and water and sewer) and fuels (oil, coal, kerosene, wood, etc.) if these are paid by the renter (or paid for the renter by someone else).” Housing costs for homeowners include mortgage, property taxes, insurance, utilities and condo or HOA dues.

2,196 individuals in the 2015 count, indicating that the rate of homelessness has fallen significantly as the economy has recovered since 2010. *These figures are for the entire county.*<sup>5</sup> In 2019, this included:

- 50% of those counted were in emergency shelter, warming shelter, or transitional housing programs.
  - 18% people living in doubled-up or unstable housing.
  - 32% people unsheltered.
  - 454 were chronically homeless.
- 
- An estimated 63% of those counted were male, 37% female, and 2% transgender or non-binary.
  - Children under the age of 18 made up 8% of those counted, at 98 individual children.

While the Point-in-Time count is one of the few systematized efforts to count homelessness across the country in a regular, systematized way, it is widely thought to undercount the population of homeless and precarious households. In addition, to the impossibility of finding all homeless people on the streets, the count is conducted in late January, when homeless counts are likely near their lowest of the year due to the inclement weather. A 2017 study conducted by Portland State University estimated over 38,000 homeless individuals in the tri-county metro area at that time. Given that Clackamas County is one of only three counties in the estimate, it most certainly had well more than 2,000 homeless individuals by that estimate.

A recent analysis prepared for OHCS to test a potential approach for preparing Housing Needs Analyses on a regional basis, included estimates of homeless population in Oregon communities, including West Linn. The approach utilizes a combination of data from the bi-annual Point-in-Time count and from tracking of homeless school-aged children in keeping with the McKinney-Vento Act. The analysis estimates 111 homeless households in West Linn as of mid-2020. These include household who are unsheltered, in temporary shelter, or staying with friends or relatives. These households are a component of current and future housing need.

An analysis of the ability of current and projected housing supply to meet the needs of low-income people, and the potential shortfall is included in the following sections of this report.

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<sup>5</sup> Figures via Clackamas County Health, Housing, and Human Services, and North Clackamas School District

## IV. CURRENT HOUSING NEEDS (CITY OF WEST LINN)

The profile of current housing conditions in the study area is based on Census 2010, which the Portland State University Population Research Center (PRC) uses to develop yearly estimates through 2019. The 2019 estimate is forecasted to 2020 using the estimated growth rate realized since 2010.

**FIGURE 4.1: CURRENT HOUSING PROFILE (2020)**

CURRENT HOUSING CONDITIONS (2020)		SOURCE
Total 2020 Population:	25,995	PSU Pop. Research Center
- Estimated group housing population:	131 (0.5% of Total)	US Census
<b>Estimated Non-Group 2020 Population:</b>	<b>25,864</b> (Total - Group)	
Avg. HH Size:	2.60	US Census
<b>Estimated Non-Group 2020 Households:</b>	<b>9,948</b> (Pop/HH Size)	
<b>Total Housing Units:</b>	<b>10,476</b> (Occupied + Vacant)	Census 2010 + permits
Occupied Housing Units:	9,948 (= # of HH)	
Vacant Housing Units:	528 (Total HH - Occupied)	
Current Vacancy Rate:	5.0% (Vacant units/ Total units)	

Sources: Johnson Economics, City of West Linn, PSU Population Research Center, U.S. Census

\*This table reflects population, household and housing unit projections shown in Figure 2.1.

We estimate a current population of roughly 26,000 residents, living in 9,948 households (excluding group living situations). Average household size is 2.6 persons.

There are an estimated 10,476 housing units in the city, indicating an estimated vacancy rate of 5%. This includes units vacant for any reason, not just those which are currently for sale or rent.

### ESTIMATE OF CURRENT HOUSING DEMAND

Following the establishment of the current housing profile, the current housing demand was determined based upon the age and income characteristics of current households.

The analysis considered the propensity of households in specific age and income levels to either rent or own their home (tenure), in order to derive the current demand for ownership and rental housing units and the appropriate housing cost level of each. This is done by combining data on tenure by age and tenure by income from the Census American Community Survey (tables: B25007 and B25118, 2018 ACS 5-yr Estimates).

The analysis takes into account the average amount that owners and renters tend to spend on housing costs. For instance, lower income households tend to spend more of their total income on housing, while upper income households spend less on a percentage basis. In this case, it was assumed that households in lower income bands would *prefer* housing costs at no more than 30% of gross income (a common measure of affordability). Higher income households pay a decreasing share down to 20% for the highest income households.

While the Census estimates that most low-income households pay more than 30% of their income for housing, this is an estimate of current *preferred* demand. It assumes that low-income households prefer (or demand) units affordable to them at no more than 30% of income, rather than more expensive units.

Figure 4.2 presents a snapshot of current housing demand (i.e., preferences) equal to the number of households in the study area (9,948). The breakdown of tenure (owners vs. renters) reflects data from the 2018 ACS.

**FIGURE 4.2: ESTIMATE OF CURRENT HOUSING DEMAND (2020)**

Ownership				
Price Range	# of Households	Income Range	% of Total	Cumulative
\$0k - \$80k	201	Less than \$15,000	2.6%	2.6%
\$80k - \$130k	113	\$15,000 - \$24,999	1.5%	4.0%
\$130k - \$190k	163	\$25,000 - \$34,999	2.1%	6.1%
\$190k - \$250k	388	\$35,000 - \$49,999	5.0%	11.1%
\$250k - \$330k	807	\$50,000 - \$74,999	10.4%	21.5%
\$330k - \$390k	875	\$75,000 - \$99,999	11.2%	32.7%
\$390k - \$470k	727	\$100,000 - \$124,999	9.3%	42.0%
\$470k - \$540k	716	\$125,000 - \$149,999	9.2%	51.2%
\$540k - \$710k	1,211	\$150,000 - \$199,999	15.5%	66.7%
\$710k +	2,591	\$200,000+	33.3%	100.0%
<b>Totals:</b>	<b>7,792</b>		<b>% of All:</b>	<b>78.3%</b>

Rental				
Rent Level	# of Households	Income Range	% of Total	Cumulative
\$0 - \$400	178	Less than \$15,000	8.3%	8.3%
\$400 - \$700	257	\$15,000 - \$24,999	11.9%	20.2%
\$700 - \$900	209	\$25,000 - \$34,999	9.7%	29.9%
\$900 - \$1200	219	\$35,000 - \$49,999	10.1%	40.0%
\$1200 - \$1600	472	\$50,000 - \$74,999	21.9%	62.0%
\$1600 - \$1900	159	\$75,000 - \$99,999	7.4%	69.3%
\$1900 - \$2200	214	\$100,000 - \$124,999	9.9%	79.3%
\$2200 - \$2500	156	\$125,000 - \$149,999	7.2%	86.5%
\$2500 - \$3400	92	\$150,000 - \$199,999	4.3%	90.8%
\$3400 +	199	\$200,000+	9.2%	100.0%
<b>Totals:</b>	<b>2,156</b>		<b>% of All:</b>	<b>21.7%</b>

<b>All Households</b>	<b>9,948</b>
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Sources: PSU Population Research Center, EnviroNics Analytics., Census, JOHNSON ECONOMICS  
 Census Tables: B25007, B25106, B25118 (2018 ACS 5-yr Estimates)  
 EnviroNics Analytics: Estimates of income by age of householder

The estimated home price and rent ranges are irregular because they are mapped to the affordability levels of the Census income level categories. For instance, an affordable home for those in the lowest income category (less than \$15,000) would have to cost \$80,000 or less. Affordable rent for someone in this category would be \$400 or less.

The affordable price level for ownership housing assumes 30-year amortization, at an interest rate of 5% (significantly more than the current rate, but in line with historic norms), with 15% down payment. These assumptions are designed to represent prudent lending and borrowing levels for ownership households. The 30-

year mortgage commonly serves as the standard. In the 2000's, down payment requirements fell significantly, but standards have tightened somewhat since the 2008/9 credit crisis. While 20% is often cited as the standard for most buyers, it is common for homebuyers, particularly first-time buyers, to pay significantly less than this using available programs.

Interest rates are subject to disruption from national and global economic forces, and therefore impossible to forecast beyond the short term. The 5% used here is roughly the average 30-year rate over the last 20 years. The general trend has been falling interest rates since the early 1980's, but coming out of the recent recession, many economists believe that rates cannot fall farther and must begin to climb as the Federal Reserve raises its rate over the coming years.

During the 2020 Covid-19 emergency, the Federal Reserve has again cut their benchmark funds rate to near zero, which has reduced mortgage rates moderately, but not dramatically. The economic uncertainty has the effect of making lenders more cautious, and this can balance the effect of a lower federal rate.

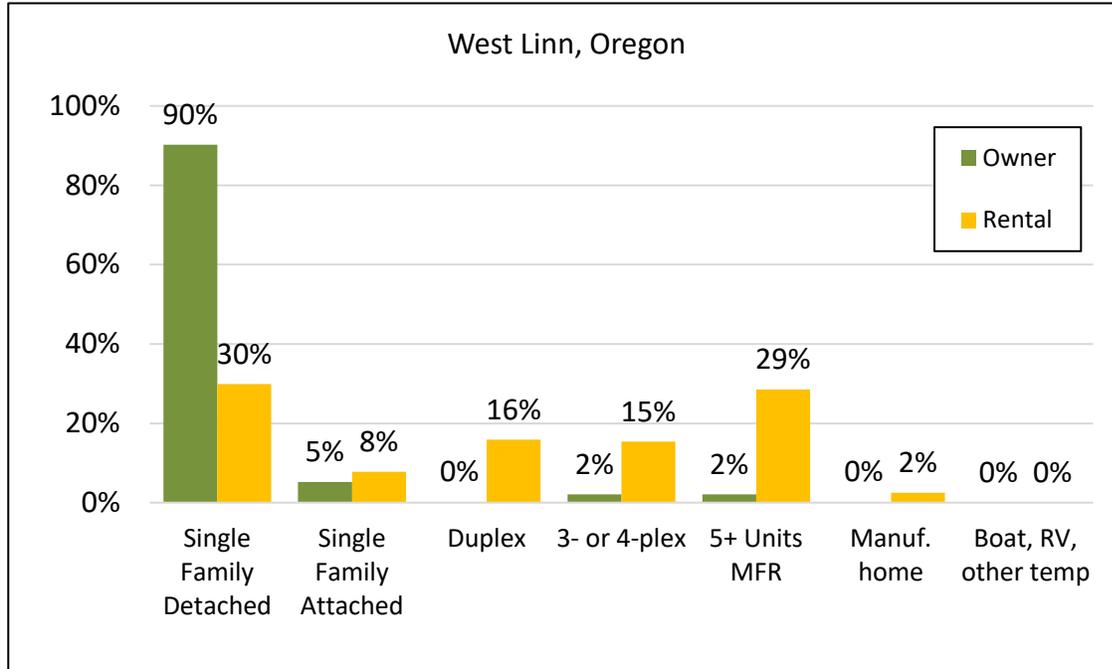
### **CURRENT HOUSING INVENTORY**

The profile of current housing demand (Figure 4.2) represents the preference and affordability levels of households. In reality, the current housing supply (Figures 4.3 and 4.4 below) differs from this profile, meaning that some households may find themselves in housing units which are not optimal, either not meeting the household's own/rent preference, or being unaffordable (requiring more than 30% of gross income).

A profile of current housing supply in West Linn was estimated based on permit data from the City of West Linn and Census data from the most recently available 2018 ACS, which provides a profile of housing types (single family, attached, manufactured home, etc.), tenure, housing values, and rent levels. The 5-year estimates from the ACS were used because 3-year and 1-year estimates are not yet available for West Linn geography.

- An estimated 79% of housing units are ownership units, while an estimated 20% of housing units are rental units. This is similar to the estimated demand profile shown in Figure 4.2, which estimated a somewhat higher demand for rental units over time. The inventory includes vacant units, and in the case of West Linn many vacant units are estimated to be second homes or seasonal homes, which are counted as ownership units. The available rental units are estimated to have a much lower vacancy rate.
- 90% of ownership units are detached homes, and very few are manufactured homes. Thirty-two percent of rental units are either single family homes or manufactured homes, while 29% are in structures of 5 units or more.
- Of total housing units, an estimated 78% are detached homes or manufactured homes. Twenty-two percent are some sort of attached unit type.
- The affordability of different unit types is an approximation based on Census data on the distribution of housing units by value (ownership) or gross rent (rentals).
- Most subsidized affordable housing units found in the city are represented by the inventory at the lowest end of the rental spectrum.
- Ownership housing found at the lower end of the value spectrum generally reflect older, smaller homes, or homes in poor condition on small or irregular lots. **It is important to note that these represent estimates of current property value or current housing cost to the owner, not the current market pricing of homes for sale in the city.** These properties may be candidates for redevelopment when next they sell but are currently estimated to have low value.

**FIGURE 4.3: PROFILE OF CURRENT HOUSING SUPPLY BY TYPE (2020)**



Sources: US Census, PSU Population Research Center, JOHNSON ECONOMICS  
 Census Tables: B25004, B25032, B25063, B25075 (2018 ACS 5-yr Estimates)

**FIGURE 4.4: PROFILE OF CURRENT HOUSING SUPPLY, ESTIMATED AFFORDABILITY (2020)**

Income Range	Ownership Housing		Rental Housing		Share of Total Units	
	Affordable Price Level	Estimated Units	Affordable Rent Level	Estimated Units		
Less than \$15,000	\$0k - \$80k	89	\$0 - \$400	0	1%	
\$15,000 - \$24,999	\$80k - \$130k	143	\$400 - \$700	87	2%	
\$25,000 - \$34,999	\$130k - \$190k	155	\$700 - \$900	234	4%	
\$35,000 - \$49,999	\$190k - \$250k	425	\$900 - \$1200	469	9%	
\$50,000 - \$74,999	\$250k - \$330k	838	\$1200 - \$1600	438	12%	
\$75,000 - \$99,999	\$330k - \$390k	1,139	\$1600 - \$1900	305	14%	
\$100,000 - \$124,999	\$390k - \$470k	1,371	\$1900 - \$2200	244	15%	
\$125,000 - \$149,999	\$470k - \$540k	948	\$2200 - \$2500	214	11%	
\$150,000 - \$199,999	\$540k - \$710k	1,783	\$2500 - \$3400	159	19%	
\$200,000+	\$710k +	1,374	\$3400 +	62	14%	
		79%	8,264	21%	2,212	

Sources: US Census, PSU Population Research Center, JOHNSON ECONOMICS  
 Census Tables: B25004, B25032, B25063, B25075 (2018 ACS 5-yr Estimates)

- Most housing in West Linn is found in price and rent levels affordable to those earning at least \$50,000 per year. There is very little housing available to those in lower income segments.

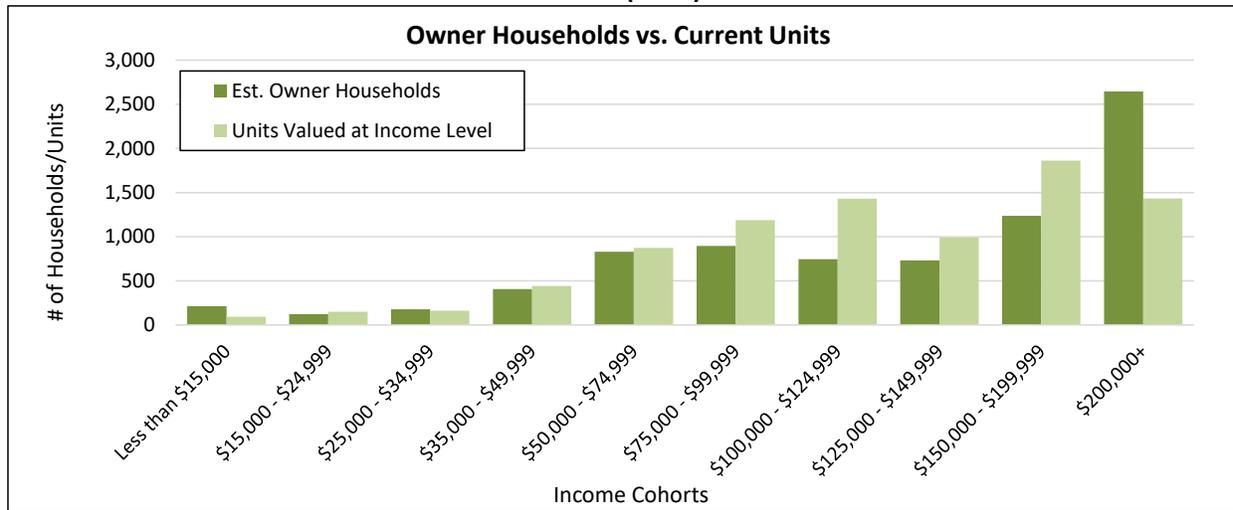
**COMPARISON OF CURRENT HOUSING DEMAND WITH CURRENT SUPPLY**

A comparison of estimated current housing *demand* with the existing *supply* identifies the existing discrepancies between needs and the housing which is currently available. The estimated number of units outnumbers the number of households by roughly 530 units, indicating an average vacancy rate of 5%.

In general, this identifies that there is currently support for more ownership housing at lower price points and at the upper end of the market. This is because most housing in West Linn is clustered at upper-middle property values, which matches the community’s high average household incomes but leaves some households underserved.

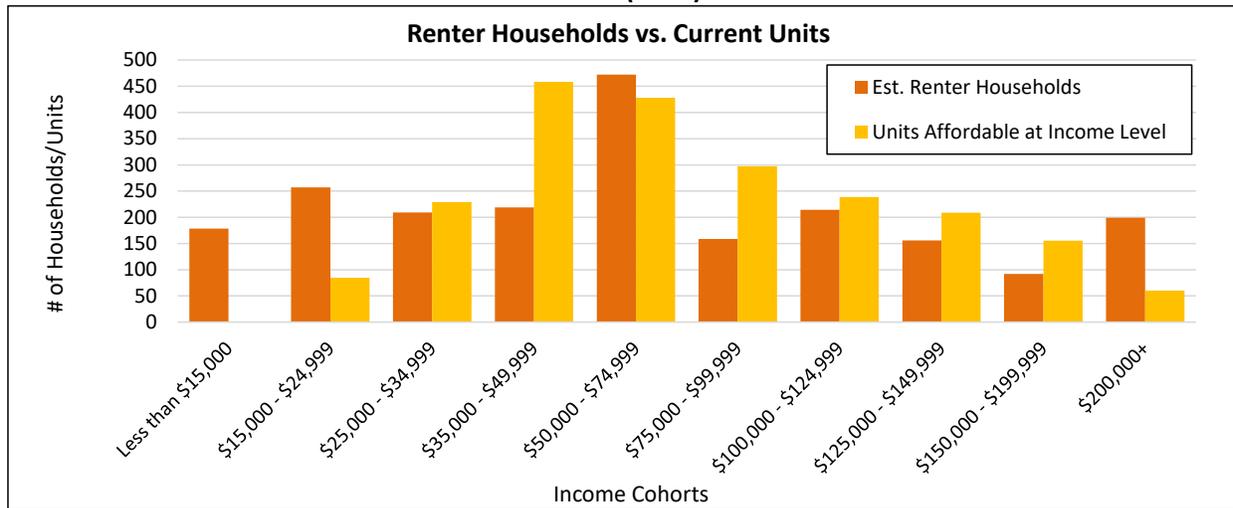
Figures 4.5 and 4.6 present this information in chart form, comparing the estimated number of households in given income ranges, and the supply of units currently valued (ownership) or priced (rentals) within those income ranges. The data is presented for owner and renter households.

**FIGURE 4.5: COMPARISON OF OWNER HOUSEHOLD INCOME GROUPS TO ESTIMATED SUPPLY AFFORDABLE AT THOSE INCOME LEVELS (2020)**



Sources: PSU Population Research Center, City of West Linn, Census, JOHNSON ECONOMICS

**FIGURE 4.6: COMPARISON OF RENTER HOUSEHOLD INCOME GROUPS TO ESTIMATED SUPPLY AFFORDABLE AT THOSE INCOME LEVELS (2020)**



Sources: PSU Population Research Center, City of West Linn, Census, JOHNSON ECONOMICS

The analysis finds that the current market rates for most rental units are in the \$900 to \$2,000/month range. Therefore, this is where most of the rental unit supply is currently clustered. However, the greatest unmet need is found at the lowest end of the income scale, where many current renters pay more than 30% of their income in housing costs. Rentals at the most expensive levels generally represent single family homes for rent.

The home value and rent segments which show a “surplus” in Figures 4.5 and 4.6 illustrate where current property values and market rent levels are in West Linn. Housing prices and rent levels will tend to congregate around those levels. These levels will be too costly for some (i.e., require more than 30% in gross income) or “too affordable” for others (i.e., they have income levels that indicate they could afford more expensive housing if it were available).

In general, these findings demonstrate that there are few lower-value housing opportunities for many owner households, and potential support for some less expensive types of ownership housing. There is a need for more rental units at lower rent levels (<\$900/mo.).

**HOME SALE PRICES**

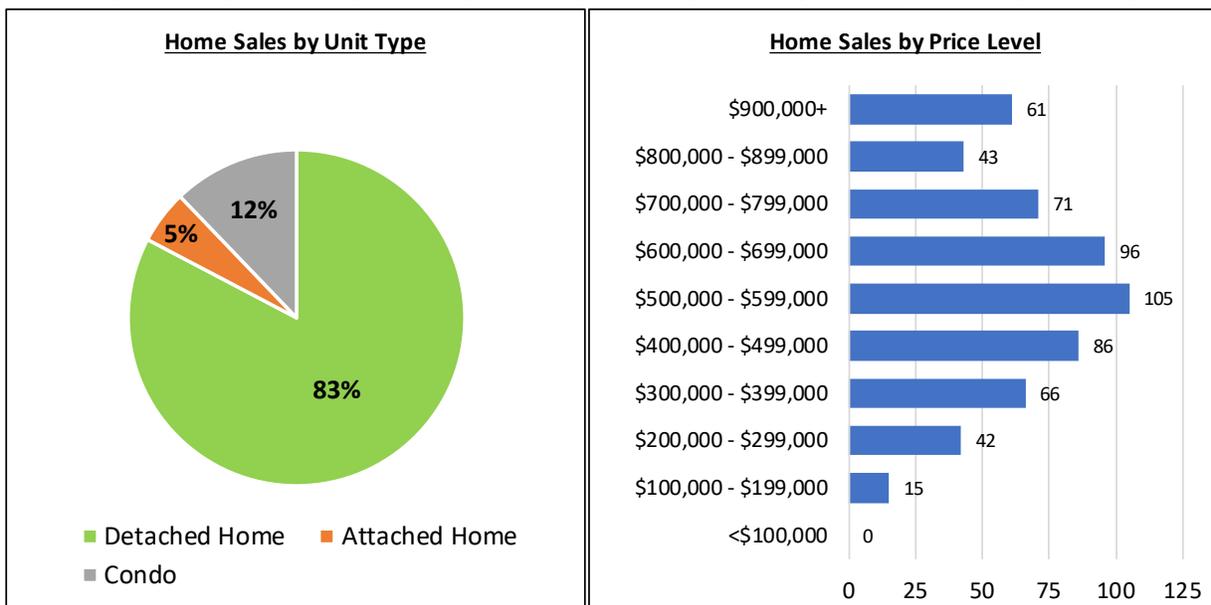
It is important to note that the figures presented in the prior section represent estimates of current *property value or current housing cost to the owner, not the current market pricing of homes for sale in the city*. For instance, a household living in a manufactured home that has been paid off over many years may have relatively low housing costs. This indicates that one owner household is living in a “lower value” unit. It does **not** indicate that units at this price point are available on the current market.

If this hypothetical household were to sell their home, it would sell at a higher price reflecting inflation and current achievable market prices. For this reason, many of the lower value or lower rent units found in the previous section will actually become higher-priced units when they are sold or become vacant.

For reference, this section presents home sales data from fall 2019 to fall 2020 to indicate housing costs for new entrants into the market (Figure 4.7).

- The median sale price was \$585,000.
- The average (mean) sale price was \$635,000.
- The average price per square foot was \$230/s.f.
- The median square footage was 2,630 s.f.

**FIGURE 4.7: WEST LINN HOME SALES (12 MONTHS)**



Sources: RMLS, JOHNSON ECONOMICS

- 18% of sales were priced between \$500,000 and \$599,000.
- 15% of sales were priced between \$400,000 and \$499,000.
- 46% of sales were priced at \$600,000 or more.
- 10% of sales were priced over \$900,000.
- Only 10% of sales were priced below \$300,000.

**Affordability:** As indicated, half of recent sales in West Linn took place within the \$400,000 to \$700,000 price range. Homes in this range should be mostly affordable to households earning at least \$100,000 per year. An estimated 60% of local households fall within these income segments.

Roughly 40% of households earn less than \$100,000 per year, meaning that the bulk of housing supply on the current for-sale market is likely too expensive for most of these households.

\* \* \*

The findings of current need form the foundation for projected future housing need, presented in the following section.

## V. FUTURE HOUSING NEEDS - 2040 (CITY OF WEST LINN)

The projected future (20-year) housing profile (Figure 5.1) in the study area is based on the current housing profile (2020), multiplied by an assumed projected future household growth rate. The projected future growth is the forecasted 2040 population for the City of West Linn included in the most recent Metro Urban Growth analysis and Regional Transportation Plan analysis (0.3%).

**FIGURE 5.1: FUTURE HOUSING PROFILE (2040)**

PROJECTED FUTURE HOUSING CONDITIONS (2020 - 2040)		SOURCE
2020 Population (Minus Group Pop.)	25,864	PSU
Projected Annual Growth Rate	0.3%	Metro UGR Forecast Program
2040 Population (Minus Group Pop.)	27,720	(Total 2040 Population - Group Housing Pop.)
Estimated group housing population:	141	Share of total pop. (0.5%)
<b>Total Estimated 2040 Population:</b>	<b>27,861</b>	
<b>Estimated Non-Group 2040 Households:</b>	<b>10,907</b>	(2040 Non-Group Pop./Avg. Household Size)
New Households 2020 to 2040	959	
Avg. Household Size:	2.54	Projected household size
<b>Total Housing Units:</b>	<b>11,481</b>	Occupied Units plus Vacant
Occupied Housing Units:	10,907	(= Number of Non-Group Households)
Vacant Housing Units:	574	(= Total Units - Occupied Units)
Projected Market Vacancy Rate:	5.0%	(Vacant Units/ Total Units)

Sources: PSU Population Research Center, Metro, Census, JOHNSON ECONOMICS LLC

\*Projections are applied to estimates of 2020 population, household and housing units shown in Figure 2.1.

The model projects growth in the number of non-group households over 20 years of roughly 960 households, with accompanying population growth of 1,866 new residents. (The number of households differs from the number of housing units, because the total number of housing units includes a percentage of vacancy. Projected housing unit needs are discussed below.)

### PROJECTION OF FUTURE HOUSING UNIT DEMAND (2040)

The profile of future housing demand was derived using the same methodology used to produce the estimate of current housing need. This estimate includes current and future households but *does not include a vacancy assumption. The vacancy assumption is added in the subsequent step.* Therefore, the need identified below is the total need for actual households in occupied units (10,907).

The analysis considered the propensity of households at specific age and income levels to either rent or own their home, in order to derive the future need for ownership and rental housing units, and the affordable cost level of each. The projected need is for *all* 2040 households and therefore includes the needs of current households.

The price levels presented here use the same assumptions regarding the amount of gross income applied to housing costs, from 30% for low-income households down to 20% for the highest income households.

The affordable price level for ownership housing assumes 30-year amortization, at an interest rate of 5%, with 15% down payment. Because of the impossibility of predicting variables such as interest rates 20 years into the future,

these assumptions were kept constant from the estimation of current housing demand. Income levels and price levels are presented in 2020 dollars.

Figure 5.2 presents the projected occupied future housing demand (current and new households, without vacancy) in 2040.

**FIGURE 5.2: PROJECTED OCCUPIED FUTURE HOUSING DEMAND (2040)**

Ownership				
Price Range	# of Households	Income Range	% of Total	Cumulative
\$0k - \$80k	214	Less than \$15,000	2.5%	2.5%
\$80k - \$130k	119	\$15,000 - \$24,999	1.4%	3.9%
\$130k - \$190k	173	\$25,000 - \$34,999	2.0%	6.0%
\$190k - \$250k	415	\$35,000 - \$49,999	4.9%	10.9%
\$250k - \$330k	864	\$50,000 - \$74,999	10.2%	21.0%
\$330k - \$390k	959	\$75,000 - \$99,999	11.3%	32.3%
\$390k - \$470k	797	\$100,000 - \$124,999	9.4%	41.7%
\$470k - \$540k	785	\$125,000 - \$149,999	9.2%	50.9%
\$540k - \$710k	1,328	\$150,000 - \$199,999	15.6%	66.6%
\$710k +	2,841	\$200,000+	33.4%	100.0%
<b>Totals:</b>	<b>8,496</b>		<b>% of All:</b>	<b>77.9%</b>

Rental				
Rent Level	# of Households	Income Range	% of Total	Cumulative
\$0 - \$400	202	Less than \$15,000	8.4%	8.4%
\$400 - \$700	287	\$15,000 - \$24,999	11.9%	20.3%
\$700 - \$900	235	\$25,000 - \$34,999	9.8%	30.0%
\$900 - \$1200	250	\$35,000 - \$49,999	10.4%	40.4%
\$1200 - \$1600	538	\$50,000 - \$74,999	22.3%	62.7%
\$1600 - \$1900	174	\$75,000 - \$99,999	7.2%	69.9%
\$1900 - \$2200	235	\$100,000 - \$124,999	9.8%	79.7%
\$2200 - \$2500	171	\$125,000 - \$149,999	7.1%	86.8%
\$2500 - \$3400	101	\$150,000 - \$199,999	4.2%	91.0%
\$3400 +	218	\$200,000+	9.0%	100.0%
<b>Totals:</b>	<b>2,411</b>		<b>% of All:</b>	<b>22.1%</b>

<b>All Units</b>
<b>10,907</b>

Sources: Census, Environics Analytics, JOHNSON ECONOMICS

The number of households across the income spectrum seeking a range of both ownership and rental housing is anticipated to grow. It is projected that the homeownership rate in West Linn will fall slightly over the next 20 years to 78% from 79%, which would still be significantly higher than the Clackamas County and statewide ownership rates.

**COMPARISON OF FUTURE HOUSING DEMAND TO CURRENT HOUSING INVENTORY**

The profile of occupied future housing demand presented above (Figure 5.2) was compared to the current housing inventory presented in the previous section to determine the total future need for *new* housing units by type and price range (Figure 5.3).

*This estimate includes a vacancy assumption. As reflected by the most recent Census data, and as is common in most communities, the vacancy rate for rental units is typically higher than that for ownership units. An average vacancy rate of 5% is assumed for the purpose of this analysis.*

**FIGURE 5.3: PROJECTED FUTURE NEED FOR NEW HOUSING UNITS (2040), WEST LINN**

OWNERSHIP HOUSING									
Unit Type:	Single Family Detached	Single Family Attached	Multi-Family			Manuf. home	Boat, RV, other temp	Total Units	% of Units
			2-unit	3- or 4-plex	5+ Units MFR				
<b>Totals:</b>	572	56	8	14	28	1	0	679	67.6%
<b>Percentage:</b>	84.3%	8.2%	1.2%	2.1%	4.1%	0.2%	0.0%	100%	

RENTAL HOUSING									
Unit Type:	Single Family Detached	Single Family Attached	Multi-Family			Manuf. home	Boat, RV, other temp	Total Units	% of Units
			2-unit	3- or 4-plex	5+ Units MFR				
<b>Totals:</b>	71	29	55	53	109	8	0	326	32.4%
<b>Percentage:</b>	21.9%	8.8%	16.9%	16.4%	33.5%	2.5%	0.0%	100%	

TOTAL HOUSING UNITS									
Unit Type:	Single Family Detached	Single Family Attached	Multi-Family			Manuf. home	Boat, RV, other temp	Total Units	% of Units
			2-unit	3- or 4-plex	5+ Units MFR				
<b>Totals:</b>	644	84	63	68	137	9	0	1,005	100%
<b>Percentage:</b>	64.1%	8.4%	6.3%	6.8%	13.6%	0.9%	0.0%	100%	

Sources: PSU, City of West Linn, Census, Environics Analytics, JOHNSON ECONOMICS

- The results show a need for 1,005 new housing units by 2040.
- Of the new units needed, roughly 68% are projected to be ownership units, while 32% are projected to be rental units. This represents more renters than the estimated tenure split, but it is projected that more rental units will need to be added to balance the disproportionate share of ownership units in the current inventory.
- Currently, the estimated vacancy rate of rental units is very low, so to serve the current need, future need, and allow for a 5% vacancy rate, a disproportionate number of rental units are needed. The current vacancy rate for ownership units, including second homes, is higher, so fewer new ownership units are projected.
- There is some need for new ownership housing at the low-end and upper end of the pricing spectrum. But income trends suggest that the greatest demand will remain in the upper-middle price ranges (\$300k to \$600k).
- The greatest need for rental units is found at the lowest and some higher price points. Market rents are currently clustered in the \$900 to \$2,000 range in current dollars. Therefore, most units are to be found in this range. There is insufficient rental housing for the lowest income households making \$35,000 or less.

**FIGURE 5.4: ESTIMATED CURRENT NEED & FUTURE NEED BY INCOME BRACKET WEST LINN**

Income Range	Current Need (no vacancy)	Future Need (no vacancy)	New Need (with vacancy)	Share of Units
Less than \$15,000	380	416	43	4%
\$15,000 - \$24,999	370	406	44	4%
\$25,000 - \$34,999	372	408	43	4%
\$35,000 - \$49,999	607	665	66	7%
\$50,000 - \$74,999	1,279	1,402	140	14%
\$75,000 - \$99,999	1,034	1,133	101	10%
\$100,000 - \$124,999	941	1,032	94	9%
\$125,000 - \$149,999	872	956	86	9%
\$150,000 - \$199,999	1,303	1,429	124	12%
\$200,000+	2,790	3,059	265	26%
<b>Total:</b>	<b>9,948</b>	<b>10,907</b>	<b>1,005</b>	

Sources: PSU, City of West Linn, Census, Environics Analytics, JOHNSON ECONOMICS

**Needed Unit Types**

The mix of needed unit types shown in Figure 5.3 reflects both past trends and anticipated future trends. Since 2000, detached single family units have continued to constitute most of the permitted units in West Linn. In keeping with development trends, and the buildable land available to West Linn, single family units are expected to continue to make up a large share of new ownership housing over the next 20 years. However, an increasing share of new units is anticipated to be attached housing types to accommodate renters and first-time home buyers.

- 64% of the new units are projected to be single family detached homes, while 35% is projected to be some form of attached housing, and under 1% are projected to be new manufactured homes.
- Single family attached units (townhomes on individual lots) are projected to meet 8% of future need. These are defined as units on separate tax lots, attached by a wall but separately metered, the most common example being townhome units.
- Duplex through four-plex units are projected to represent 13% of the total need. Duplex units would include a detached single-family home with an accessory dwelling unit on the same lot, or with a separate unit in the home (for instance, a rental basement unit.) This includes attached units allowed to be built in single-family neighborhoods under new statewide rules.
- 14% of all needed units are projected to be multi-family in structures of 5+ attached units.
- Of ownership units, 84% are projected to be detached single-family homes, and 16% projected to be attached forms.
- About 76% of new rental units are projected to be found in new attached buildings, with 34% projected in rental properties of 5 or more units, and 33% in buildings of two to four units, and 9% in attached single family forms. Only 22% of new rental units are projected to be detached homes.

**Needed Affordability Levels**

Figure 5.5 presents the estimated need for net new housing units by major income segment, based on the projected demographics of new households to the market area. The needed affordability levels presented here are based on current 2020 dollars. Over time, incomes and housing costs will both inflate, so the general relationship projected here is expected to remain unchanged.

Figure 5.5 also discusses the housing types typically attainable by residents at these income levels.

**FIGURE 5.5: PROJECTED NEED FOR NEW HOUSING AT DIFFERENT INCOME LEVELS**

Household Income Segment	Income Level (Rounded)*	Afford. Rent Range	Afford. Price Range	Owner Units	Renter Units	Total	Share	Common Housing Product
Extremely Low Inc. < 30% AMI	< \$27,500	<\$800	<\$150k	21	76	97	10%	Govt-subsidized; Voucher
Very Low Income 30% - 50% AMI	\$27.5k - \$46k	\$800-\$1,100	\$150k-\$225k	27	54	80	8%	Aging/substandard rentals; Govt-subsidized; Voucher
Low Income 50% - 80% AMI	\$46k - \$73.5k	\$1,100-\$1,600	\$225k-\$330k	59	90	150	15%	Market apts; Manuf. homes; Plexes; Aging SFR
Middle Income 80% - 120% AMI	\$73.5k - \$110.5k	\$1,600-\$2,100	\$330k-\$475k	113	35	148	15%	Single-family detached; Townhomes; Small homes; New apts
Upper Income > 120% AMI	> \$110,500	\$2,100 +	\$475k +	459	70	530	53%	Single-family detached
<b>TOTAL:</b>				<b>679</b>	<b>326</b>	<b>1,005</b>	<b>100%</b>	

\* Adjusted to 2020 dollars. The median household income level in 2020 will be will be inflated from current levels.

Sources: HUD, Census, Environics Analytics, JOHNSON ECONOMICS

- Generally, based on income levels there is a shortage of units in the lowest pricing levels for renter and owner households.
- Figure 5.3 presents the *net NEW* housing unit need over the next 20 years. However, there is also a *current* need for more affordable units. In order for all households, current and new to pay 30% or less of their income towards housing in 2040, more affordable rental units would be required. This indicates that some of the current supply, while it shows up as existing available housing, would need to become less expensive to meet the needs of current households.
- There is a finding of current and new need at the lowest end of the rental spectrum (\$900 and less).
- The projection of future ownership units finds that the supply at the lowest end of the spectrum is currently insufficient due to the prevalence of newer homes most of which are detached houses. (This reflects the estimated *value* of the total housing stock, and not necessarily the average pricing for housing currently for sale.) Ownership options and lower and middle price points are townhomes, condos, and small detached homes, often on smaller lots.
- Figure 5.6 presents estimates of need at key low-income affordability levels in 2020 and in 2040. There is existing and on-going need at these levels, based on income levels specified by Oregon Housing and Community Services for Clackamas County. An estimated 30% of households qualify as at least “low income” or lower on the income scale, while 9% of household qualify as “extremely low income”.
- Typically, only rent-subsidized properties can accommodate these lowest-income households at “affordable” housing cost levels. (The threshold income levels presented here are generated for the entire county based on the significantly lower countywide average household income in comparison to West Linn.)

**FIGURE 5.6: PROJECTED NEED FOR HOUSING AFFORDABLE AT LOW INCOME LEVELS, WEST LINN**

Affordability Level	Income Level*		Current Need (2020)		Future Need (2040)		NEW Need (20-Year)	
			# of HH	% of All	# of HH	% of All	# of HH	% of All
Extremely Low Inc.	30% AMI	\$27,630	848	9%	945	9%	97	10%
Very Low Income	50% AMI	\$46,050	1,569	16%	1,746	16%	178	18%
Low Income	80% AMI	\$73,680	2,940	30%	3,267	30%	327	33%

Sources: OHCS, Environics Analytics, JOHNSON ECONOMICS

\* Income levels are based on OHCS guidelines for a family of four.

**Agricultural Worker Housing**

There is currently no housing dedicated to this population in West Linn. Based on the assumption that this type of housing will maintain its current representation in the local housing stock, this indicates that there will likely be no new need for housing dedicated specifically for agricultural workers over the planning period. However, this population may also be served by other available affordable units.

## VI. RECONCILIATION OF FUTURE NEED (2040) & LAND SUPPLY

This section summarizes the results of the Buildable Lands Inventory (BLI). The BLI is presented in detail in an accompanying memo to this report. This analysis relies on the most conservative estimate of capacity from the multiple scenarios considered in the BLI memo.

The following table (Figure 6.1) presents the estimated new unit capacity of the buildable lands identified in the City of West Linn and within the UGB. The table breaks down the City's zoning into broad categories:

- Low density (<8 units/gross acre)
- Medium density (8 – 18 units/gross acre)
- High density (18+ units/gross acre)

Residential zones, as well as mixed-use zones that can accommodate some residential uses, were included in the inventory.

**FIGURE 6.1: ESTIMATED BUILDABLE LANDS CAPACITY BY ACREAGE AND NO. OF UNITS (2020)**

ZONING		Unconstrained Acres			Unit Capacity	
		Vacant	Infill	Total	Units	Share
RESIDENTIAL ZONE	Category					
R-40	Low-Density Res.	0.0	0.0	0.0	0	0%
R-20	Low-Density Res.	0.0	0.0	0.0	1	0%
R-15	Low-Density Res.	6.0	1.2	7.2	30	2%
R-10	Low-Density Res.	30.8	102.9	133.7	727	60%
R-7	Low-Density Res.	3.5	10.3	13.8	89	7%
R-5	Medium-Density Res.	3.0	9.2	12.2	105	9%
R-4.5	Medium-Density Res.	2.7	10.9	13.6	134	11%
R-3	High-Density Res.	0.0	0.0	0.0	0	0%
R-2.1	High-Density Res.	0.0	1.9	1.9	36	3%
LD	Low-Density Res.	6.8	10.4	17.2	83	7%
<i>TOTALS:</i>		<i>52.8</i>	<i>146.8</i>	<i>199.6</i>	<i>1,205</i>	<i>100%</i>
ZONE CATEGORIES	Typical Housing Type					
Low-Density Res.	Single-family detached; Some SF attached & plex	47.1	124.8	171.9	930	77%
Medium-Density Res.	SF attached; Manufact. home; 2-4 plexes	5.7	20.1	25.8	239	20%
High-Density Res.	Multi-family apartments	0.0	1.9	1.9	36	3%
<i>TOTALS:</i>		<i>52.8</i>	<i>146.8</i>	<i>199.6</i>	<i>1,205</i>	<i>100%</i>

Source: Angelo Planning Group

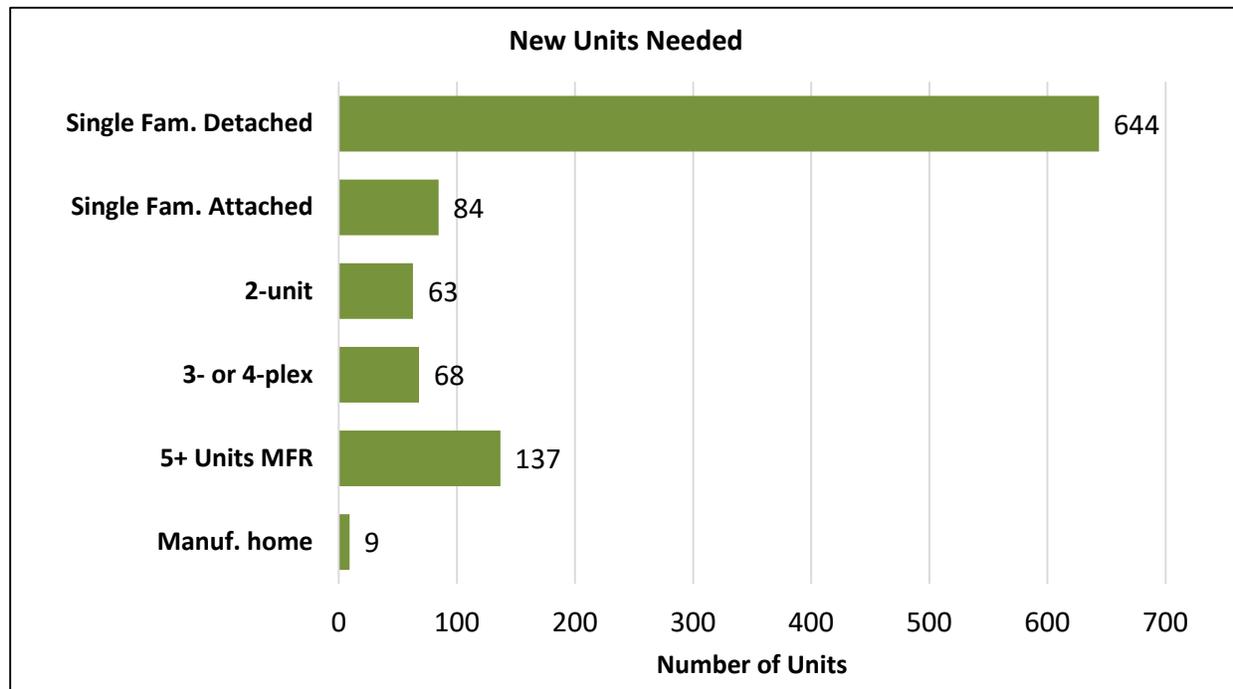
- There is a total estimated remaining capacity of 1,205 units of different types within the study area.
- Most of the remaining buildable acreage is in the low-density residential zones. At a total capacity 930 housing units, these zones represent roughly 77% of the total unit capacity.

- There are sufficient buildable medium-density acres to accommodate nearly 239 new units. This is 20% of the total unit capacity.
- There are very few available buildable acres in the high-density zone. In total, the capacity of these zones represents just 3% of the total unit capacity.

The following table summarizes the forecasted future unit need for West Linn. These are the summarized results from Section V of this report, presented here for reference.

**FIGURE 6.2: SUMMARY OF FORECASTED FUTURE UNIT NEED (2040)**

TOTAL HOUSING UNITS									
Unit Type:	Single Family Detached	Single Family Attached	Multi-Family			Manuf. home	Boat, RV, other temp	Total Units	% of Units
			2-unit	3- or 4-plex	5+ Units MFR				
<b>Totals:</b>	644	84	63	68	137	9	0	<b>1,005</b>	<b>100%</b>
<b>Percentage:</b>	64.1%	8.4%	6.3%	6.8%	13.6%	0.9%	0.0%	100%	



Sources: PSU Population Research Center, Census, Johnson Economics

**Comparison of Housing Need and Capacity**

There is a total forecasted need for just over 1,000 units over the next 20 years based on the forecasted growth rate. This is less than the estimated total capacity of 1,205 units. Figure 6.3 below presents a comparison of the BLI capacity for new housing units, compared to the estimate for new unit need by 2040. It breaks down need by general zoning category (LDR, MDR, HDR).

- The results find ample capacity for low-density housing, and medium-density housing.
- The amount of land zoned for “high-density housing” is insufficient for the projected demand for high-density housing types. There is a projected deficit of 5 acres of land in this zone to accommodate the forecasted number of multi-family apartment units.

- Under recently adopted state rules (HB2001, 2019), West Linn as a Metro-area city will be required in the future to allow for additional housing types in low-density residential zones. This includes attached single-family homes (townhomes), duplex-to-fourplex, and compact small-unit “cottage cluster” developments.
- In the case of West Linn, given the shortage of HDR-zoned land presented below, it becomes more likely that available land in lower-density zones may be developed with attached forms of housing, as other lands to accommodate these units is scarce. At the same time, there is capacity in the MDR zones to accommodate demand for most of the attached types listed above.
- These findings assume that under newly adopted state rules, 2% of available buildable parcels in the LDR zone will be used for the various types of attached units (single-family attached townhomes, duplex – fourplex). This amounts to a total of 28 attached units, plus 644 detached units in the LDR zone.

**FIGURE 6.3: COMPARISON OF FORECASTED FUTURE LAND NEED (2040) WITH AVAILABLE CAPACITY**

WITHIN CITY LIMITS		SUPPLY			DEMAND		
Zone & Plan Category	Typical Housing Type	Buildable Land Inventory (Total)			Growth Rate (1.8%)		
		Developable Acres	Unit Capacity	Avg. Density (units/ac)	New Unit Need (2040)	Surplus or (Deficit)	
					Units	Acres	
Low-Density	Single-family detached; Some SF attached & plex	171.9	930	5.4	672	258	48
Med-Density	SF attached; Manufact. home; 2-4 plexes	25.8	239	9.3	196	43	5
High-Density	Multi-family apartments	1.9	36	18.9	137	(101)	(5)
<i>TOTALS:</i>		<i>199.6</i>	<i>1,205</i>	<i>6.0</i>	<i>1,005</i>	<i>200</i>	<i>47</i>

Sources: Angelo Planning Group, Johnson Economics



## MEMORANDUM

**West Linn Buildable Lands Inventory**

## City of West Linn

DATE June 10, 2021  
TO Darren Wyss and Chris Meyers, City of West Linn, OR  
FROM Brandon Crawford, Matt Hastie, APG  
CC Jennifer Donnelly and Samuel Garcia, DLCD  
Brendan Buckley, Johnson Economics

## INTRODUCTION

The purpose of this memorandum is to describe the methodology and data sources for the City of West Linn Residential Buildable Lands Inventory (BLI) and the initial results of the inventory. This BLI is a component of the West Linn Housing Capacity Analysis (HCA) project, and the results will inform the Residential Land Needs Analysis (RLNA) and the Measures to Accommodate Needed Housing. The West Linn HNA is being funded through a Department of Land Conservation and Development (DLCD) grant for implementing applicable requirements of House Bills 2001 (Middle Housing) and 2003 (Regional Housing Needs Analysis) implementation. The BLI addresses land within the West Linn city limits, shown in Figure 1.

The BLI is conducted in several steps, as follows.

- **Step 1: Identify Constraints.** Constraints include the City's regulatory floodway and floodplain (100-year), steep slopes, and Title 3 and 13 areas.
- **Step 2: Classification of Land.** APG has classified every tax lot within the West Linn city limits based on residential zoning designation. The BLI for this project is confined to those properties that are designated or zoned for residential uses.
- **Step 3: Assign Development Status.** Each tax lot within the West Linn city limits is given a "development status." These development statuses are based on assessor's data, aerial photography, and staff input. Each development status type is defined later in the memo.
- **Step 4: Determine Developable Acreage and Development Capacity.** Tax lots with a "vacant" or "infill" status are given an amount of developable acreage based on their size, existing uses, and any development constraints on the property identified in Step 1. For land categorized as residential, APG has identified development capacity in number of units based on the developable acreage of a parcel and a review of the City's zoning regulations.

The remainder of this memorandum discusses these steps and initial results in greater detail.

## LEGAL FRAMEWORK

### STATE RULES AND STATUTES

This memorandum draws on requirements related to analyzing buildable lands for UGB expansions in jurisdictions throughout Oregon and the Portland Metropolitan area. Relevant to this analysis are provisions under OAR 660 Division 24, Urban Growth Boundaries (660-024-0050 Land Inventory and Response to Deficiency) and Division 7, Metropolitan Housing (660-007). The State's Metropolitan Housing provision requires jurisdictions in the Portland Metropolitan (Metro) urban growth boundary to follow BLI guidelines for HNAs that are separate from the rest of the State's HNA requirements. This BLI uses the same methodology as the Metro Urban Growth Report (UGR, 2018).<sup>1</sup>

Figure 1 shows the project study area, which includes all land within the West Linn city limits, as well small portions of unincorporated land within the UGB along the southwest border of the City.

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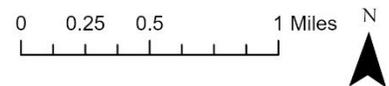
<sup>1</sup> Appendix 2, Buildable Land Inventory [https://www.oregonmetro.gov/sites/default/files/2018/07/03/UGR\\_Appendix2\\_Buildable\\_Lands\\_Inventory.pdf](https://www.oregonmetro.gov/sites/default/files/2018/07/03/UGR_Appendix2_Buildable_Lands_Inventory.pdf)

FIGURE 1. STUDY AREA



### West Linn BLI: Study Area

- West Linn City Limits
- Metro Cities
- UGB



Date: 11/10/2020  
 Source: Angelo Planning Group  
 For Planning Purposes Only

## STEP 1 - CONSTRAINTS

Development constraints are factors that temporarily or permanently limit or prevent the use of economic development. Development constraints include, but are not limited to, wetlands and stream corridors (Title 3), environmentally sensitive areas such as habitat (Title 13), slope, topography, infrastructure deficiencies, parcel fragmentation, or natural hazard areas. The first step of the BLI process addresses land constrained by natural resources. Subsequent steps in the BLI removes the constrained acreage from the total area within each tax lot.

### NATURAL RESOURCE CONSTRAINTS

Natural resources typically provide beneficial environmental functions or aesthetic enhancements that are necessary to preserve. The preservation of these resources often provides a constraint on the developability of an area. To reflect this, environmental resources are identified in this step and removed in subsequent steps.

The following natural resources were removed from buildable acreage at different rates due to the City allowing limited development in some resource areas. Using the Metro UGR method, the natural resources and their associated removal rates are as follows:

#### Single-family residential

1. Floodways: 100% removed
2. Floodplain: 100% removed
3. Slopes > 25% and Title 3 treated the same way: 100% removed
4. Title 13: 50% of Title 13 constrained acres removed from BLI (consistent with Title 13 model Ordinance)
5. Assume at least one unit per tax lot, even if fully constrained

#### Multi-family residential

1. Floodways: 100% removed
2. Floodplain: 50% removed
3. Slopes > 25%: 100% removed
4. Title 3: remove 50% of the constrained land with the other 50% considered buildable
5. Title 13: 15% of Title 13 constrained acres removed from BLI (consistent with Title 13 Model Ordinance)
6. Assume at least one unit per tax lot, even if fully constrained

Note that any given piece of land can have multiple, overlapping constraints. Examples of this includes steep slopes within the floodplain. Portions of resources with less protection/less constrained (e.g. Title 13) are removed from the overlapping area of higher constrained resources (e.g. Floodway). Once overlapping portions are consolidated, the natural resources are overlaid with City tax lots to estimate the amount of land in each parcel where development is limited.

The data for each natural resource constraint is derived from Metro's Regional Land Information System (RLIS). The full constraints, including overlapping portions, are shown on Figure 3.

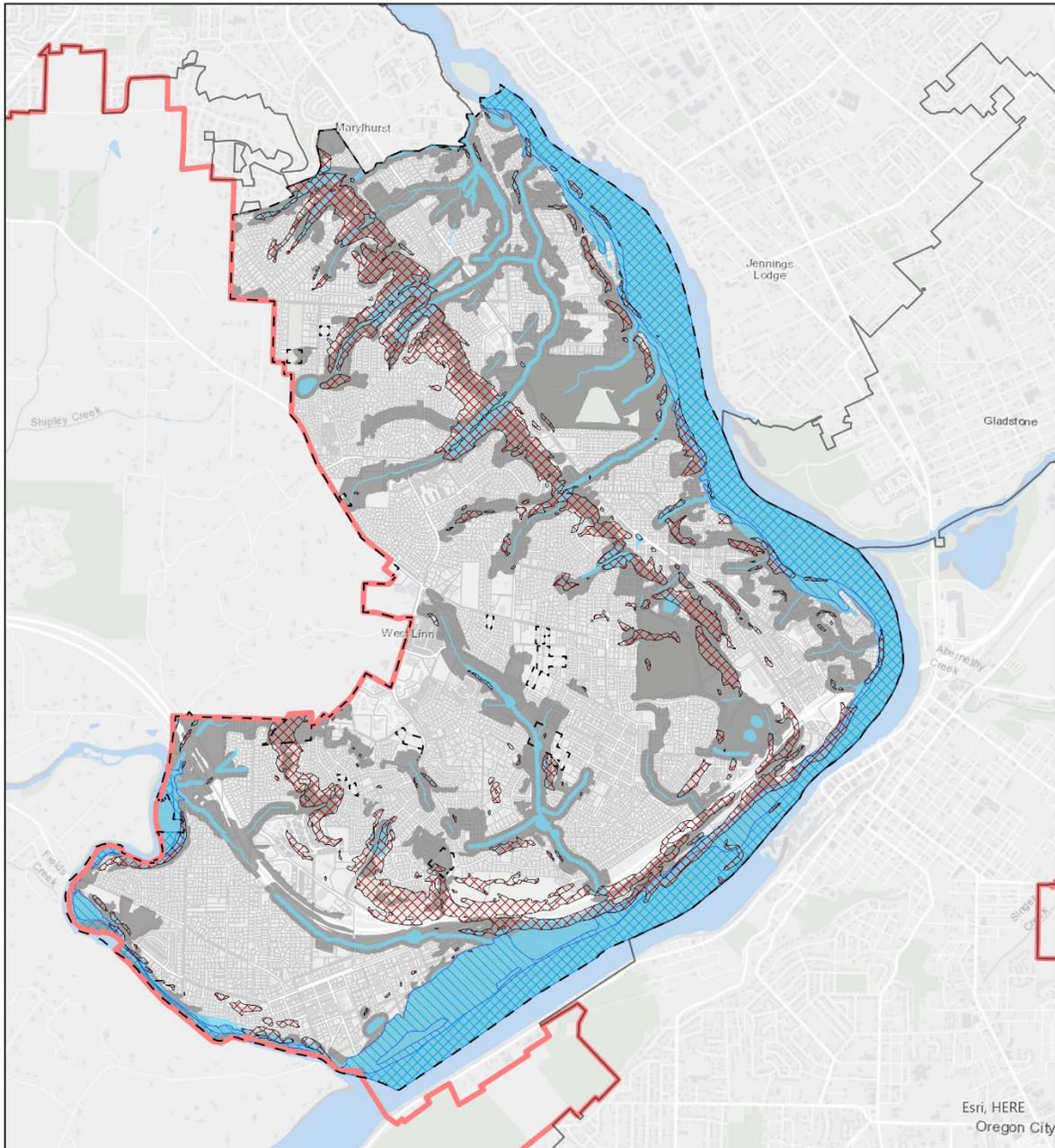
Table 1 summarizes the acreage for each constraint. Note that land can be subject to more than one constraint, as explained earlier. A significant portion of the City’s natural resource constraints include Title 13 and Title 3 land, which is largely composed of stream corridors, wetlands, and upland habitat. While much of the City has Title 13 and 3 land, a substantial portion of these areas is still considered buildable, as noted above.

**TABLE 1: ENVIRONMENTAL CONSTRAINT SUMMARY**

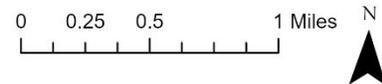
<b>Constraint</b>	<b>Total (acres) *</b>
<i>Total</i>	<i>4,811.4</i>
Steep Slopes	586.4
Floodway	511.9
Floodplain	216.6
Title 3	1,013.6
Title 13	2,482.9

\* Note: Total acres does not account for overlap among categories

FIGURE 2. CONSTRAINTS MAP



### West Linn BLI: Constraints



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**Source:** Angelo Planning Group  
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## STEP 2 - CLASSIFICATION OF LAND

For the purpose of this analysis, residential land is identified as the following:

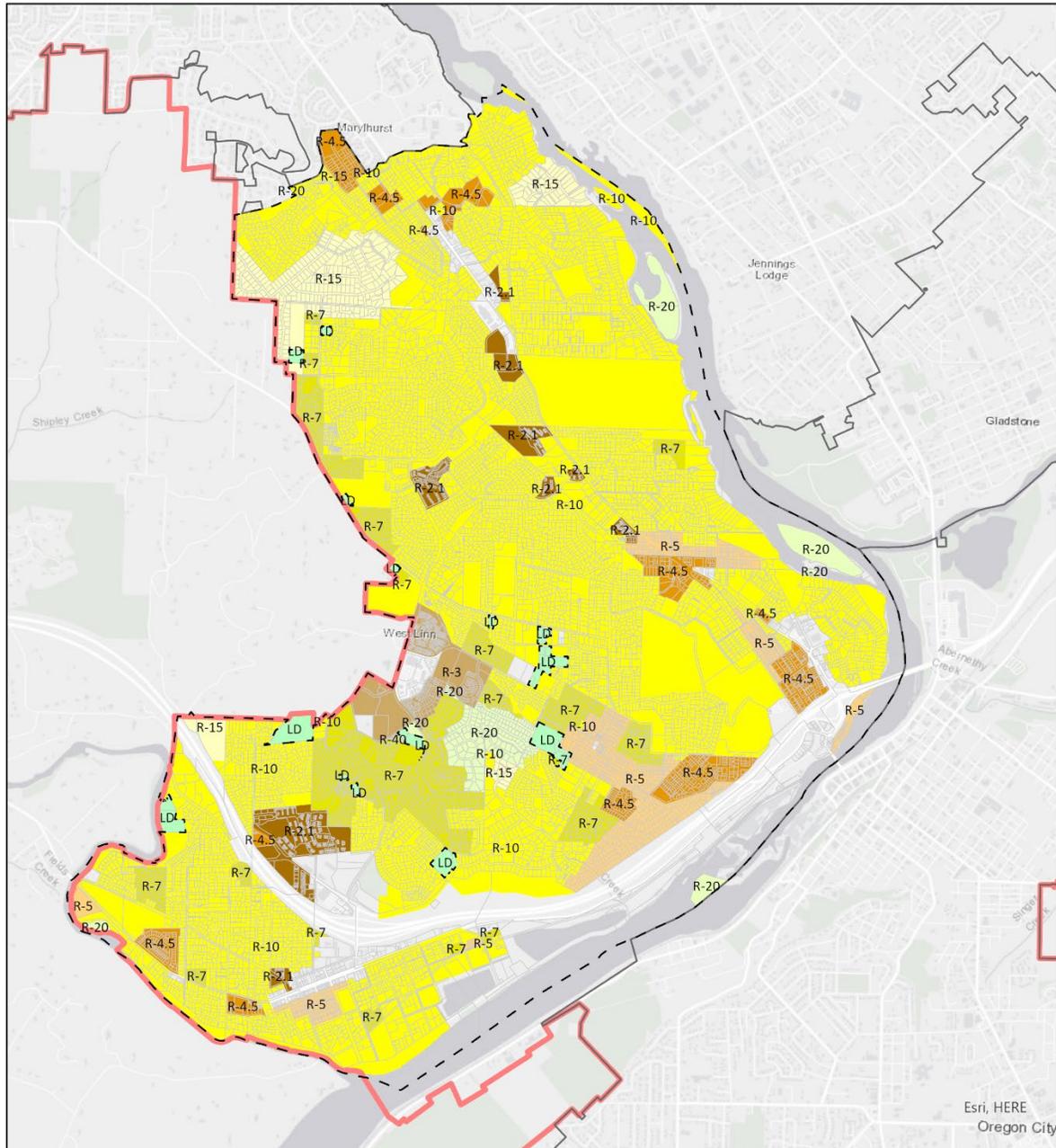
- Lands identified as a residential zone in the City's Zoning Code. These include:
  - o Single-Family Detached (R-40, R-20, R-15, R-10, LD<sup>2</sup>)
  - o Single-Family Detached and Attached/Duplex (R-7, R-5, R-4.5)
  - o Single-Family and Multiple-Family (R-3, R-2.1)

Land zoned for other uses (commercial, industrial, open space, etc.) is excluded. Although the City's zoning code allows for limited residential uses in other, non-residential zones, it is not the primary purpose of these zones and there is no guarantee that land so designated will be used for residential purposes. The City's residential zones are shown in Figure 3.

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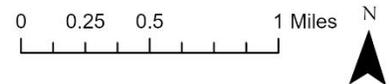
<sup>2</sup> LD is the City's Low Density Comprehensive Plan designation, which for the purposes of this analysis, only apply to the unincorporated islands within the City that do not yet have a zoning designation.

**FIGURE 3: RESIDENTIAL ZONES IN WEST LINN**



**West Linn BLI: Residential Zones**

[ - - - ] West Linn City Limits	Residential Zone	[ Yellow ] R-10	[ Orange ] R-4.5	[ Light Green ] LD
[ Solid ] Metro Cities	[ Olive ] R-40	[ Yellow-Green ] R-7	[ Tan ] R-3	
[ Red Outline ] UGB	[ Light Yellow ] R-20	[ Light Orange ] R-5	[ Brown ] R-2.1	
[ Dotted ] Taxlot	[ Yellow ] R-15			



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**Source:** Angelo Planning Group  
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Table 2 summarizes the amount of residentially zoned and land that is constrained. There is a total of 3,499 acres of residential land within the City. As shown, R-10 represents a significant portion of all residential land within the City at approximately 2,528 acres (approximately 72% of residential land).

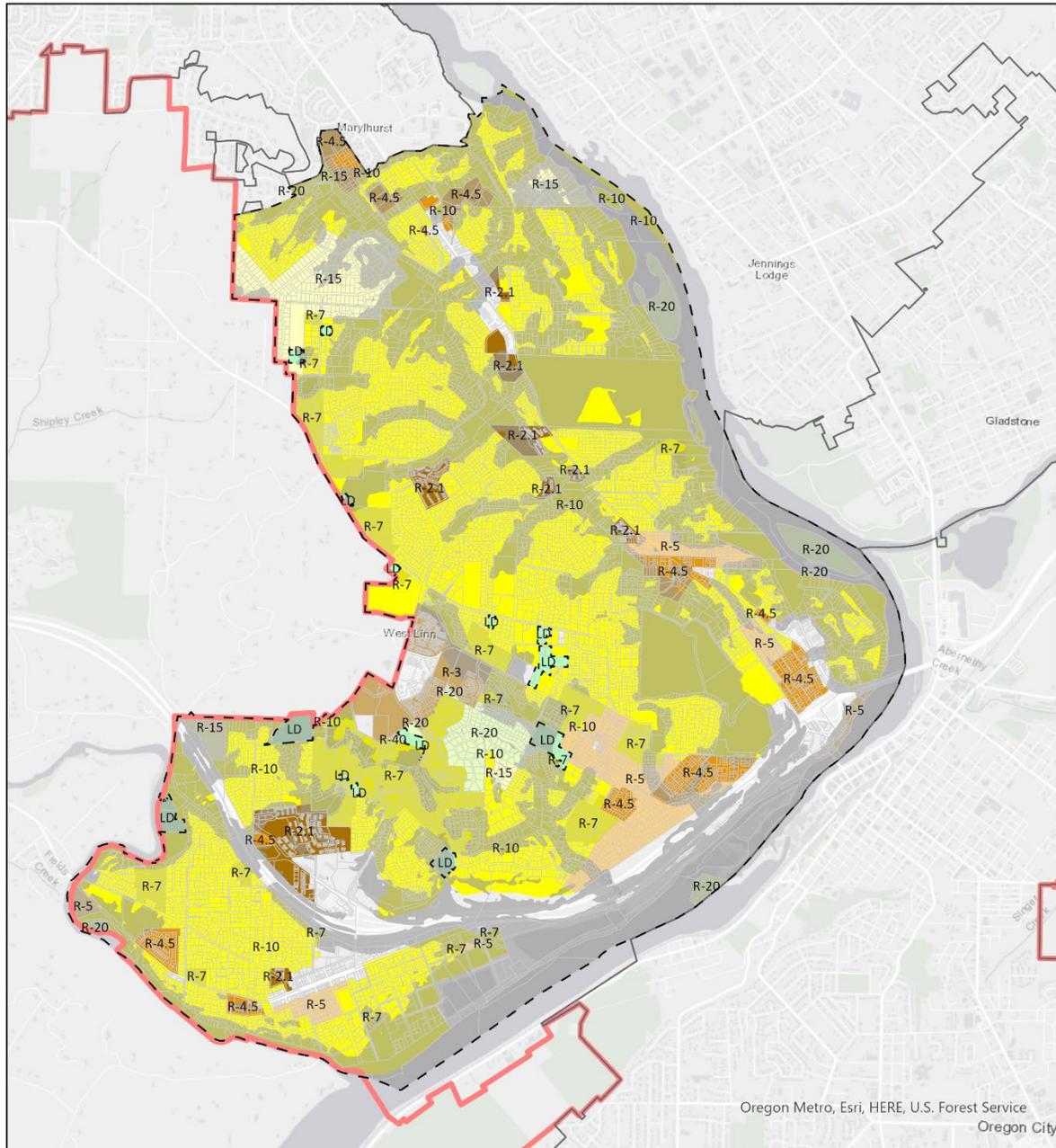
Most zones have a significant amount of natural resource constrained area relative to their total area, with R-20, R-15, R-10, and R-2.1 all showing nearly half their land as constrained. Every residential zone's constrained land represents at least 20% of the zone's entire land base (aside from R-40), while nearly half the City's residential land has some constraint on it (1,701 acres). Note that this table accounts for overlapping constraints, thus includes fewer constrained acres than shown in Table 1.

**TABLE 2: GROSS ACREAGE IN RESIDENTIAL LAND INVENTORY**

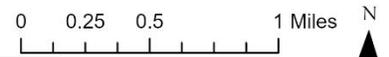
<b>Zone/Comp Plan</b>	<b>Constrained (acres)</b>	<b>Unconstrained (acres)</b>	<b>Total (acres)</b>
R-40	0.0	0.9	0.9
R-20	60.0	43.0	103.0
R-15	80.2	86.4	166.6
R-10	1,344.2	1,184.0	2,528.2
R-7	72.0	193.4	265.4
R-5	33.5	101.9	135.5
R-4.5	56.9	70.5	127.4
R-3	14.7	55.0	69.7
R-2.1	39.7	62.9	102.6
LD	32.9	25.8	58.7
<b>Total</b>	<b>1,734.1</b>	<b>1,823.8</b>	<b>3,557.9</b>

Residential land classifications with constraints overlaid are shown in Figure 4. Consistent with the table and figures above, a substantial portion of constrained appears in R-10 areas, which represents most of the City's residential land overall.

FIGURE 4. RESIDENTIAL ZONES AND CONSTRAINTS



West Linn BLI: Residential Zones and Constraints



West Linn City Limits	Constraints	<b>Residential Zone</b>	R-10	R-3
Metro Cities		R-4.0	R-7	R-2.1
UGB		R-20	R-5	LD
Taxlot		R-15	R-4.5	

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 Source: Angelo Planning Group  
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## STEP 3 - DEVELOPMENT STATUS

Each residential tax lot within the West Linn city limits has a “development status” of either vacant, infill, committed, or developed. These designations are based on County tax assessor’s data, aerial photography, and staff input. Criteria for these categories follows the Metro UGR methodology and are described below.

### DEVELOPMENT STATUS FOR RESIDENTIAL TAX LOTS

- **Vacant** – Vacant tax lots have no existing development, as identified by assessor data or the Metro RLIS Developed GIS layer. Vacant tax lots are identified as follows:
  - Any tax lot that is fully vacant, based on Metro aerial photo.
  - Tax lot with less than 2,000 sq. ft. developed AND developed portion is under 10% of the entire tax lot area.
  - Tax lots that are 95% or more “vacant” from the GIS vacant land inventory.
- **Infill** – These tax lots have existing single-family and meet the following criteria:
  - Lot size threshold > 2.5 times the minimum zoned lot size and less than \$300,000 in improvement/building values.
  - Any parcel that is > 5 times the minimum zones lot size, regardless of property value.
- **Committed** – These properties include parcels in common ownership (e.g., homeowners’ association common areas), are in private and public rights-of-way, and/or are designated or planned for other public facilities (e.g., schools, parks, water treatment facilities, etc.), and are assumed to be unavailable for additional residential uses. They are also properties under 1,000 square feet. The RLIS datasets for schools and Outdoor Recreation and Conservation Areas (ORCA) are the primary datasets used to identify committed parcels.
- **Developed** – Tax lots with this designation are assumed to be fully developed and unavailable for additional uses. Any tax lot that was not previously identified as vacant, infill, or committed was assumed to be developed.<sup>3</sup>

Table 3 summarizes the number of tax lots within each development status category by the respective zoning designation. As shown in the table, there is an estimated 614 vacant or infill tax lots within the City (approximately 6% of residentially zoned tax lots).

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<sup>3</sup> Developed lots were assessed for redevelopment in multifamily zones using the Metro UGR methodology. This approach assumes that a total real market property value (RMV) to property area ratio below a certain threshold has a high redevelopment probability. The Metro UGR method uses a \$10/sqft threshold, or “strike price”, for suburban areas, which includes West Linn. There are no multi-family properties in the City that are below the \$10/sqft strike price. Therefore there are no properties in the City that meet “redevelopment” development status criteria.

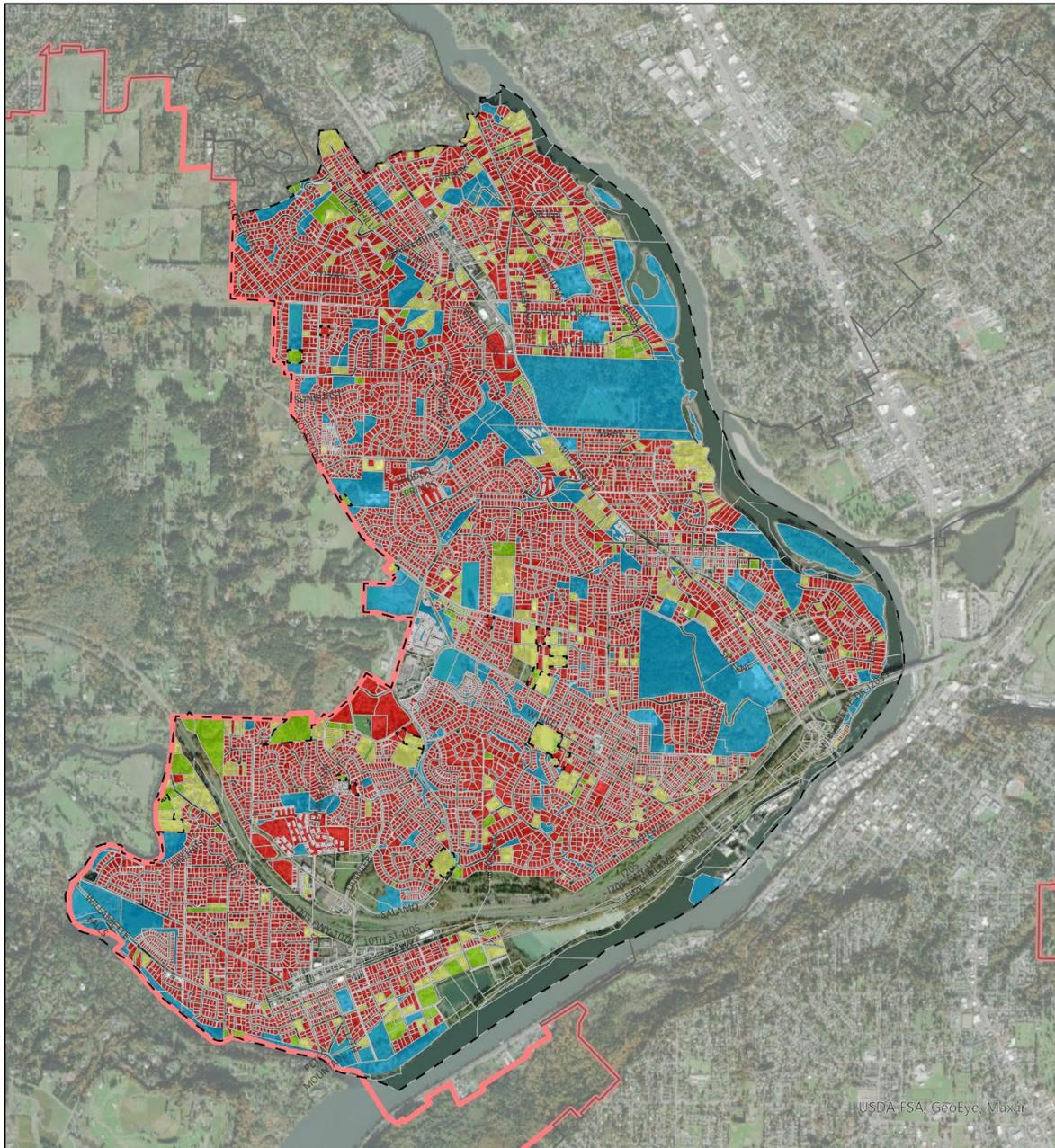
**TABLE 3. NUMBER OF TAX LOTS BY DEVELOPMENT STATUS AND ZONE**

<b>Zoning/ Comp Plan</b>	<b>Vacant</b>	<b>Infill<sup>4</sup></b>	<b>Committed</b>	<b>Developed</b>	<b>Grand Total</b>
R-40	--	--	--	1	1
R-20	1	--	15	139	155
R-15	9	5	5	296	315
R-10	219	209	254	5,337	6,019
R-7	17	11	54	1,082	1,164
R-5	31	29	51	615	726
R-4.5	28	31	38	445	542
R-3	--	--	22	312	334
R-2.1	--	5	687	244	936
LD	12	7	--	19	38
<b>Grand Total</b>	<b>317</b>	<b>297</b>	<b>1,126</b>	<b>8,490</b>	<b>10,230</b>

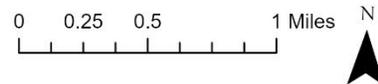
Figure 5 illustrates the location and development status of tax lots within the City. As shown, most of the area is developed throughout the City. New residential development opportunities in the City are sparse, with vacant and infill lots scattered throughout the City and a few small, concentrated pockets of vacant lots along the fringes.

<sup>4</sup> The infill estimation based on the Metro UGR methodology may overestimate the number of lots that are likely to redevelop or add capacity during the planning period. This BLI analysis identified a number of small lots that fit the Metro UGR infill criteria but that appear to be unlikely to experience additional development within the next 20 years, given the size of the lot, the value of the home, and/or the placement of the existing home on the lot. The Metro UGR criteria applies to the whole region, and therefore may overestimate infill capacity for smaller jurisdictions with less development pressure.

FIGURE 5. DEVELOPMENT STATUS



### West Linn BLI: Development Status



Development Status	
West Linn City Limits	Vacant
Metro Cities	Infill
UGB	Committed
Taxlot	Developed

Date: 12/14/2020  
Source: Angelo Planning Group  
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## STEP 4 - DETERMINE DEVELOPMENT CAPACITY

The capacity of developable residential land is estimated based on the City's zoning provisions of the West Linn Development Code. Buildable land is the unconstrained acreage minus the assumed future right-of-way (ROW) dedication to accommodate dwelling units (e.g. streets). Consistent with Metro UGR methods, ROW dedication removal from unconstrained acreage was determined from the following sliding scale:

- Tax lots under 3/8 acre, assume 0% set aside for future streets.
- Tax lots between 3/8 acre and 1 acre, assume a 10% set aside for future streets.
- Tax lots greater than an acre, assume an 18.5% set aside for future streets.

Assumed densities for each zone were determined by the minimum lot sizes shown in Table 4, coupled with data related to the density of previously permitted developments, and an assumption that future densities are likely to be marginally higher based on allowed middle housing types in these zones.

**TABLE 4: RESIDENTIAL AREAS, MINIMUM LOT SIZE, AND DENSITY ASSUMPTION**

<b>Zone</b>	<b>Minimum Lot Size(s) (square feet)</b>	<b>Density Assumption</b>	<b>Current Density Provisions</b>
Single-Family Detached (R-40)	SFR – 40,000	1.2 DU/acre	1.1 DU/acre
Single-Family Detached (R-20)	SFR – 20,000	2.5 DU/acre	2.18 DU/acre
Single-Family Detached (R-15)	SFR – 15,000	3.5 DU/acre	2.9 DU/acre
Single-Family Detached (R-10)	SFR – 10,000	5 DU/acre	4.35 DU/acre
Single-Family Detached and Attached (R-7)	SFR – 7,000, SFR Attached – 5,500	6.5 DU/acre	6.2 DU/acre
Single-Family Detached and Attached/Duplex (R-5)	SFR – 5,000, SFR Attached – 4,500	9 DU/acre	8.7 DU/acre
Single-Family Attached and Detached Duplex (R-4.5)	SFR – 4,500, SFR Attached – 4,000	10 DU/acre	9.68 DU/acre
Single-Family and Multiple-Family (R-3)	SRR (detached and attached) – 3,000, MFR – 3,000 per unit	14 DU/acre	14.5 DU/acre
Single-Family and Multiple-Family R-2.1	SFR – 4,000, SFR Attached – 2,700, MFR – 2,100	20 DU/acre	20.74 DU/acre
Low Density (LD)	N/A	5 DU/acre	N/A

The housing capacity was estimated by multiplying the assumed density by the estimated buildable acreage for each zone. Additionally, housing capacity for each parcel was rounded to the nearest whole number. Specifically, all parcels with a calculated capacity greater than one unit were rounded down, while those calculated to be less than one unit were rounded up. As previously mentioned, every lot that is fully constrained is assumed to accommodate at least one unit, consistent with Metro UGR methodology. This approach assumes that every vacant or infill parcel can accommodate at least one unit. The buildable acreage is shown in Table 5, and the estimated housing capacity is shown in Table 6. Housing capacity estimates are mapped in Figure 6.

**TABLE 5: ESTIMATED BUILDABLE ACRES BY DEVELOPMENT STATUS AND ZONE**

<b>Residential Area</b>	<b>Vacant</b>	<b>Infill<sup>5</sup></b>	<b>Grand Total</b>
R-40	--	--	--
R-20	0.0	--	0.0
R-15	6.0	1.2	7.2
R-10	30.8	102.9	133.7
R-7	3.5	10.3	13.8
R-5	3.0	9.2	12.2
R-4.5	2.7	10.9	13.6
R-3	--	--	--
R-2.1	--	1.9	1.9
LD	6.8	10.4	17.2
<b>Grand Total</b>	<b>52.8</b>	<b>146.9</b>	<b>199.7</b>

**TABLE 6: HOUSING UNIT CAPACITY ESTIMATE AND DENSITY ASSUMPTIONS<sup>6</sup>**

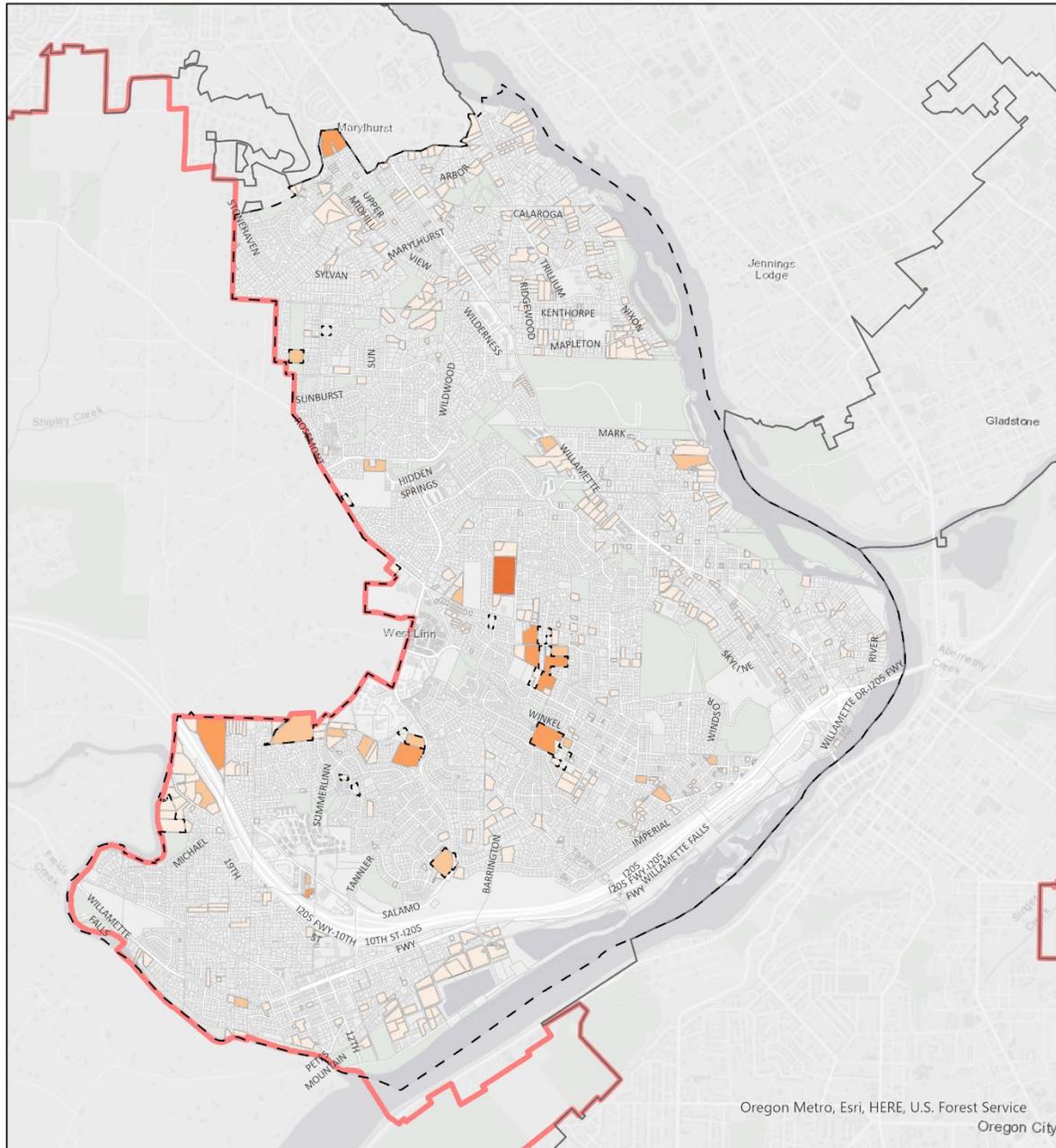
<b>Residential Area</b>	<b>Assumed Density</b>	<b>Vacant</b>	<b>Infill<sup>7</sup></b>	<b>Grand Total</b>
R-40	1.2 DU/acre	--	--	--
R-20	2.5 DU/acre	1	--	1
R-15	3.5 DU/acre	25	5	30
R-10	5 DU/acre	254	473	727
R-7	6.5 DU/acre	26	63	89
R-5	9 DU/acre	34	71	105
R-4.5	10 DU/acre	33	101	134
R-3	14 DU/acre	--	--	--
R-2.1	20 DU/acre	--	36	36
LD	5 DU/acre	33	50	83
<b>Grand Total</b>	<b>N/A</b>	<b>406</b>	<b>799</b>	<b>1,205</b>

<sup>5</sup> See footnote 3 on page 12 regarding potential infill capacity.

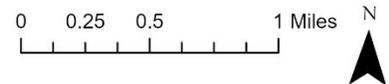
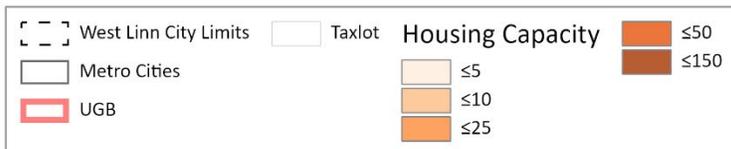
<sup>6</sup> There are minor discrepancies between some of these figures and the product of multiplying the buildable acreage (Table 5) for some zones with their corresponding assumed density. This is because multiplying each zone's total buildable acreage with its assumed density does not account each parcel's rounding to the nearest whole number, which was discussed in the Step 4 methodology.

<sup>7</sup> See footnotes 3 and 4.

FIGURE 6: ESTIMATED HOUSING UNIT CAPACITY



### West Linn BLI: Housing Capacity



**Date:** 12/14/2020  
**Source:** Angelo Planning Group  
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## Goal 10 - HOUSING

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### BACKGROUND AND FINDINGS

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*Note: The following underlined text will completely replace the existing ~~strikethrough~~ text in this section of the Housing chapter.*

**Having affordable, quality housing in safe neighborhoods with access to community services is essential for all Oregonians. Like other cities in Oregon, the City of West Linn is responsible for helping to ensure that its residents have access to a variety of housing types that meet the housing needs of households and residents of all incomes, ages and specific needs. Towards that end, the City has undertaken and will continue to implement and update a variety of activities to meet current and future housing needs:**

- **Conduct and periodically update an analysis of current and future housing conditions and needs. The City most recently conducted this analysis in 2021. The results are summarized in this element of the Comprehensive Plan and described in more detail in a supporting Housing and Residential Land Need Assessment Report.**
- **Conduct and periodically update an inventory of buildable residential land to ensure that the City has an adequate supply of land zoned for residential use to meet projected future needs. The City most recently conducted this analysis in 2021. The results are summarized in this element of the Comprehensive Plan and described in more detail in a supporting Buildable Lands Inventory Report.**
- **Adopt a set of amended housing-related Comprehensive Plan policies to address future housing needs and continue to update them, as needed.**
- **Regularly update and apply regulations in the City’s Zoning and Subdivision Ordinances to meet housing needs identified in the Comprehensive Plan and supporting documents.**
- **Implement additional strategies to address housing needs in partnership with state and county agencies and other housing organizations. Potential strategies are described in more detail in a Housing Strategies Report prepared as part of the Housing Capacity Analysis in 2020-2021.**
- **Coordinate with Metro and other surrounding jurisdictions regarding future amendments to the Portland Metro area urban growth boundary.**

**West Linn is a City of 27,420 people (in 2022) located in Clackamas County on the southern edge of the Portland metropolitan area. Based on estimated population, West Linn is the 20th largest city in the state by population, similar in size to other regional cities such as Tualatin, Wilsonville, and Forest Grove. The City has grown by over 3,700 people since 2000 or 17%. As of 2020, the city has an estimated 9,948 households. Since 2000, West Linn has added an estimated 2,200 households. This is an average of roughly 110 households annually during this period. The growth since 2000 has outpaced the growth in new housing units, which have been permitted at the rate of roughly 90 units per year, with the majority being single-family detached homes.**

**There has been a general trend in Oregon and nationwide towards declining household size as birth rates have fallen, more people have chosen to live alone, and the Baby Boomers have**

become empty nesters. While this trend of diminishing household size is expected to continue nationwide, there are limits to how far the average can fall. West Linn’s average household size of 2.6 people is similar to the Clackamas County average and slightly higher than the statewide average of 2.5.

In addition, between 2000 and 2020, middle-aged cohorts generally decreased as share of total population, while the share of older residents grew. This is in keeping with the national trend caused by the aging of the Baby Boom generation. Overall, West Linn has a younger population than the county, with a greater share of children, but a smaller share of those aged 25 to 34 years. In 2018, the local median age in West Linn was 42 years old, compared to 38 years old in Oregon. Compared to state and national averages, West Linn has a higher share of households with children. At 16%, the share of population over 65 is similar to the state and national figures. West Linn is a relatively affluent community and its estimated median household income (\$104,061 in 2020) typically has been higher than in Clackamas County, and was almost double the statewide median in 2020. In 2020, 53% of households earned more than \$100,000, while only 23% of households earn less than \$50k per year.

Housing is generally one of a household’s largest living costs, if not the largest. The ability to find affordable housing options, and even build wealth through ownership, is one of the biggest contributors to helping lower income households save and build wealth. Over 24% of West Linn households pay more than 30% of income towards housing costs (American Community Survey 2018). Households with lower incomes tend to spend more than 30% of their income on housing, while incrementally fewer of those in higher income groups spend more than 30% of their incomes on housing costs.

Even if renting, lower housing costs allow for more household income to be put to other needs. Renters have disproportionately lower incomes relative to homeowners. Housing cost burdens are felt more broadly for these households. West Linn has an income distribution skewed towards higher income levels, there are relatively few households in these lower income segments, compared to most other cities, however, there is still a need for more affordable rental units in West Linn, as in most communities. For example, 52% of renters spending more than 30% of their income on gross rent, but an estimated 24% of renters are spending 50% or more of their income on housing and are considered severely rent-burdened.

West Linn had a housing vacancy rate of 5% (includes ownership and rental units) in 2020. The housing stock increased by roughly 20% between 2000 and 2020. West Linn had a much greater share of homeowner households than renter households. The 2018 American Community Survey estimates that 79% of occupied units were owner occupied, and only 21% renter occupied. The ownership rate has held steady since 2000 (78%). This is significantly higher than the estimated ownership rate across Clackamas County (69%) and statewide (61%).

A large share of owner-occupied units (90%) are detached homes, which is related to why owner-occupied units tend to have more bedrooms, compared to other community averages. Renter-occupied units are much more distributed among a range of structure types. About 32% of rented units are estimated to be detached homes or manufactured homes, while the remainder are some form of attached unit. An estimated 29% of rental units are in larger apartment complexes.

The future housing needs projection shows a need for 1,005 new housing units by 2040, which is less than the estimated total housing capacity of 1,205 units. Of the new units needed, roughly 68% are projected to be ownership units, while 32% are projected to be rental units. This represents more renters than the estimated tenure split, but it is projected that more rental units will need to be added to balance the larger share of ownership units in the current inventory.

While cities typically do not directly provide housing, they can influence a number of factors that impact the availability of housing. These can include the supply of available residential land; the availability of public services; development regulations (density and design), and support for low- and moderate-income housing through funding or incentives. The City also can assist in providing information to non-profit and private developers about housing opportunity sites, state and federal funding opportunities and design and development practices that promote construction of accessible, sustainable, attractive and affordable housing.

In the Portland metropolitan region, only land included in the Metro Urban Growth Boundary (UGB), an invisible line that separates resource land from presently developable areas, can be developed at residential densities requiring urban services. At the local level, each county and city must inventory its buildable land, which is defined as vacant and re-developable land suitable for residential use, to determine housing capacity. West Linn updated its buildable land inventory in 2020. Buildable land supply in West Linn shows adequate capacity for low-density housing, and medium-density housing, while the amount of land zoned for “high-density housing” is insufficient for the projected demand for high-density housing types. There is an estimated surplus of approximately 50 acres of land (equivalent to 300 dwelling units) for low and medium density housing and a projected deficit of 5 acres of land in this zone to accommodate the forecasted number of multi-family apartment units.

In addition, given the shortage of High-density Residential-zoned land in West Linn and recent changes to Development Code provisions, it becomes more likely that available land in lower-density zones may be developed with attached forms of housing, as other lands to accommodate these units is scarce. At the same time, there is capacity in the Medium Density Residential zones to accommodate demand for most of the attached types. The HCA shows a surplus of approximately 5 acres or 50 housing units for this type of housing. In addition, updates to the City’s development code adopted in 2022 to permit middle-housing types in all residential zones adds to the capacity for medium density housing.

- A number of state and regional policies also affect how West Linn plans for and encourages the production of housing. These include:
- House Bill 2003, passed in 2021, and related administrative rules requiring West Linn and other cities in the Portland Metro region to update their Housing Needs Analyses and adopt Housing Production Strategies every six years. Several other recent legislative actions related to housing allowed in commercial areas, conversion of motels to temporary housing, required density bonuses for affordable housing projects, and others also will affect the City’s approach to regulating specific types of housing.
- The Metro Urban Growth Management Functional Plan which also requires cities in the Metro area to determine its housing capacity and adopt minimum density requirements. West Linn must require that new developments be built at densities that are at least 80% of the maximum density allowed.

**House Bill 2001 (HB2001, 2019) and associated administrative rules require West Linn and other Metro-area cities to allow for additional housing types in low-density residential zones and the City already has adopted amendments to its Community Development Code to do this. This includes attached single-family homes (townhomes), duplex-to-fourplex, and compact small-unit “cottage cluster” developments. These amendments will increase the variety of housing that can be developed throughout the City. They also affect compliance with related state rules and regulations.**

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 10-1, 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 nonrelated 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.

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## GOALS, POLICIES, AND RECOMMENDED ACTION MEASURES

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**Goals, Policies, and Recommended Action Measures are to address the housing needs identified in West Linn. In addition to ensuring consistency with regional, state and federal requirements, these aim to support partnerships among housing providers and stakeholders in West Linn and to promote opportunities for a wide range of housing choices, efficient land use, and development of housing affordable to people with low and moderate incomes.**

### Goals

1. Preserve **and provide a high level of residential livability** while also considering the character and identity of established neighborhoods **in balance with other local goals, as well as state and regional requirements.**
2. Assure good functional and aesthetic design of ~~multi-family and clustered single-family~~ **all residential** developments.
3. **Provide opportunities for a variety of housing types at a range of price levels to accommodate the diverse housing needs of current and future residents.**
34. Encourage the development of affordable housing for West Linn residents of all income levels, **especially including for low- and moderate-income households.**

### Policies

1. **Support Statewide Planning Goal 10 by ensuring for the availability of adequate numbers of needed housing units.**
2. Ensure that the Comprehensive Plan **and Community Development Code** is consistent with **federal, state, and regional housing rules and policies.** ~~LCDC's Metropolitan Housing regulations.~~
3. Provide the opportunity for development of detached and attached single-family units, duplexes, **triplexes, quadplexes, cottage clusters,** garden apartments, town houses, row houses, multiplex units and boarding houses, lodging or rooming houses, and manufactured housing.

4. **Provide the opportunity for a wider range of rental and ownership housing choices in West Linn.**
5. Allow manufactured housing, subject to state building code requirements, in all residential zones.
6. Require design review approval for all multi-family developments and manufactured home parks.
7. Allow for flexibility in lot design, size, and building placement to promote housing variety and protection of natural resources.
8. Allow accessory dwelling units, subject to City development and building regulations, in all residential zones.
9. Preserve and enhance, through design review, the Historic District in Willamette and landmark structures throughout the City.
10. Adhere to clear and objective standards to promote timely and predictable plan review.
11. ~~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.~~
12. Encourage use of energy efficient building materials and practices in the design, construction, and remodeling of housing.
13. Encourage installation of fire prevention equipment, such as sprinklers, in new developments and implement sprinkler requirements for multi-family construction.
14. **Continue to maintain and expand partnerships with non-profit housing developers and other affordable housing providers and agencies that preserve or provide new low- to moderate-income housing units, create opportunities for first-time homeownership, and help vulnerable homeowners stay in their homes.**
15. **Work with other jurisdictions, Clackamas County, Metro, and the State to identify the region's housing needs and pursue a shared approach to improve housing affordability across all household income ranges.**
16. **Encourage residential uses mixed with other compatible uses in the same building or on the same site within the City's mixed-use zones.**
17. **Employ strategies that support the Fair Housing Act and affirmatively further fair housing.**

18. The City shall prepare, regularly monitor, and periodically update an inventory of buildable residential land.
19. Encourage maintenance and rehabilitation of the existing housing stock and support local or regional programs that help provide funding for this purpose.

## **Recommended Action Measures**

1. Evaluate how West Linn can meet its share of the regional need for affordable housing.
2. Identify ~~constitutionally justifiable~~ measures, **policies, and programs** to encourage **the development** ~~provision~~ of affordable housing **projects**.
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.~~

**4. Regularly update the City’s buildable land inventory.**

**5. Complete a Housing Production Strategy and regularly update the strategy to address community need and priorities.**

**6. Review the City’s System Development Charges (SDC) structure and consider tiered fees based on home size and affordability targets.**

**7. Coordinate with the Housing Authority of Clackamas County, private non-profit housing providers, and other federal, state, and regional agencies for the provision of affordable housing programs.**

**8. Encourage the development of affordable housing when opportunities arise to redevelop publicly owned properties.**

**9. Engage West Linn residents in public policy decisions, programs, and projects to improve neighborhood quality of life.**

**10. Evaluate policies and programs, such as density transfers and allowance of smaller lot sizes, to protect natural areas and significant trees and tree groves.**

**EXHIBIT PC-2 – ORDINANCE 1748**

**ORDINANCE NO. 1748**

**AN ORDINANCE RELATING TO THE AMENDMENT OF WEST LINN COMPREHENSIVE PLAN MAP TO IMPLEMENT THE REQUIREMENTS OF OREGON HOUSE BILL 2003**

Annotated to show ~~deletions~~ and additions to the code sections being modified. Deletions are ~~bold lined through~~ and additions are bold underlined.

**WHEREAS**, Chapter II, Section 4, of the West Linn City Charter provides: Powers of the City. The City shall have all powers which the Constitution, statutes and common law of the United States and of this State now or hereafter expressly or implied grant or allow the City, as fully as though this Charter specifically enumerated each of those powers; and

**WHEREAS**, in 2019, in response to the state’s housing crisis, the Oregon Legislature enacted House Bill 2003 to require communities to address needed housing; and

**WHEREAS**, the 2021 West Linn Housing Capacity Analysis showed the City was five-acres deficient in multi-family residential zoned buildable land to accommodate projected housing needs in the future; and

**WHEREAS**, Oregon Revised Statute 197.297 requires the City to rectify the deficiency of multi-family residential zoned buildable land as part of House Bill 2003 implementation; and

**WHEREAS**, the West Linn Planning Commission held three work sessions on April 5, 2023, June 21, 2023, and July 19, 2023 to discuss proposed House Bill 2003 amendments, including the proposed West Linn Comprehensive Plan Map amendments; and

**WHEREAS**, the property owner was consulted and supports the amendments; and

**WHEREAS**, the West Linn Planning Commission held a public hearing, which was noticed in accordance with City standards, on August 16, 2023, and recommended approval of the proposed West Linn Comprehensive Plan Map amendments; and

**WHEREAS**, the West Linn City Council held a public hearing, which was noticed in accordance with City standards, on October 9, 2023, to consider the Planning Commission recommendation, receive public testimony, and evaluate the decision-making criteria; and

**WHEREAS**, the Council’s decision is based on the findings contained in these Whereas Clauses, together with findings, conclusions, and substantial evidence found in the associated land use record file PLN-23-01, which is incorporated by this reference.

**NOW, THEREFORE, THE CITY OF WEST LINN ORDAINS AS FOLLOWS:**

**SECTION 1. West Linn Comprehensive Plan Map Amendment.** The West Linn Comprehensive Plan Map shall be amended as depicted in Exhibit A.

The following properties shall be included in the Medium-High Density Residential Plan Designation: 1200 Tamarisk Drive (2S 1E 34A 00600 and 2S 1E 34A 00700)

**SECTION 2. Severability.** The sections, subsections, paragraphs, and clauses of this ordinance are severable. The invalidity of one section, subsection, paragraph, or clause shall not affect the validity of the remaining sections, subsections, paragraphs, and clauses.

**SECTION 3. Savings.** Notwithstanding this amendment/repeal, the City ordinances in existence at the time any criminal or civil enforcement actions were commenced shall remain valid and in full force and effect for purposes of all cases filed or commenced during the times said ordinance(s) or portions of the ordinance were operative. This section simply clarifies the existing situation that nothing in this Ordinance affects the validity of prosecutions commenced and continued under the laws in effect at the time the matters were originally filed.

**SECTION 4. Codification.** Provisions of this Ordinance shall be incorporated in the City Code and the word "ordinance" may be changed to "code", "article", "section", "chapter" or another word, and the sections of this Ordinance may be renumbered, or re-lettered, provided however that any Whereas clauses and boilerplate provisions (i.e. Sections 2-4) need not be codified and the City Recorder or his/her designee is authorized to correct any cross-references and any typographical errors.

**SECTION 5. Effective Date.** This ordinance shall take effect on the 30<sup>th</sup> day after its passage.

The foregoing ordinance was first read by title only in accordance with Chapter VIII, Section 33(c) of the City Charter on the \_\_\_\_\_ day of \_\_\_\_\_, 2019, and duly PASSED and ADOPTED this \_\_\_\_\_ day of \_\_\_\_\_, 2019.

\_\_\_\_\_  
RORY BIALOSTOSKY, MAYOR

ATTEST:

\_\_\_\_\_  
KATHY MOLLUSKY, CITY RECORDER

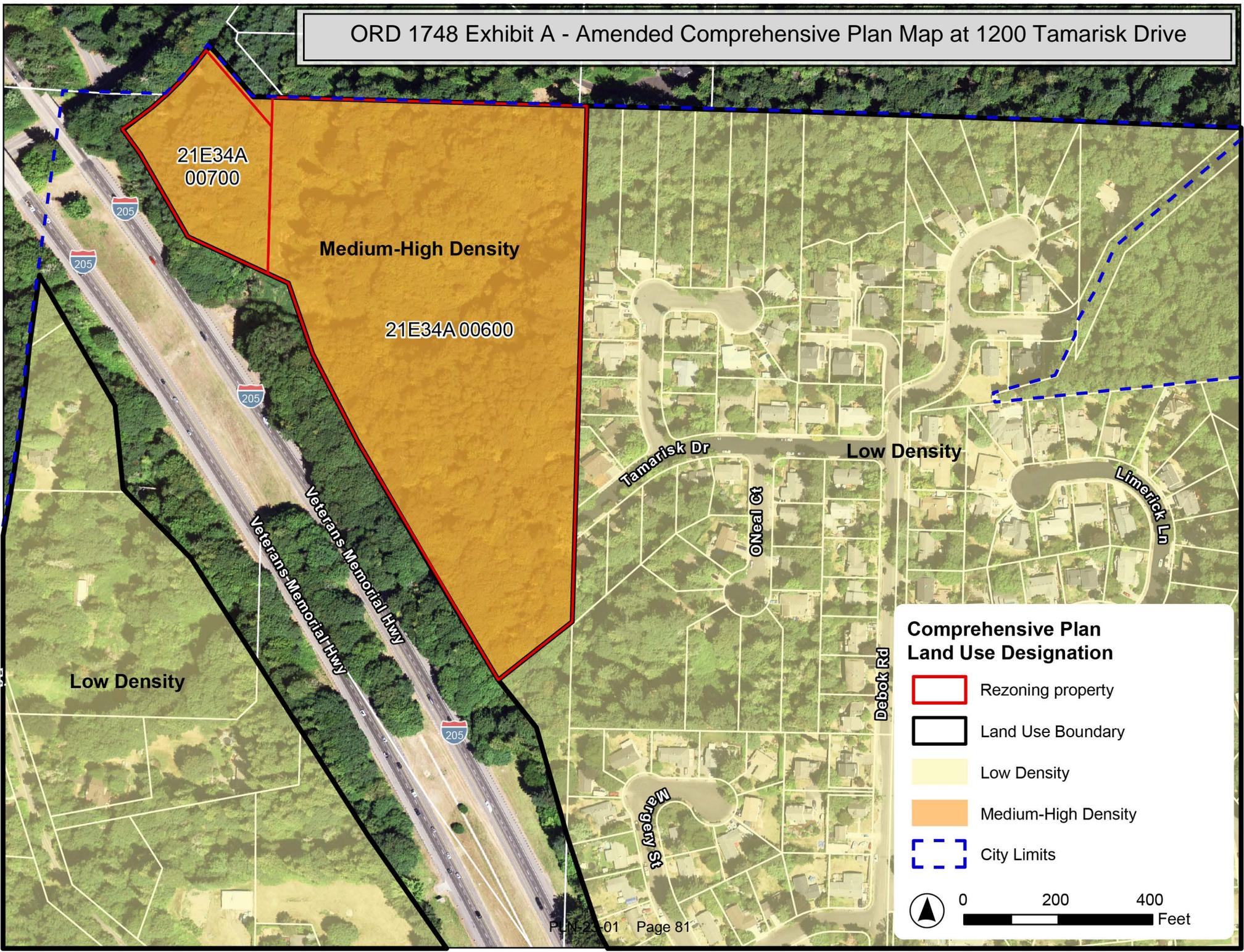
APPROVED AS TO FORM:

\_\_\_\_\_  
CITY ATTORNEY

ORD #1748

Page 2 of 2

ORD 1748 Exhibit A - Amended Comprehensive Plan Map at 1200 Tamarisk Drive



**Comprehensive Plan  
Land Use Designation**

- Rezoning property
- Land Use Boundary
- Low Density
- Medium-High Density
- City Limits

0 200 400 Feet



**EXHIBIT PC-3 – ORDINANCE 1749**

**ORDINANCE NO. 1749**

**AN ORDINANCE RELATING TO THE AMENDMENT OF WEST LINN ZONING MAP TO IMPLEMENT THE REQUIREMENTS OF OREGON HOUSE BILL 2003**

Annotated to show ~~deletions~~ and additions to the code sections being modified. Deletions are ~~bold lined through~~ and additions are bold underlined.

**WHEREAS**, Chapter II, Section 4, of the West Linn City Charter provides: Powers of the City. The City shall have all powers which the Constitution, statutes and common law of the United States and of this State now or hereafter expressly or implied grant or allow the City, as fully as though this Charter specifically enumerated each of those powers; and

**WHEREAS**, in 2019, in response to the state’s housing crisis, the Oregon Legislature enacted House Bill 2003 to require communities to address needed housing; and

**WHEREAS**, the 2021 West Linn Housing Capacity Analysis showed the City was five-acres deficient in multi-family residential zoned buildable land to accommodate projected housing needs in the future; and

**WHEREAS**, Oregon Revised Statute 197.297 requires the City to rectify the deficiency of multi-family residential zoned buildable land as part of House Bill 2003 implementation; and

**WHEREAS**, the City identified two properties that were never zoned after annexation in 1998 and two properties with zoning that does not align with the West Linn Comprehensive Plan Map designation; and

**WHEREAS**, the West Linn Planning Commission held three work sessions on April 5, 2023, June 21, 2023, and July 19, 2023 to discuss proposed House Bill 2003 amendments, including the proposed West Linn Zoning Map amendments; and

**WHEREAS**, the property owners were consulted and support the zoning amendments; and

**WHEREAS**, the West Linn Planning Commission held a public hearing, which was noticed in accordance with City standards, on August 16, 2023, and recommended approval of the proposed West Linn Comprehensive Plan Map amendments; and

**WHEREAS**, the West Linn City Council held a public hearing, which was noticed in accordance with City standards, on October 9, 2023, to consider the Planning Commission recommendation, receive public testimony, and evaluate the decision-making criteria; and

**WHEREAS**, the Council’s decision is based on the findings contained in these Whereas Clauses, together with findings, conclusions, and substantial evidence found in the associated land use record file PLN-23-01, which is incorporated by this reference.

**NOW, THEREFORE, THE CITY OF WEST LINN ORDAINS AS FOLLOWS:**

**SECTION 1. West Linn Zoning Map Amendment.** The West Linn Zoning Map shall be amended as depicted in Exhibit A.

The following properties shall be included in the R-2.1, Residential Zone:  
1200 Tamarisk Drive (2S 1E 34A 00600 and 2S 1E 34A 00700)

The following properties shall be included in the R-7, Residential Zone:  
3637/3939 Parker Road (2S 1E 25CB 03500 and 2S 1E 25CB 03600)

The following properties shall be included in the R-4.5, Residential Zone:  
4100 Norfolk Street (2S 1E 36BA 08100 and 2S 1E 36BA 08000)

**SECTION 2. Severability.** The sections, subsections, paragraphs, and clauses of this ordinance are severable. The invalidity of one section, subsection, paragraph, or clause shall not affect the validity of the remaining sections, subsections, paragraphs, and clauses.

**SECTION 3. Savings.** Notwithstanding this amendment/repeal, the City ordinances in existence at the time any criminal or civil enforcement actions were commenced shall remain valid and in full force and effect for purposes of all cases filed or commenced during the times said ordinance(s) or portions of the ordinance were operative. This section simply clarifies the existing situation that nothing in this Ordinance affects the validity of prosecutions commenced and continued under the laws in effect at the time the matters were originally filed.

**SECTION 4. Codification.** Provisions of this Ordinance shall be incorporated in the City Code and the word “ordinance” may be changed to “code”, “article”, “section”, “chapter” or another word, and the sections of this Ordinance may be renumbered, or re-lettered, provided however that any Whereas clauses and boilerplate provisions (i.e. Sections 2-4) need not be codified and the City Recorder or his/her designee is authorized to correct any cross-references and any typographical errors.

**SECTION 5. Effective Date.** This ordinance shall take effect on the 30<sup>th</sup> day after its passage.

The foregoing ordinance was first read by title only in accordance with Chapter VIII, Section 33(c) of the City Charter on the \_\_\_\_ day of \_\_\_\_\_, 2019, and duly PASSED and ADOPTED this \_\_\_\_ day of \_\_\_\_\_, 2019.

\_\_\_\_\_  
RORY BIALOSTOSKY, MAYOR

ATTEST:

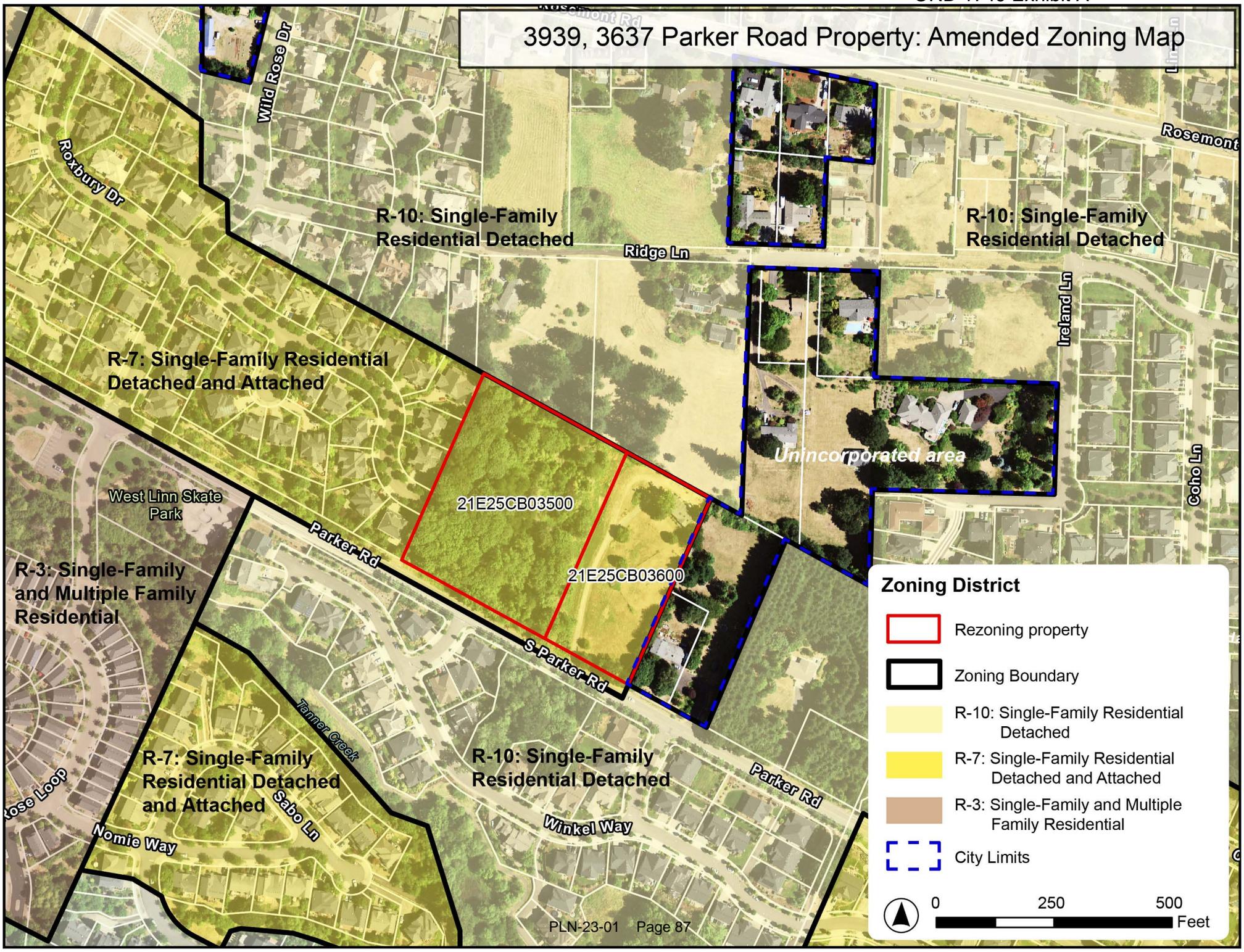
\_\_\_\_\_  
KATHY MOLLUSKY, CITY RECORDER

APPROVED AS TO FORM:

\_\_\_\_\_  
CITY ATTORNEY

DRAFT

# 3939, 3637 Parker Road Property: Amended Zoning Map



R-10: Single-Family Residential Detached

R-10: Single-Family Residential Detached

R-7: Single-Family Residential Detached and Attached

Unincorporated area

R-3: Single-Family and Multiple Family Residential

R-7: Single-Family Residential Detached and Attached

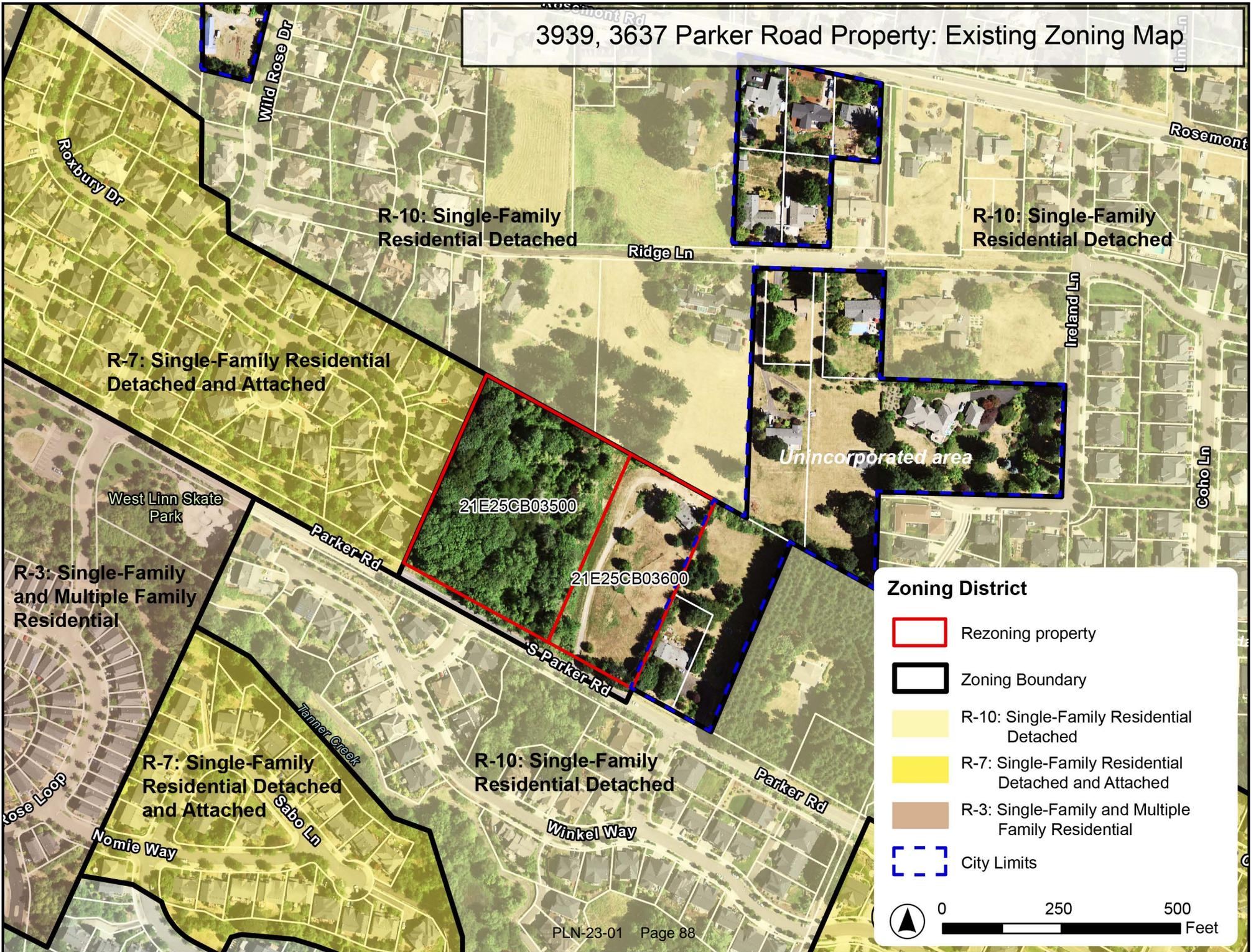
R-10: Single-Family Residential Detached

**Zoning District**

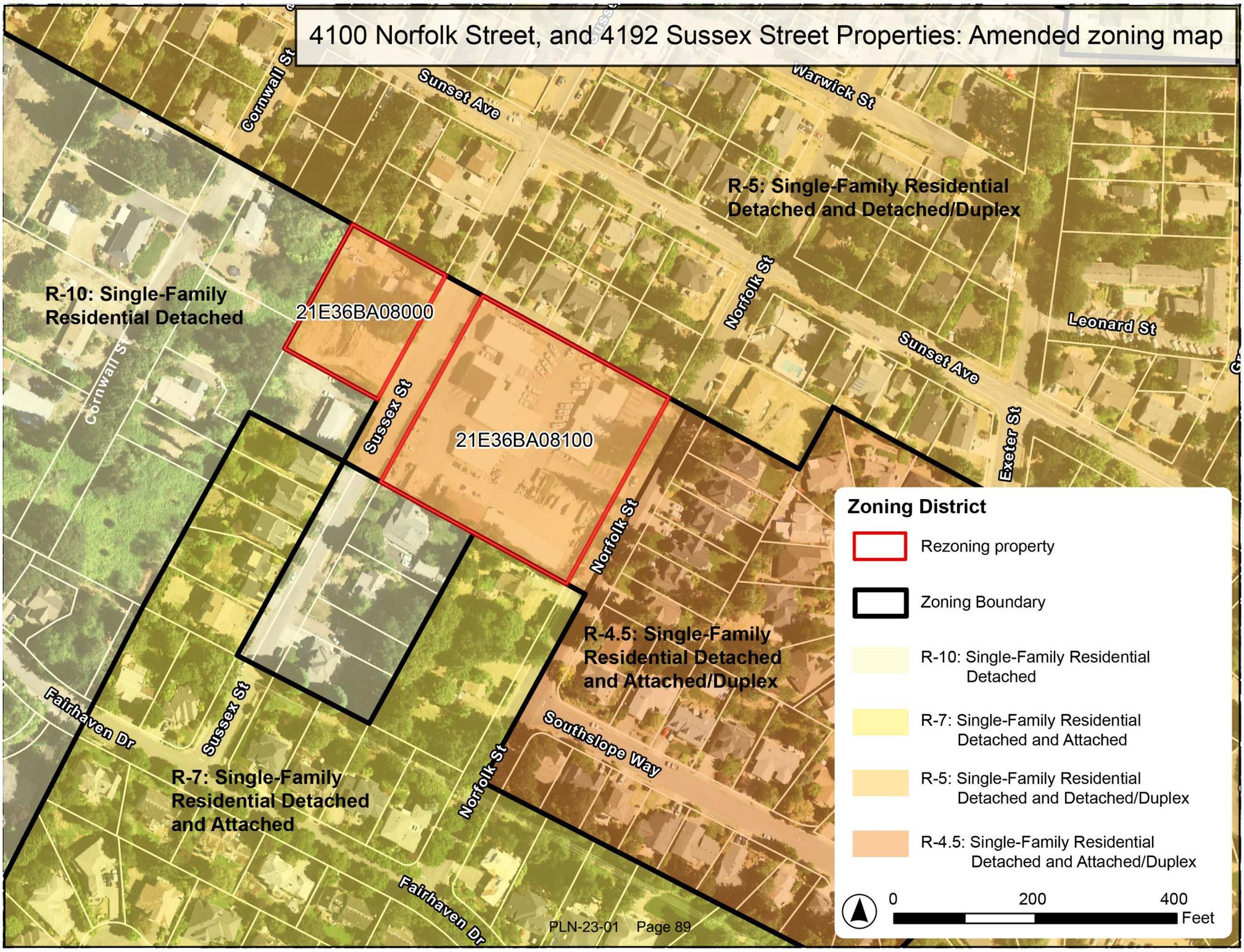
- Rezoning property
- Zoning Boundary
- R-10: Single-Family Residential Detached
- R-7: Single-Family Residential Detached and Attached
- R-3: Single-Family and Multiple Family Residential
- City Limits



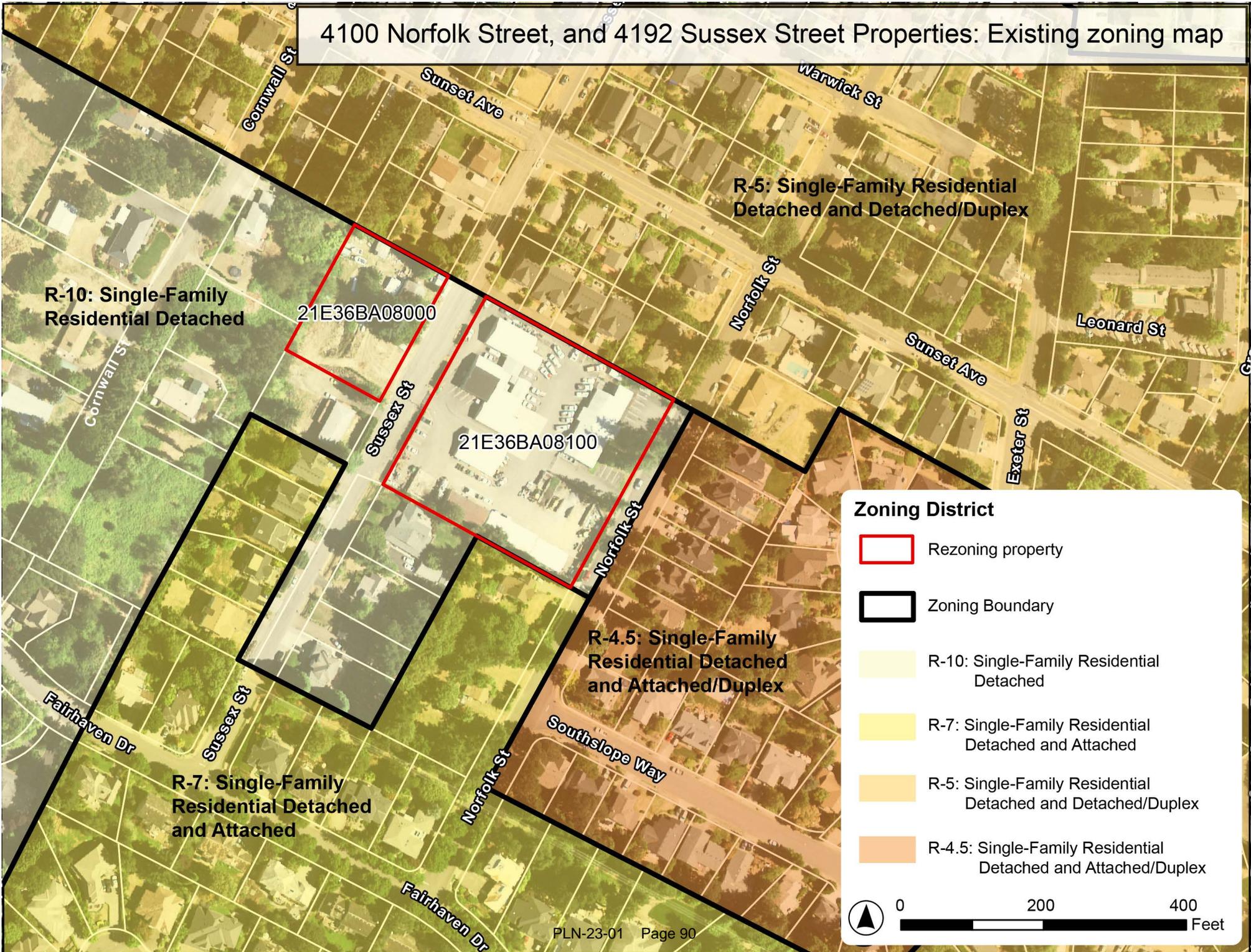
# 3939, 3637 Parker Road Property: Existing Zoning Map



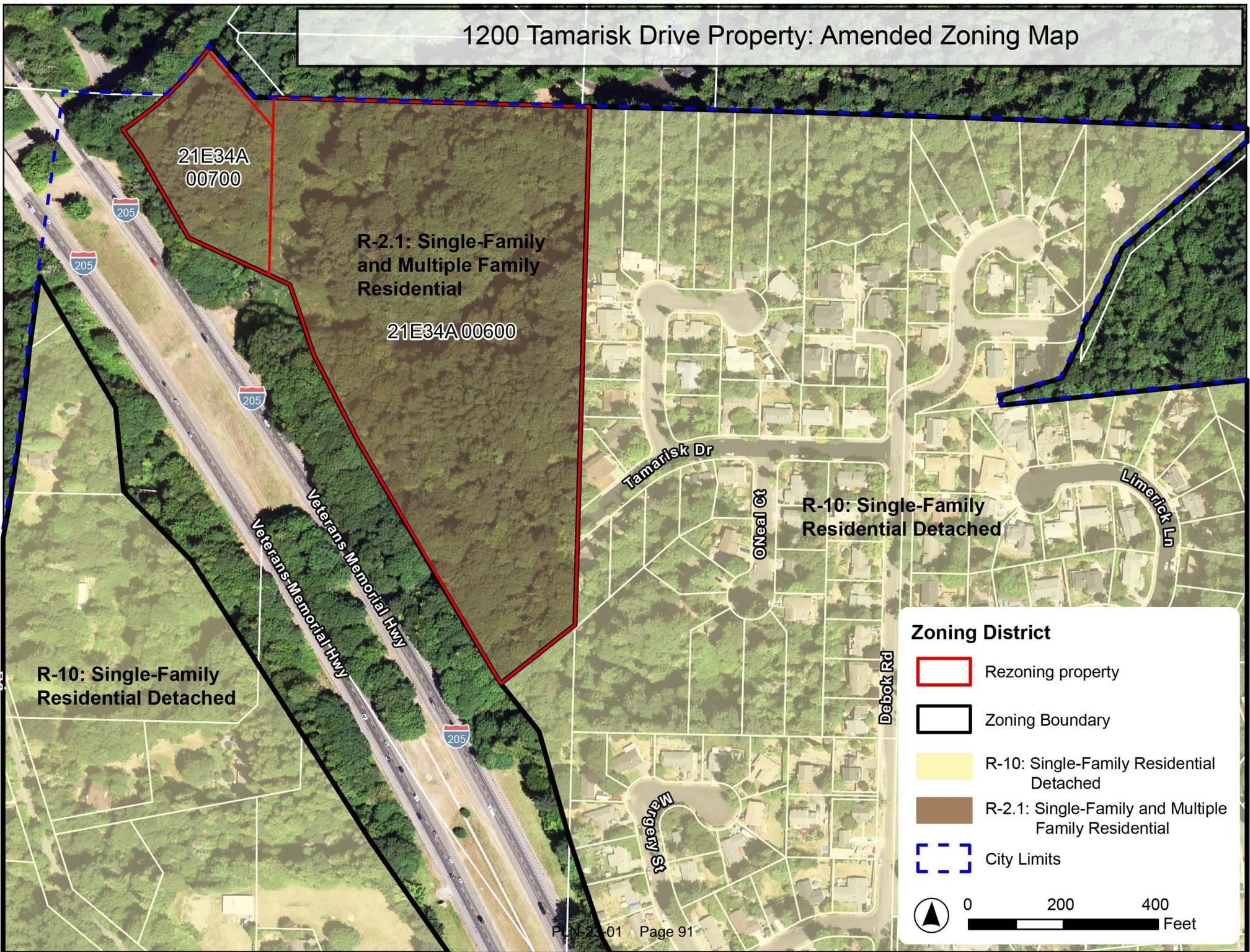
# 4100 Norfolk Street, and 4192 Sussex Street Properties: Amended zoning map



# 4100 Norfolk Street, and 4192 Sussex Street Properties: Existing zoning map



# 1200 Tamarisk Drive Property: Amended Zoning Map



21E34A  
00700

**R-2.1: Single-Family  
and Multiple Family  
Residential**

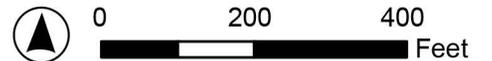
21E34A 00600

**R-10: Single-Family  
Residential Detached**

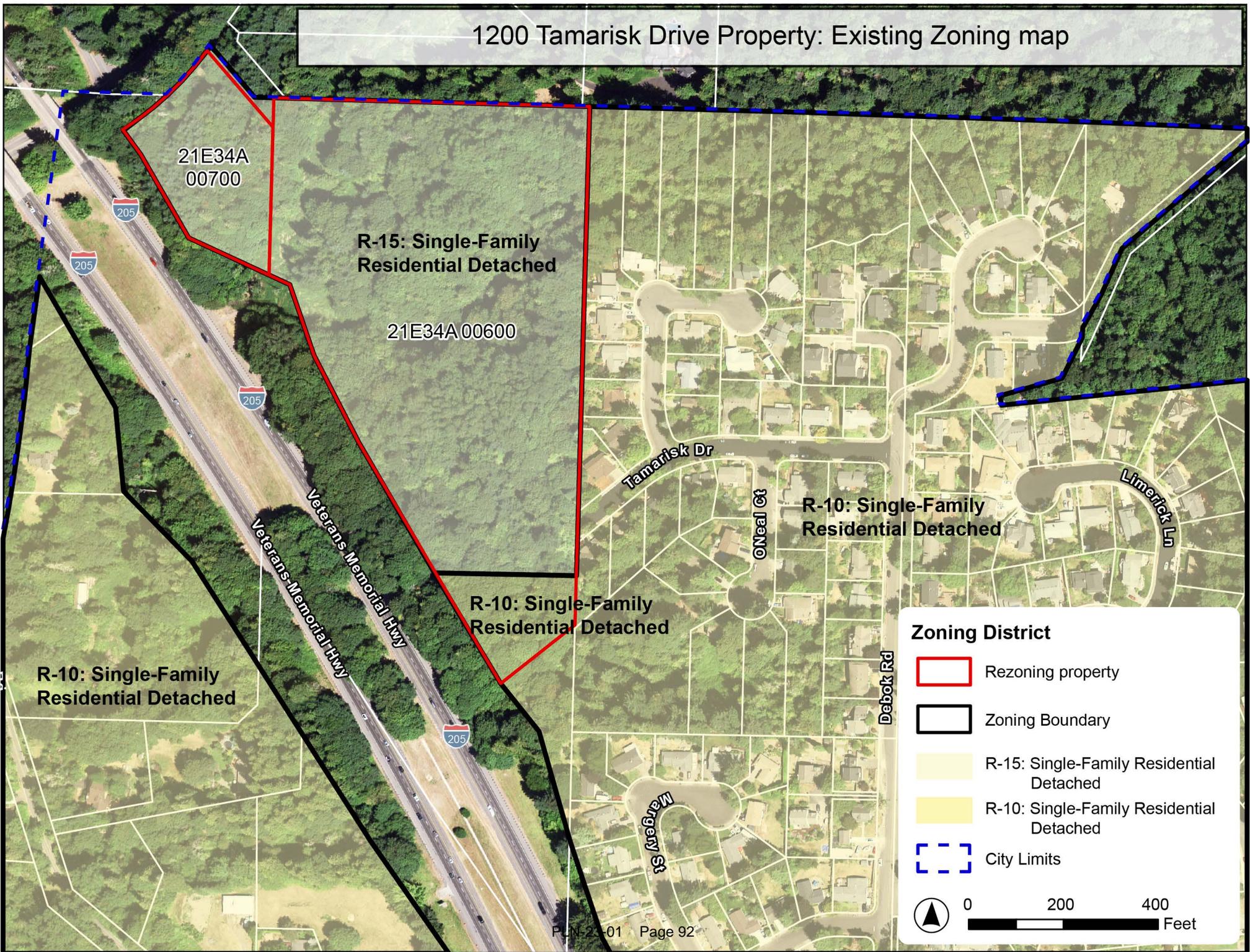
**R-10: Single-Family  
Residential Detached**

### Zoning District

-  Rezoning property
-  Zoning Boundary
-  R-10: Single-Family Residential Detached
-  R-2.1: Single-Family and Multiple Family Residential
-  City Limits



# 1200 Tamarisk Drive Property: Existing Zoning map



21E34A  
00700

**R-15: Single-Family  
Residential Detached**

21E34A 00600

Tamarisk Dr

O'Neal Ct

**R-10: Single-Family  
Residential Detached**

Limerick Ln

**R-10: Single-Family  
Residential Detached**

**R-10: Single-Family  
Residential Detached**

Veterans Memorial Hwy

Debok Rd

Margery St

**Zoning District**

- Rezoning property
- Zoning Boundary
- R-15: Single-Family Residential Detached
- R-10: Single-Family Residential Detached
- City Limits

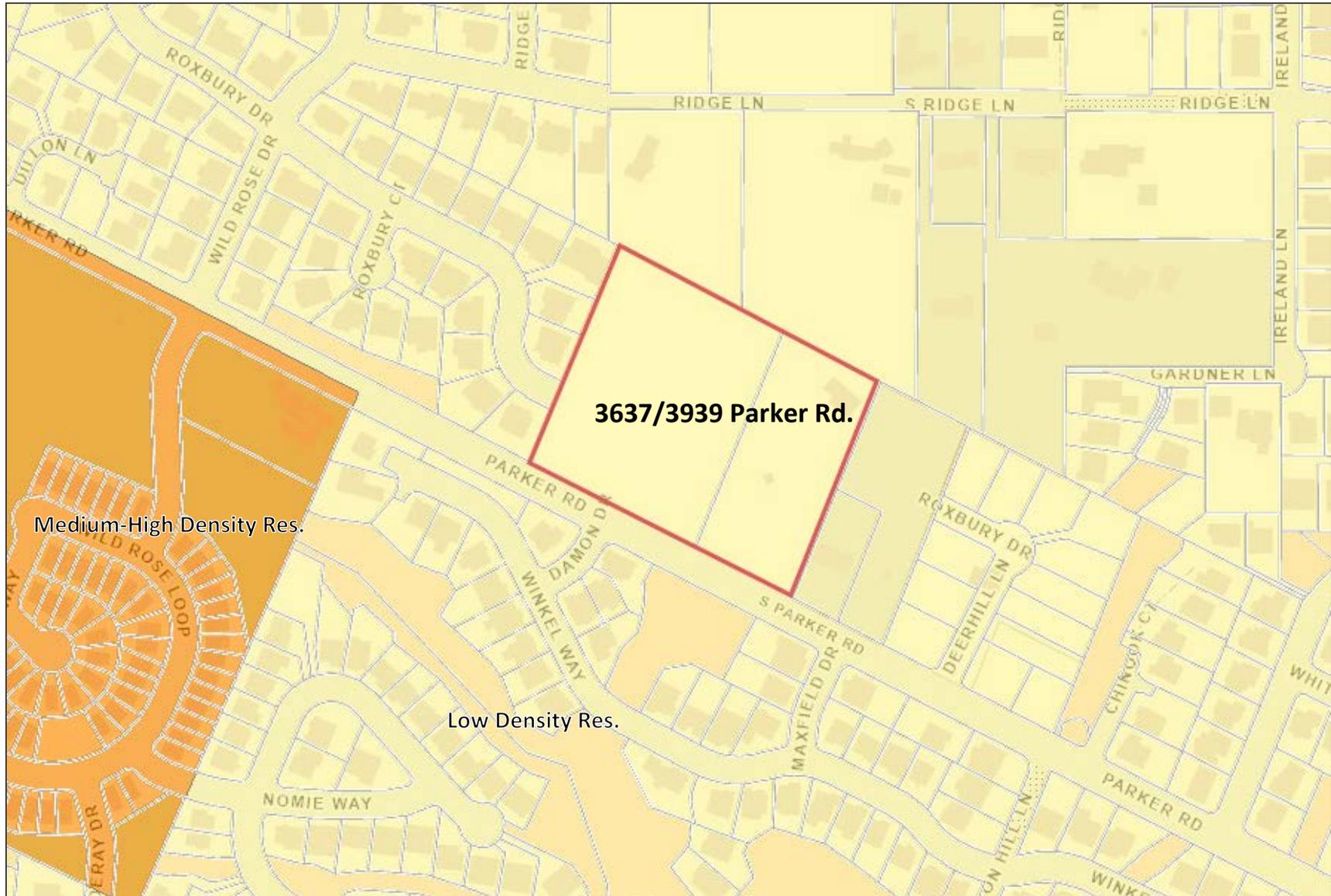


**EXHIBIT PC-4 – WEST LINN COMPREHENSIVE PLAN MAP DESIGNATIONS**



# Existing Comprehensive Plan Map Designation

## 3637/3939 Parker Road



**EXHIBIT PC-5 – DRAFT PC TRANSMITTAL LETTER TO CITY COUNCIL**

## Memorandum

Date: August 17, 2023  
To: West Linn City Council  
From: West Linn Planning Commission  
Subject: PLN-23-01 Recommendation – HB2003 Implementation

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The Planning Commission held a legislative public hearing on August 16, 2023, for the purpose of making a recommendation to the City Council on adoption of proposed amendments to the West Linn Comprehensive Plan, West Linn Comprehensive Plan Map, and West Linn Zoning Map to implement HB2003 requirements.

In 2022, the City Council directed the Planning Commission to act as the working group for HB2003 implementation and recommend necessary amendments for compliance. The Planning Commission met three times from April 2023 to July 2023 to review draft documents and make changes before bringing the amendments into the legislative adoption process.

After conducting the public hearing, the Commission deliberated and voted # to # to recommend City Council adopt (or adopt with changes or not adopt) the proposal as presented (with the following changes or explain not adopt recommendation). Written testimony was submitted by # community members and # community members provided oral testimony at the public hearing.

The primary topics of the testimony included:

- Topic 1
- Topic 2
- Topic 3
- Etc.

Respectfully,

John Carr  
Chair, West Linn Planning Commission

**EXHIBIT PC-6 – AFFIDAVIT AND NOTICE PACKET**

**AFFIDAVIT OF NOTICE  
LEGISLATIVE DECISION**

We, the undersigned, certify that, in the interest of the party (parties) initiating a proposed legislative change, the following took place on the dates indicated below:

**PROJECT**

File No.: **PLN-23-01**

Project: West Linn Comprehensive Plan Goal 10: Housing, Housing Capacity Analysis and Buildable Lands Inventory

Planning Commission Hearing: 8/16/23

City Council Hearing: 10/9/23

**MAILED NOTICE**

Notice of Upcoming Planning Commission and City Council Hearings was mailed at least 10 days before the Planning Commission hearing, per Section 98.070 and 98.080 of the Community Development Code to:

ODOT	8/3/23	<i>Lynn Schroder</i>
METRO – <b>emailed per request</b>	8/3/23	<i>Lynn Schroder</i>
TRIMET	8/3/23	<i>Lynn Schroder</i>
Clackamas County Planning Department	8/3/23	<i>Lynn Schroder</i>
All Neighborhood Associations	8/3/23	<i>Lynn Schroder</i>
City of Oregon City	8/3/23	<i>Lynn Schroder</i>
City of Lake Oswego	8/3/23	<i>Lynn Schroder</i>
West Linn Chamber of Commerce	8/3/23	<i>Lynn Schroder</i>
Stafford-Tualatin CPO	8/3/23	<i>Lynn Schroder</i>
Property Owners whose property may be rezoned	8/3/23	<i>Lynn Schroder</i>
Property Owners near 1200 Tamarisk	8/3/23	<i>Lynn Schroder</i>

**EMAILED NOTICE**

Notice was emailed at least 10 days before the decision date to:

Metro	8/3/23	<i>Lynn Schroder</i>
All Neighborhood Associations	8/3/23	<i>Lynn Schroder</i>
Persons Requesting Notification	8/3/23	<i>Lynn Schroder</i>

**WEBSITE**

Notice was posted on the City’s website at least 14 days before the Planning Commission hearing:

8/3/23	<i>Lynn Schroder</i>
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**TIDINGS**

Notice of the Planning Commission and City Council hearings was posted in the West Linn Tidings at least 10 days before the Planning Commission hearing, per Section 98.070 and 98.080 of the CDC.

8/2/23	<i>Lynn Schroder</i>
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**STAFF REPORT**

The proposed amendments and staff report were posted on the website and provided to Planning Commissioners at least 10 days before the hearing, per Section 98.040 of the CDC.

8/4/23	<i>Lynn Schroder</i>
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**CITY OF WEST LINN  
PUBLIC HEARING NOTICE  
PLN-23-01**

**TO ADOPT TEXT AMENDMENTS TO WEST LINN COMPREHENSIVE PLAN GOAL 10: HOUSING,  
TO ADOPT THE 2021 WEST LINN HOUSING CAPACITY ANALYSIS AND BUILDABLE LANDS INVENTORY,  
AND TO ADOPT COMPREHENSIVE PLAN MAP AND ZONING MAP AMENDMENTS TO IMPLEMENT  
HOUSE BILL 2003**

The West Linn Planning Commission will hold a hybrid public hearing on **Wednesday, August 16, 2023 at 6:30pm** in the Council Chambers of City Hall, 22500 Salamo Road, West Linn, to consider adopting text amendments to West Linn Comprehensive Plan Goal 10: Housing, adopting the 2021 West Linn Housing Capacity Analysis and Buildable Lands Inventory, and adopting West Linn Comprehensive Plan Map and Zoning Map amendments. The purpose of the proposal is to implement House Bill 2003 and the associated state statutes and administrative rules.

Following the Planning Commission hearing, the Commission will make a recommendation to the City Council. The Council will decide on the proposal following a hybrid public hearing on **Monday, October 9, 2023 at 6:00pm** in the Council Chambers of City Hall.

At least 10 days before the hearings, a copy of the proposed amendments and associated staff report will be available for inspection at no cost at City Hall and on the City website [HB2003 Implementation - Comprehensive Plan Text and Map Amendments and Zoning Map Amendments | City of West Linn Oregon Official Website](#) Alternately, copies may be obtained for a minimal charge per page.

The hybrid hearings will be conducted in accordance with the rules of CDC Chapters 98 and 105. The public can attend in person or watch the meeting online at <https://westlinnoregon.gov/meetings> or Cable Channel 30.

The Commission and Council will receive a staff presentation and invite oral and written testimony at public hearings. The Body may continue the public hearing to another meeting to obtain additional information, leave the record open, or close the public hearing and take action on the proposed amendments as provided by state law.

Anyone wishing to present written testimony for consideration should submit all materials before 12:00 pm on the meeting day or in-person at the hearing. Persons interested in party status must establish standing by submitting oral or written testimony before or at the public hearings. Written comments may be submitted to [dwyss@westlinnoregon.gov](mailto:dwyss@westlinnoregon.gov). Failure to raise an issue in person or by letter before the close of the hearing, or failure to provide sufficient specificity to afford the decision maker an opportunity to respond to the issue, precludes an appeal to the Land Use Board of Appeals (LUBA) based on that issue.

To participate remotely during the meeting, please complete the form at: <https://westlinnoregon.gov/citycouncil/meeting-request-speak-signup> by 4:00 pm on the meeting day. Staff will email a Webex invitation before the meeting. If you do not have email access, please call 503-742-6061 for assistance 24 hours before the meeting. If you require special assistance under the Americans with Disabilities Act, please call City Hall 48 hours before the meeting date 503-657-0331.

For further information, please contact Darren Wyss, Planning Manager, at City Hall, 22500 Salamo Road, West Linn, OR 97068, (503)742-6064 or [dwyss@westlinnoregon.gov](mailto:dwyss@westlinnoregon.gov).



Scan this QR Code to go to Project Web Page:



**NOTICE OF UPCOMING  
LEGISLATIVE PUBLIC HEARINGS**

**PROJECT # PLN-23-01  
MAIL: 08/03/2023 TIDINGS: 08/02/2023**

**CITIZEN CONTACT INFORMATION**

To lessen the bulk of agenda packets and land use application notice, and to address the concerns of some City residents about testimony contact information and online application packets containing their names and addresses as a reflection of the mailing notice area, this sheet substitutes for the photocopy of the testimony forms and/or mailing labels. A copy is available upon request.

**AFFIDAVIT OF NOTICE  
LEGISLATIVE DECISION**

We, the undersigned, certify that, in the interest of the party (parties) initiating a proposed legislative change, the following took place on the dates indicated below:

**PROJECT**

File No.: **PLN-23-01**

Project: West Linn Comprehensive Plan Goal 10: Housing, Housing Capacity Analysis and Buildable Lands Inventory

Planning Commission Hearing: 8/16/23

City Council Hearing: 10/9/23

**MAILED NOTICE**

Notice of Upcoming Planning Commission and City Council Hearings was mailed at least 10 days before the Planning Commission hearing, per Section 98.070 and 98.080 of the Community Development Code to:

ODOT	8/3/23	<i>Lynn Schroder</i>
METRO – <b>emailed per request</b>	8/3/23	<i>Lynn Schroder</i>
TRIMET	8/3/23	<i>Lynn Schroder</i>
Clackamas County Planning Department	8/3/23	<i>Lynn Schroder</i>
All Neighborhood Associations	8/3/23	<i>Lynn Schroder</i>
City of Oregon City	8/3/23	<i>Lynn Schroder</i>
City of Lake Oswego	8/3/23	<i>Lynn Schroder</i>
West Linn Chamber of Commerce	8/3/23	<i>Lynn Schroder</i>
Stafford-Tualatin CPO	8/3/23	<i>Lynn Schroder</i>
Property Owners whose property may be rezoned	8/3/23	<i>Lynn Schroder</i>
Property Owners near 1200 Tamarisk	8/3/23	<i>Lynn Schroder</i>

**EMAILED NOTICE**

Notice was emailed at least 10 days before the decision date to:

Metro	8/3/23	<i>Lynn Schroder</i>
All Neighborhood Associations	8/3/23	<i>Lynn Schroder</i>
Persons Requesting Notification	8/3/23	<i>Lynn Schroder</i>

**WEBSITE**

Notice was posted on the City's website at least 14 days before the Planning Commission hearing:

8/3/23	<i>Lynn Schroder</i>
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**TIDINGS**

Notice of the Planning Commission and City Council hearings was posted in the West Linn Tidings at least 10 days before the Planning Commission hearing, per Section 98.070 and 98.080 of the CDC.

8/2/23	<i>Lynn Schroder</i>
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**STAFF REPORT**

The proposed amendments and staff report were posted on the website and provided to Planning Commissioners at least 10 days before the hearing, per Section 98.040 of the CDC.

8/4/23	<i>Lynn Schroder</i>
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**CITY COUNCIL NOTICE**

**STAFF REPORT**

The proposed amendments and staff report were posted on the website and provided to the City Council at least 10 days before the hearing, per Section 98.040 of the CDC.

9/29/2023	<i>Darren Wyss</i>
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**FINAL DECISION**

A Notice of Final Decision was mailed to the Department of Land Conservation and Development and persons who participated in the proceedings or otherwise requested such notice no later than 5 working days after the final decision per Section 98.140 of the CDC.

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**CITY OF WEST LINN  
PUBLIC HEARING NOTICE  
PLN-23-01**

**TO ADOPT TEXT AMENDMENTS TO WEST LINN COMPREHENSIVE PLAN GOAL 10: HOUSING,  
TO ADOPT THE 2021 WEST LINN HOUSING CAPACITY ANALYSIS AND BUILDABLE LANDS INVENTORY,  
AND TO ADOPT COMPREHENSIVE PLAN MAP AND ZONING MAP AMENDMENTS TO IMPLEMENT  
HOUSE BILL 2003**

The West Linn Planning Commission will hold a hybrid public hearing on **Wednesday, August 16, 2023 at 6:30pm** in the Council Chambers of City Hall, 22500 Salamo Road, West Linn, to consider adopting text amendments to West Linn Comprehensive Plan Goal 10: Housing, adopting the 2021 West Linn Housing Capacity Analysis and Buildable Lands Inventory, and adopting West Linn Comprehensive Plan Map and Zoning Map amendments. The purpose of the proposal is to implement House Bill 2003 and the associated state statutes and administrative rules.

Following the Planning Commission hearing, the Commission will make a recommendation to the City Council. The Council will decide on the proposal following a hybrid public hearing on **Monday, October 9, 2023 at 6:00pm** in the Council Chambers of City Hall.

At least 10 days before the hearings, a copy of the proposed amendments and associated staff report will be available for inspection at no cost at City Hall and on the City website [HB2003 Implementation - Comprehensive Plan Text and Map Amendments and Zoning Map Amendments | City of West Linn Oregon Official Website](#) Alternately, copies may be obtained for a minimal charge per page.

The hybrid hearings will be conducted in accordance with the rules of CDC Chapters 98 and 105. The public can attend in person or watch the meeting online at <https://westlinnoregon.gov/meetings> or Cable Channel 30.

The Commission and Council will receive a staff presentation and invite oral and written testimony at public hearings. The Body may continue the public hearing to another meeting to obtain additional information, leave the record open, or close the public hearing and take action on the proposed amendments as provided by state law.

Anyone wishing to present written testimony for consideration should submit all materials before 12:00 pm on the meeting day or in-person at the hearing. Persons interested in party status must establish standing by submitting oral or written testimony before or at the public hearings. Written comments may be submitted to [dwyss@westlinnoregon.gov](mailto:dwyss@westlinnoregon.gov). Failure to raise an issue in person or by letter before the close of the hearing, or failure to provide sufficient specificity to afford the decision maker an opportunity to respond to the issue, precludes an appeal to the Land Use Board of Appeals (LUBA) based on that issue.

To participate remotely during the meeting, please complete the form at: <https://westlinnoregon.gov/citycouncil/meeting-request-speak-signup> by 4:00 pm on the meeting day. Staff will email a Webex invitation before the meeting. If you do not have email access, please call 503-742-6061 for assistance 24 hours before the meeting. If you require special assistance under the Americans with Disabilities Act, please call City Hall 48 hours before the meeting date 503-657-0331.

For further information, please contact Darren Wyss, Planning Manager, at City Hall, 22500 Salamo Road, West Linn, OR 97068, (503)742-6064 or [dwyss@westlinnoregon.gov](mailto:dwyss@westlinnoregon.gov).



Scan this QR Code to go to Project Web Page:

**Agenda Bill 2023-10-09-03**

Date Prepared: September 26, 2023

For Meeting Date: October 9, 2023

To: Rory Bialostosky, Mayor  
West Linn City Council

Through: John Williams, City Manager *JRW*

From: Darren Wyss, Planning Manager *DSW*  
Chris Myers, Associate Planner

Subject: Highway 43 Land Use and Neighborhood Connectivity Plan Consultant Contract

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**Purpose:**

Request Council Authorization of a consultant contract to provide services necessary to complete the Highway 43 Land Use and Neighborhood Connectivity Plan, consistent with Council Goal 3a (Support the Planning Department and Economic Development committee's work on zoning changes around Highway 43) and Planning Docket.

**Question(s) for Council:**

Shall Council approve the contract as proposed, in furtherance of Council Goal 3a and the Planning Docket?

**Public Hearing Required:**

Not required.

**Background & Discussion:**

The City of West Linn has been working towards implementing a new vision for the Highway 43 corridor (Hwy 43), which serves as a critical north/south transportation link in the Portland Metro region. In 2006 the West Linn City Council adopted the Bolton Neighborhood Plan (BNP) and in 2008 the Robinwood Neighborhood Plan (RNP) was also adopted by the West Linn City Council. Both plans contain goals and policies for achieving a future vision of the Hwy 43 corridor. Those plans include providing complete and safe facilities for pedestrians, bicycles, and transit users; safe crossing points on Willamette Drive; commercial services that provide neighborhood needs; and providing pedestrian connections to needed goods and services as well as to other neighborhoods.

The City completed the first phase of a corridor visioning process in 2011 with several public outreach events that gleaned feedback on the commercial areas of the corridor. The area in the Robinwood neighborhood received strong community support (77 percent) for a vision to transform the corridor from primarily strip commercial and single-family residential into a

neighborhood center with a pedestrian-friendly environment. The Bolton Town Center area identified on the Metro 2040 map also received strong community support (78 percent) to be a neighborhood center that supports commercial and residential uses with a pedestrian-friendly environment.

The City followed up on this vision work by adopting an updated Transportation System Plan (TSP) that includes the 2016 Highway 43 Concept Plan which calls for continuous pedestrian and bicycle infrastructure along both sides of the corridor. Existing conditions along the Highway 43 Corridor have been documented beginning in 2008 with the original Highway 43 Concept Plan and continuing with the updated 2016 version. With the hope of creating a destination corridor that has high-quality pedestrian and bicycle amenities, getting to the corridor safely is of vital importance. The Hwy 43 Corridor traverses older parts of the community that lack sidewalks making safe access to goods, services, and transit a challenge.

Current zoning along Highway 43 is a blend of commercial and residential, with many of the properties currently underutilized. With the corridor being an important regional transportation route and the primary transit route for the community, the City is interested in exploring mixed-use zoning to re-energize the corridor with a mix of housing types, work places, shops, and parks for people of all ages, incomes, and abilities. The City anticipates adopting the Bolton Town Center boundary as part of this project as required by the Climate Friendly and Equitable Communities Rules.

#### Primary Project Goals

1. Evaluate land uses adjacent to the corridor (approximately 3.3 miles in length from the north City limits to I-205) and recommend zoning changes, amended code language, and potentially design standards; and
2. Evaluate pedestrian and bicycle connections to safely access the corridor from surrounding neighborhoods and recommend prioritized infrastructure improvements and financing options to adopt into the West Linn TSP
3. Develop a Mixed-Use Zoning code chapter for the West Linn Community Development Code.

The outcome of this effort will create a destination corridor that is an inviting opportunity for West Linn residents to live, work, and move about safely and with ease.

#### **Budget Impact:**

Total cost of the contract is \$199,992. The cost is within the amount budgeted for this project.

#### **Sustainability Impact:**

The project will further Council Initiative 3 of Council Goal 2, by bringing forward the Highway 43 Land Use and Connectivity Plan, which will support Council goal 3 *Support a sustainable and healthy environment for all*, through transportation and infrastructure analysis leading to potential funding opportunities to build sidewalks and bike lanes on Highway 43.

**Council Options:**

Approve the proposed contract to allow for the completion of the Highway 43 Land Use and Neighborhood Connectivity Plan in furtherance of Council Goals, or not award the contract and work with staff to determine next steps.

**Staff Recommendation:**

Approve the contract as proposed.

**Potential Motion:**

I move to approve the attached scope and fee for professional planning services with MIG Inc. in the amount of \$199,992 and authorize the City Manager to sign the executed contract.

**Attachments:**

1. Professional Services agreement with MIG Inc.

**PERSONAL SERVICES AGREEMENT  
FOR  
HIGHWAY 43 LAND USE AND NEIGHBORHOOD CONNECTIVITY PLAN**

**City:** City of West Linn, a municipal corporation of the State of Oregon.  
**Contractor:** MIG  
506 SW 6<sup>th</sup> Avenue  
Portland, OR. 97204  
**Term:** October 10, 2023– October 10, 2025  
**Compensation:** Not to exceed \$200,000

**RECITALS**

1. City has need for the services of a person or an entity with particular training, ability, knowledge, and experience as possessed by Contractor, and
2. City has determined that Contractor is qualified and capable of performing the professional services the City require, under the terms and conditions in this Personal Services Agreement (“Agreement”),

THEREFORE the Parties agree as follows:

**1. SERVICES TO BE PROVIDED**

Contractor shall provide services as specified in the Scope of Work, a copy of which is attached and incorporated in Exhibit A. Contractor shall initiate services immediately upon receipt of City’s notice to proceed, together with an executed copy of this Agreement.

**2. EFFECTIVE DATE AND DURATION**

This Agreement shall become effective upon the date of execution, and shall expire, unless otherwise terminated or extended, by **October 10, 2025**. All work under this Agreement shall be completed prior to the expiration of this Agreement.

**3. COMPENSATION**

City agrees to pay Contractor not to exceed **Two Hundred Thousand Dollars (\$200,000)** for performance of those services described in the Scope of Work, which payment shall be based upon the following applicable terms:

- A. Payment by City to Contractor for performance of services under this Agreement includes all expenses incurred by Contractor, with the exception of expenses, if any identified in this Agreement as separately reimbursable.
- B. Payment will be made in installments based on Contractor’s invoice, subject to the approval of the City Manager, or designee, and not more frequently than monthly. Payment shall be made only for work actually completed as of the date of invoice.

- C. Payment by City shall release City from any further obligation for payment to Contractor, for services performed or expenses incurred as of the date of the invoice. Payment shall not be considered acceptance or approval of any work or waiver of any defects in the work.
- D. Where applicable, Contractor must make payment promptly as due to persons supplying Contractor labor or materials for the execution of the work provided by this order. Contractor must pay all contributions or amounts due from Contractor to the Industrial Accident Fund incurred in the performance of this order. Contractor shall not permit any lien or claim to be filed or prosecuted against City or any subdivision of City on account of any labor or material to be furnished. Contractor further agrees to pay to the Department of Revenue all sums withheld from employees pursuant to ORS 316.167.
- E. If Contractor fails, neglects or refuses to make prompt payment of any claim for labor or services furnished to Contractor or a subcontractor by any person as such claim becomes due, City's Finance Director may pay such claim and charge the amount of the payment against funds due or to become due the Contractor. The payment of the claim in this manner shall not relieve Contractor or their surety from obligation with respect to any unpaid claims.
- F. If labor is performed under this order, then no person shall be employed for more than eight (8) hours in any one day, or forty (40) hours in any one week, except in cases of necessity, or emergency or where the public policy absolutely requires it, and in such cases, except cases of contracts for personal services as defined in ORS 279A.055, the labor shall be paid at least time and a half for all overtime in excess of eight (8) hours a day and for all work performed on Saturday and on any legal holidays as specified in ORS 279B.020. In cases of contracts for personal services as defined in ORS 279A.055, any labor shall be paid at least time and a half for all hours worked in excess of forty (40) hours in any one week, except for those individuals excluded under ORS 653.010 to 653.260 or under 29 USC SS 201-209.
- G. Contractor shall promptly, as due, make payment to any person, co-partnership, association or corporation, furnishing medical, surgical and hospital care or other needed care and attention incident to sickness or injury to the employees of Contractor or all sums which Contractor agrees to pay for such services and all moneys and sums which Contractor collected or deducted from the wages of employees pursuant to any law, contract or agreement for the purpose of providing or paying for such service.
- H. The City certifies that sufficient funds are available and authorized for expenditure to finance costs of this contract.

**4. OWNERSHIP OF WORK PRODUCT**

City shall be the owner of and shall be entitled to possession of any and all work products of Contractor which result from this Agreement, including any computations, plans, correspondence or pertinent data and information gathered by or computed by Contractor prior to termination of this Agreement by Contractor or upon completion of the work pursuant to this Agreement.

5. **ASSIGNMENT/DELEGATION**

Neither party shall assign, sublet or transfer any interest in or duty under this Agreement without the written consent of the other and no assignment shall be of any force or effect whatsoever unless and until the other party has so consented. If City agrees to assignment of tasks to a subcontract, Contractor shall be fully responsible for the acts or omissions of any subcontractors and of all persons employed by them, and neither the approval by City of any subcontractor nor anything contained in this Agreement shall be deemed to create any contractual relation between the subcontractor and City.

6. **STATUS OF CONTRACTOR AS INDEPENDENT CONTRACTOR**

Contractor certifies that:

- A. Contractor acknowledges that for all purposes related to this Agreement, Contractor is and shall be deemed to be an independent contractor as defined by ORS 670.600 and not an employee of City, shall not be entitled to benefits of any kind to which an employee of City is entitled and shall be solely responsible for all payments and taxes required by law. Furthermore, in the event that Contractor is found by a court of law or any administrative agency to be an employee of City for any purpose, City shall be entitled to offset compensation due, or to demand repayment of any amounts paid to Contractor under the terms of this Agreement, to the full extent of any benefits or other remuneration Contractor receives (from City or third party) as a result of said finding and to the full extent of any payments that City is required to make (to Contractor or to a third party) as a result of said finding.
- B. The undersigned Contractor hereby represents that no employee of the City, or any partnership or corporation in which a City employee has an interest, has or will receive any remuneration of any description from Contractor, either directly or indirectly, in connection with the letting or performance of this Agreement, except as specifically declared in writing.

If this payment is to be charged against Federal funds, Contractor certifies that he/she is not currently employed by the Federal Government and the amount charged does not exceed his or her normal charge for the type of service provided.

Contractor and its employees, if any, are not active members of the Oregon Public Employees Retirement System and are not employed for a total of 600 hours or more in the calendar year by any public employer participating in the Retirement System.

- C. Contractor certifies that it currently has a City business license or will obtain one prior to delivering services under this Agreement.
- D. Contractor is not an officer, employee, or agent of the City as those terms are used in ORS 30.265.

**7. INDEMNIFICATION**

City has relied upon the professional ability and training of Contractor as a material inducement to enter into this Agreement. Contractor warrants that all its work will be performed in accordance with generally accepted professional practices and standards as well as the requirements of applicable federal, state and local laws, it being understood that acceptance of a contractor’s work by City shall not operate as a waiver or release.

Contractor agrees to indemnify and defend the City, its officers, agents, employees and volunteers and hold them harmless from any and all liability, causes of action, claims, losses, damages, judgments or other costs or expenses including attorney’s fees and witness costs and (at both trial and appeal level, whether or not a trial or appeal ever takes place) that may be asserted by any person or entity which in any way arise from, during or in connection with the performance of the work described in this contract, except to the extent that the liability arises out of the sole negligence of the City and its employees. Such indemnification shall also cover claims brought against the City under state or federal workers’ compensation laws. If any aspect of this indemnity shall be found to be illegal or invalid for any reason whatsoever, such illegality or invalidity shall not affect the validity of the remainder of this indemnification.

**8. INSURANCE**

Contractor and its subcontractors shall maintain insurance acceptable to City in full force and effect throughout the term of this contract. Such insurance shall cover all activities of the contractor arising directly or indirectly out of Contractor's work performed hereunder, including the operations of its subcontractors of any tier. Such insurance shall be primary and non-contributory.

The policy or policies of insurance maintained by the Contractor and its subcontractor shall provide at least the following limits and coverages:

A. Commercial General Liability Insurance

Contractor shall obtain, at contractor’s expense, and keep in effect during the term of this contract, Commercial General Liability Insurance covering Bodily Injury and Property Damage on an “occurrence” form. This coverage shall include Contractual Liability insurance for the indemnity provided under this contract. The following insurance will be carried:

<b>Coverage</b>	<b>Limit</b>
General Aggregate	3,000,000
Products-Completed Operations Aggregate	3,000,000
Personal & Advertising Injury	3,000,000
Each Occurrence	2,000,000
Fire Damage (Any one fire)	500,000
Medical Expense (Any one person)	5,000

B. Commercial Automobile Insurance

Contractor shall also obtain, at contractor’s expense, and keep in effect during the term of this contract, Commercial Automobile Liability coverage including coverage for all owned, hired, and non-owned vehicles. The Combined Single Limit per occurrence shall not be less than \$2,000,000.

- C. Professional Liability Insurance  
Contractor shall obtain, at Contractor's expense, and keep in effect during the term of this contract, Professional Liability Insurance covering any damages caused by an error, omission or any negligent acts. Combined single limit per occurrence shall not be less than \$2,000,000. Annual aggregate limit shall not be less than \$2,000,000.
- D. Workers' Compensation Insurance  
The Contractor, its subcontractors, if any, and all employers providing work, labor or materials under this Contract who are subject employers under the Oregon Workers' Compensation Law and shall comply with ORS 656.017, which requires them to provide workers' compensation coverage that satisfies Oregon law for all their subject workers. Out-of-state employers must provide workers' compensation coverage for their workers that complies with ORS 656.126. Employer's Liability Insurance with coverage limits of not less than \$500,000 each accident shall be included.
- E. Additional Insured Provision  
The Commercial General Liability Insurance and Commercial Automobile Insurance policies and other policies the City deems necessary shall include the City, its officers, directors, employees and volunteers as additional insureds with respect to this contract.
- F. Notice of Cancellation  
There shall be no cancellation, material change, exhaustion of aggregate limits or intent not to renew insurance coverage without 30 days written notice to the City. Any failure to comply with this provision will not affect the insurance coverage provided to the City. The certificates of insurance provided to the City shall state that the insurer shall endeavor to provide 30 days notice of cancellation to the City.
- G. Insurance Carrier Rating  
Coverages provided by the Contractor must be underwritten by an insurance company deemed acceptable by the City. The City reserves the right to reject all or any insurance carrier(s) with an unacceptable financial rating.
- H. Certificates of Insurance  
As evidence of the insurance coverage required by the contract, the Contractor shall furnish a Certificate of Insurance to the City. No contract shall be effected until the required certificates have been received and approved by the City. The certificate will specify and document all provisions within this contract. A renewal certificate will be sent to the above address 30 days prior to coverage expiration.

Certificates of Insurance should read "Insurance certificate pertaining to contract for **Highway 43 Land Use and Neighborhood Connectivity Plan**. The City of West Linn, its officers, directors and employees shall be added as additional insureds with respects to this contract. A notation stating that "Insured coverage is primary" shall appear in the description portion of certificate.

I. Independent Contractor Status

The service or services to be rendered under this contract are those of an independent contractor. Contractor is not an officer, employee or agent of the City as those terms are used in ORS 30.265.

J. Primary Coverage Clarification

The parties agree that Contractor's coverage shall be primary to the extent permitted by law. The parties further agree that other insurance maintained by the City is excess and not contributory insurance with the insurance required in this section.

K. Cross-Liability Clause

A cross-liability clause or separation of insureds clause will be included in the general liability policy.

Contractor's insurance policy shall contain provisions that such policies shall not be canceled or their limits of liability reduced without thirty (30) days prior notice to City. A copy of each insurance policy, certified as a true copy by an authorized representative of the issuing insurance company, or at the discretion of City, in lieu thereof, a certificate in form satisfactory to City certifying to the issuance of such insurance shall be forwarded to:

Chris Myers City of West Linn 22500 Salamo Road West Linn, OR 97068	Ph: 503-742-6062 Fax: 503-(insert #) Email: cmyers@westlinnoregon.gov
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Such policies or certificates must be delivered prior to commencement of the work.

The procuring of such required insurance shall not be construed to limit contractor's liability hereunder. Notwithstanding said insurance, Contractor shall be obligated for the total amount of any damage, injury, or loss caused by negligence or neglect connected with this contract.

9. **METHOD & PLACE OF SUBMITTING NOTICE, BILLS AND PAYMENTS**

All notices, bills and payments shall be made in writing and may be given by personal delivery, mail or by fax. Payments may be made by personal delivery, mail, or electronic transfer. The following addresses shall be used to transmit notices, bills, payments, and other information:

<b>City of West Linn</b>	<b>CONTRACTOR</b>
Attn: Finance Department	Attn: MIG
22500 Salamo Road	Address: Alex Dupey
West Linn, OR 97068	
Phone: 503- 657-0331	Phone: 503-297-1005
Fax: 503-650-9041	Fax: (insert #)
Email: acctspayable@westlinnoregon.gov	Email: alexd@MIG.com

and when so addressed, shall be deemed given upon deposit in the United States mail, postage prepaid, or when so faxed, shall be deemed given upon successful fax. In all other instances, notices, bills and payments shall be deemed given at the time of actual delivery. Changes may be made in the names and addresses of the person to who notices, bills and payments are to be given by giving written notice pursuant to this paragraph.

**10. MERGER**

This writing is intended both as a final expression of the Agreement between the parties with respect to the included terms and as a complete and exclusive statement of the terms of the Agreement. No modification of this Agreement shall be effective unless and until it is made in writing and signed by both parties.

**11. TERMINATION WITHOUT CAUSE**

At any time and without cause, City shall have the right, in its sole discretion, to terminate this Agreement by giving notice to Contractor. If City terminates the contract pursuant to this paragraph, it shall pay Contractor for services rendered to the date of termination.

**12. TERMINATION WITH CAUSE**

A. City may terminate this Agreement effective upon delivery of written notice to Contractor, or at such later date as may be established by City, under any of the following conditions:

- 1) If City funding from federal, state, local, or other sources is not obtained and continued at levels sufficient to allow for the purchase of the indicated quantity of services. This Agreement may be modified to accommodate a reduction in funds
- 2) If federal or state regulations or guidelines are modified, changed, or interpreted in such a way that the services are no longer allowable or appropriate for purchase under this Agreement.
- 3) If any license or certificate required by law or regulation to be held by Contractor, its subcontractors, agents, and employees to provide the services required by this Agreement is for any reason denied, revoked, or not renewed.
- 4) If Contractor becomes insolvent, if voluntary or involuntary petition in bankruptcy is filed by or against Contractor, if a receiver or trustee is appointed for Contractor, or if there is an assignment for the benefit of creditors of Contractor.

Any such termination of this agreement under paragraph (a) shall be without prejudice to any obligations or liabilities of either party already accrued prior to such termination.

B. City, by written notice of default (including breach of contract) to Contractor, may terminate the whole or any part of this Agreement:

- 1) If Contractor fails to provide services called for by this Agreement within the time specified in this Agreement or any extension thereof, or
- 2) If Contractor fails to perform any of the other provisions of this Agreement, or so fails to pursue the work as to endanger performance of this agreement in accordance with its terms, and after receipt of written notice from City, fails to

correct such failures within ten (10) days or such other period as City may authorize.

The rights and remedies of City provided in the above clause related to defaults (including breach of contract) by Contractor shall not be exclusive and are in addition to any other rights and remedies provided by law or under this Agreement.

If City terminates this Agreement under paragraph (B), Contractor shall be entitled to receive as full payment for all services satisfactorily rendered and expenses incurred, an amount which bears the same ratio to the total fees specified in this Agreement as the services satisfactorily rendered by Contractor bear to the total services otherwise required to be performed for such total fee; provided, that there shall be deducted from such amount the amount of damages, if any, sustained by City due to breach of contract by Contractor. Damages for breach of contract shall be those allowed by Oregon law, reasonable and necessary attorney fees, and other costs of litigation at trial and upon appeal.

**13. ACCESS TO RECORDS**

City shall have access to such books, documents, papers and records of Contractor as are directly pertinent to this Agreement for the purpose of making audit, examination, excerpts and transcripts.

**14. FORCE MAJEURE**

Neither City nor Contractor shall be considered in default because of any delays in completion and responsibilities hereunder due to causes beyond the control and without fault or negligence on the part of the parties so disabled, including but not restricted to, an act of God or of a public enemy, civil unrest, volcano, earthquake, fire, flood, epidemic, quarantine restriction, area-wide strike, freight embargo, unusually severe weather or delay of subcontractor or supplies due to such cause; provided that the parties so disabled shall within ten (10) days from the beginning of such delay, notify the other party in writing of the cause of delay and its probable extent. Such notification shall not be the basis for a claim for additional compensation. Each party shall, however, make all reasonable efforts to remove or eliminate such a cause of delay or default and shall, upon cessation of the cause, diligently pursue performance of its obligation under the Agreement.

**15. NON-WAIVER**

The failure of City to insist upon or enforce strict performance by Contractor of any of the terms of this Agreement or to exercise any rights hereunder should not be construed as a waiver or relinquishment to any extent of its rights to assert or rely upon such terms or rights on any future occasion.

**16. NON-DISCRIMINATION**

Contractor agrees to comply with all applicable requirements of federal and state civil rights and rehabilitation statutes, rules, and regulations. Contractor also shall comply with the Americans with Disabilities Act of 1990, ORS 659A.142, and all regulations and administrative rules established pursuant to those laws.

**17. ERRORS**

Contractor shall perform such additional work as may be necessary to correct errors in the work required under this Agreement without undue delays and without additional cost.

**18. EXTRA (CHANGES) WORK**

Only **Chris Myers, Associate Planner** may authorize extra (and/or change) work. Failure of Contractor to secure authorization for extra work shall constitute a waiver of all right to adjustment in the contract price or contract time due to such unauthorized extra work and Contractor thereafter shall be entitled to no compensation whatsoever for the performance of such work.

**19. WARRANTIES**

All work shall be guaranteed by Contractor for a period of one year after the date of final acceptance of the work by the owner. Contractor warrants that all practices and procedures, workmanship and materials shall be the best available unless otherwise specified in the profession. Neither acceptance of the work nor payment therefore shall relieve Contractor from liability under warranties contained in or implied by this Agreement.

**20. ATTORNEY'S FEES**

In case suit or action is instituted to enforce the provisions of this contract, the parties agree that the losing party shall pay such sum as the court may adjudge reasonable attorney fees and court costs, including attorney's fees and court costs on appeal.

**21. GOVERNING LAW**

The provisions of this Agreement shall be construed in accordance with the provisions of the laws of the State of Oregon. Any action or suits involving any question arising under this Agreement must be brought in the appropriate court of the State of Oregon.

**22. COMPLIANCE WITH STATE AND FEDERAL LAWS/RULES**

Contractor shall comply with all applicable federal, state and local laws, rules and regulations, including, but not limited to, the requirements concerning working hours, overtime, medical care, workers compensation insurance, health care payments, payments to employees and subcontractors and income tax withholding contained in ORS Chapters 279A and 279B, the provisions of which are hereby made a part of this agreement

**23. CONFLICT BETWEEN TERMS**

It is further expressly agreed by and between the parties that should there be any conflict between the terms of this Agreement and the Contractor's proposed contract terms, scope of work, or any other document provided by the Contractor, this Agreement shall control and nothing in this Agreement shall be considered as an acceptance of any conflicting terms in the Contractor's proposal.

**24. AUDIT**

Contractor shall maintain records to assure conformance with the terms and conditions of this Agreement, and to assure adequate performance and accurate expenditures within the contract period. Contractor agrees to permit City, the State of Oregon, the federal government, or their duly authorized representatives to audit all records pertaining to this Agreement to assure the accurate expenditure of funds.

**25. SEVERABILITY**

In the event any provision or portion of this Agreement is held to be unenforceable or invalid by any court of competent jurisdiction, the validity of the remaining terms and provisions shall not be affected to the extent that it did not materially affect the intent of the parties when they entered into the agreement.

**26. AMENDMENT AND COMPLETE AGREEMENT**

This Agreement and attached exhibits constitutes the entire Agreement between the parties. No waiver, consent, modification, or change of terms of this Agreement shall bind either party unless in writing and signed by both parties. Such waiver, consent, modification, or change if made, shall be effective only in specific instances and for the specific purpose given. There are no understandings, agreements, or representations, oral or written, not specified in this Agreement regarding this Agreement. Contractor, by the signature of its authorized representative, acknowledges that he has read this Agreement, understands it and agrees to be bound by its terms and conditions.

INTENDING TO BE BOUND, City has caused this Agreement to be executed by its duly authorized undersigned officer and Contractor has executed this Agreement on the date written below.

**CONTRACTOR**

**CITY OF WEST LINN**

\_\_\_\_\_  
*Signature*

\_\_\_\_\_  
*Signature*

\_\_\_\_\_  
*Printed Name & Title*

\_\_\_\_\_  
*Printed Name & Title*

\_\_\_\_\_  
*Date*

\_\_\_\_\_  
*Date*

APPROVED AS TO FORM:

\_\_\_\_\_  
LEGAL

## **EXHIBIT 1 - CONSULTANT SCOPE OF WORK**

### **TASK 1: PROJECT MANAGEMENT AND COORDINATION**

#### ***Project Management/Team Oversight***

The Consultant shall provide overall team coordination and project management for the duration of the contract. The Consultant shall coordinate with the City Project Manager on general logistics, planning and deliverables, and public events. This task includes approximately twice-monthly project management team coordination meetings, regular oversight of the statement of work, project team coordination, subconsultant management and coordination, budget management, monitoring for quality and accuracy of all deliverables, and regular phone and e-mail communications.

#### ***1.2 Neighborhood Engagement Plan***

The Consultant shall develop a Neighborhood Engagement Plan (NEP) that identifies strategies to engage residents and businesses, including those who may not typically participate in traditional public engagement. The NEP will identify the tools, techniques, resources, partners, and anticipated timing for major events. The NEP will also identify the demographics in the corridor that may require focused outreach strategies and provide direction on the type and location of meetings, potential partnering opportunities with existing community-based organizations and community leaders, events, and social media outreach.

#### ***1.3 Planning Commission and City Council***

The Consultant shall coordinate with the City to present at up to five Planning Commission and City Council meetings. A maximum of two consultant staff will attend the meetings. The Consultant shall prepare presentations in advance of the meetings for the City to review, briefly summarize results, and identify next steps. The Consultant shall attend the equivalent of five (5) online meetings with each group. The Consultant and City may agree to conduct some meetings in person and adjust the total number of meetings accordingly.

#### ***1.4 Project Working Group and Technical Working Group Meetings***

The Consultant shall and facilitate up to five meetings each of a Project Working Group (PWG) and Technical Advisory Group (TAG) to review and provide input on the project at major project milestones. Meetings will coincide with major deliverables and City Council meetings. The Consultant shall work with City staff to determine appropriate meeting topics and target dates. In addition, City staff will conduct meetings with a Youth Advisory Council to gain young people's perspective on the project. One or more members of the Youth Advisory Council may attend selected meetings of the PWG.

#### ***1.5 Presentations and Graphics***

The Consultant shall prepare up to three unique presentations and talking points for use by the City to provide project updates to their constituents. These presentations and associated graphics may be targeted to specific interest groups along the corridor.

## **TASK 2: EXISTING CONDITIONS ANALYSIS AND CODE AUDIT**

### ***2.1 Consultant and City Staff Project Kickoff***

The Consultant shall coordinate with the City to schedule and facilitate a in-person three-hour kickoff meeting to discuss the project scope of work and schedule for the overall effort; and identify critical issues and potential measures of success for the project. The kickoff also will include a tour of the corridor and identify key interest areas for the City and outcomes from previous transportation and land use studies. City staff shall arrange for logistics of the project tour and kickoff meeting. The Consultant shall prepare an agenda and other needed meeting materials, with review and refinement by City staff, as needed.

### ***2.2 Existing Plans Review***

The Consultant shall identify relevant information from previous plans and documents to inform the corridor plan. Of particular importance will be the Bolton and Robinwood Neighborhood Plans, as well as the more recent corridor design completed by Kittelson. The Consultant shall describe how each of the plans align, complement, and/or conflict, with one another. The plans review will include a brief summary (one to two paragraphs), key findings, and how the plan information would be incorporated in this effort. As part of this task, the Consultant shall confirm if the 2016 OR 43 Corridor Plan would require any design modifications as previously proposed to meet state requirements and describe those changes.

### ***2.3 Interviews/Neighborhood Association Discussions***

The Consultant shall facilitate up to 10 individual meetings, focus groups, or roundtable interviews to identify key issues and opportunities that should be addressed during the corridor plan. This should include interactions with ODOT and, if possible, listening sessions with the Bolton and Robinwood Neighborhood Associations. The Consultant shall facilitate the meetings and provide a summary of input following the conclusion of all meetings and focus groups.

## **TASK 3: CORRIDOR VISION**

### ***3.1 Virtual Community Kickoff and Pop-Up Meeting Toolkit***

The Consultant shall conduct an online survey to engage residents in a discussion of potential mixed use development opportunities and pedestrian and bicycle improvements for key locations in the corridor. City staff will use a variety of methods to encourage participation in the survey, including announcements via the City Website, social media channels, interested parties email lists, and other measures.

The Consultant shall prepare a set of materials that City staff can use to conduct pop-events in the corridor, as well as meetings with community groups to engage residents in conversations about future development and improvements in the corridor. Toolkit materials will be defined in more detail in the Neighborhood Engagement Plan prepared during Task 1.2 and may include one or more display boards, brief handouts, questionnaires, links to the online survey, an event summary form, and other materials agreed upon by the Consultant and City staff. The Consultant shall participate in an initial event with City staff, if needed. City staff shall conduct and summarize remaining events.

### ***3.2 Foundation/Draft Vision and Goals***

The Consultant shall work with the City to develop a preliminary corridor vision and goals for broad community review using input from the interviews, online survey, pop-up events, PWG and TAG meetings, and Planning Commission and City Council work sessions. The vision and goals will be formatted in a highly graphic manner for use at this stage and throughout the remainder of the project.

## **TASK 4: CORRIDOR ALTERNATIVES AND CODE CONCEPTS**

### ***4.1 Preliminary Connectivity Improvements and Corridor Concepts***

Using the information gathered during the interviews, community kickoff, PWG and TAG meetings, the Consultant shall develop a brief memorandum and graphics illustrating potential corridor recommendations that incorporate potential neighborhood connectivity options, conceptual development nodes along the corridor, opportunities and constraints related to implementation, and development code concepts (see Task 4.4). This task will also include plan and 3D view maps, precedent imagery, and supporting narrative.

### ***4.2 Comprehensive Plan/Zoning Concepts***

The Consultant shall review Comprehensive Plan policies for consistency with the vision developed in Task 3 and identify needed policy revisions or additions to achieve that vision. The Consultant shall also work with the City to assess potential changes to the City's zoning map and development requirements, including an assessment of measures needed to meet Climate Friendly and Equitable Communities (CFEC) and/or other State requirements. The Consultant will work with the City to determine the most appropriate approach to amending existing zoning designations and creating a new mixed-use zone for application in selected locations in the corridor. As part of these efforts, The Consultant shall create user-friendly maps and infographics that explain the existing and potential new zoning designations, using images and brief narrative to illustrate the expected development that could occur under the new or updated designations.

### ***4.3 Corridor Concepts Workshop***

The Consultant shall work with the City and community partners to host and facilitate a workshop to provide input and evaluate the preliminary connectivity improvements and code concepts. Concurrently, The Consultant shall launch an online, map-based survey where users can provide input on the design concepts and potential development code concepts and implementation measures.

### ***4.4 Draft Preferred Corridor Concept***

Using the information from previous tasks, The Consultant shall develop a recommended corridor concept. This will include a brief memorandum explaining the concept, plan view maps showing connectivity recommendations, development assumptions, and up to three renderings showing the desired character of potential future development in the development nodes. The recommendations are expected to be implemented in part through preparation and application of a new mixed-use zone. This new zone will define allowed uses; development standards related to size, massing, lot coverage, landscaping and parking; and architectural design standards. The preferred concept will identify the proposed locations for applying the new zone. The Consultant shall prepare and use land use

development assumptions to complete the required Oregon Transportation Planning Rule (TPR) analysis for potential development code changes.

#### ***4.5 Transportation/TPR Analysis***

The Consultant will evaluate transportation-related impacts associated with proposed changes to the comprehensive plan, zoning map, and/or community develop code under existing and projected future traffic conditions to determine if they have a significant effect on the transportation system. If a significant effect does exist, the Consultant shall develop and evaluate potential mitigation measures that would be needed to address the necessary requirements of the TPR. The potential mitigation measures, along with any other changes to the transportation network to support travel within the project area, will be fully developed with project descriptions, planning level cost estimates, and potential funding sources, and incorporated into the City Transportation System Plan (TSP).

#### ***4.6 Pedestrian/Bicycle Connection Analysis and Recommendations***

Existing pedestrian and bicycle connections to OR 43 will be evaluated based on their ability to connect people safely, efficiently, and comfortably to the corridor. The evaluation will consider the need for improvements to existing connections as well as the need for new connections, where feasible, to improve access and connectivity. The location, size, and type of any new facilities, how they connect with the existing and future transportation system, and how they will serve proposed land uses within the neighborhood centers will be evaluated and refined throughout the planning process. In general, improvements are expected to be focused in proposed mixed use or higher density residential areas and in the vicinity of major streets that connect to the corridor (e.g., collector and arterial roads). Any changes to the existing or planned transportation system necessary to improve connections to the corridor, as well as the neighborhood centers, will be documented and specific changes to the City's TSP will be recommended for future updates or amendments.

### **TASK 5: DRAFT CORRIDOR MASTER PLAN**

#### ***5.1 Administrative Draft Corridor Master Plan***

The Consultant shall develop an Administrative Draft Corridor Plan, including charts, maps, and figures. The Administrative Draft Plan will be prepared initially as a Word-based text format with accompanying key graphics. The Consultant -assumes three rounds of review. Upon completion of edits, The Consultant shall produce the document using InDesign (or similar), providing electronic versions for review with decisionmakers and other community members.

#### ***5.2 Comprehensive Plan/Development Code Amendments***

Work conducted in this task will build on previous tasks, as well as previous planning efforts undertaken through the neighborhood plans. In preparing code amendments, The Consultant shall focus on the following:

- Incorporate recommendations from Task 4 related to allowed uses, lot sizes, densities, parking requirements, setbacks, height requirements, and other standards in the new mixed-use zone;
- Ensure that the code provides the right amount of flexibility for allowing a combination of uses, including mixed-use development;
- Identify any other needed code amendments related to CFEC requirements; and

- Incorporate staff, Planning Commission, and City Council input.

The Consultant shall provide a redline version of the Comprehensive Plan and Development Code (including new mixed-use standards), and recommended amendments to the West Linn TSP. Up to three rounds of review are assumed as part of this task.

### ***5.3 Draft Corridor Plan Outreach***

After the Administrative Draft Plan is completed, the Consultant shall coordinate with the City to host an in-person and online open house to provide the community with an opportunity to discuss the entire draft plan and provide comments.

### **TASK 6: ADOPTION-READY DOCUMENTS**

The Consultant -Team will work with City staff to prepare the package of adoption materials described in the City's request for proposals (RFP) and this scope of work. Materials will be easy to understand, free of planning and technical jargon, and make liberal use of graphics developed in earlier stages of the project. As part of this process, the Consultant shall prepare an Executive Summary or similar document that succinctly describes and illustrates elements of the vision, other desired outcomes, and key recommendations and implementing strategies. Final products will include an Adoption-Ready Corridor Plan and Implementing Comprehensive Plan and Development Code Amendments

**Agenda Bill 2023-10-09-04**

Date Prepared: September 28, 2023

For Meeting Date: October 9, 2023

To: Rory Bialostosky, Mayor  
West Linn City Council

Through: John Williams, City Manager *JW*

From: Doug Erickson, Community Services Director *DME*  
Cheryl Hill, Staff Liaison to the Arts and Culture Commission

Subject: Arts and Culture Commission Programming Funds

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**Purpose:**

Recommendation to Council for approval of annual Arts and Culture Commission

**Question(s) for Council:**

Should Arts and Culture Commission annual funding be approved to create community programming around art and culture?

**Public Hearing Required:**

No

**Background & Discussion:**

In the West Linn Arts and Culture Commission mission statement, the commission is tasked with “promoting arts and culture as a vital element in the quality of life for all residents of the City.” Its mission is to:

1. Advance the arts in a way that promotes communication, education, appreciation, and collaboration throughout the City of West Linn.
2. Preserve, celebrate, and share the arts and culture of the many diverse groups, peoples, and history of the area.
3. Create partnerships with business and government.
4. Increase understanding between all people through many aspects of art and culture, including, but not limited to, visual arts, music, dance, language, theater arts, and all cultural attributes.
5. Advise the City Council on matters and issues relevant to arts and culture.

In addition, the goals of the Arts and Culture Commission are listed below.

### **Goals**

The Commission is committed to advancing equity and diversity and strives to foster an atmosphere of inclusivity, creativity, and respect so all feel inspired to participate and express themselves and their identities. The Commission believes the variety of cultures in the region enriches all citizens lives. The Commission seeks to create space for dialogue that includes and connects all members of the West Linn community. The Commission’s goals are to:

1. Increase access to the arts for all members of our community, regardless of age, income, ability, background, or prior experience with the arts, through affordable, inclusive, and diverse displays, events, and performances.
2. Advocate for and partner with artists, arts organizations, and cultural heritage groups by providing opportunities to showcase and educate others about their work.
3. Preserve and promote our heritage by hosting events that celebrate the intersection of the arts and culture, including opportunities for people with diverse backgrounds to share their heritage.
4. Empower our community to experience art, value art spaces, appreciate diversity, and participate in the creative process.

As an advisory group to City Council, the Arts and Culture Commission is focusing efforts on public programming and outreach including a curated art exhibit in October at the Library, and a public project called West Linn Rocks which provided an opportunity for the community to create art on rocks with supplies for the project provided by the Arts and Culture Commission.

The Arts and Culture Commission want to continue providing cultural programming and education by using the Percentage for the Arts funds. It is proposed that City Council designate up to \$15,000 a year for this purpose, with the understanding that the Arts and Culture Commission would report annually on spending to the Council. This would allow for an efficient, streamlined process to plan and create art programming and cultural events without needing council approval for each program and event.

### **Budget Impact:**

The \$15,000 annual request for Arts and Culture Programming would come from the Percentage for the Arts Funds.

### **Sustainability Impact:**

NA

### **Council Options:**

- 1) Approve targeted funds of \$15,000 annually out of the existing Percentage for the Arts to be used for programming and education curated by the Arts and Culture Commission. With this model, the Arts and Culture Commission will be better equipped to accomplish more programs and activities in a timely and efficient manner.
- 2) Do not approve targeted the funds and direct the Arts and Culture Commission how to proceed.

### **Staff Recommendation:**

Approve targeted funds of \$15,000 annually out of the existing Percentage for the Arts to be used for programming and education curated by the Arts and Culture Commission.

**Potential Motion:**

Motion to Approve the City of West Linn Arts and Culture Commission spending up to 15,000 a year on Arts and Culture related public programming, and reporting annually to the West Linn City Council on how the resources were used.

**Attachments:**

1. Arts and Culture Commission Mission Statement and Goals

**West Linn “Percent for Art” Program Governing Guidelines**

*Last revised 2/4/2022 to incorporate edits accepted by commission on 4/7/2021*

Submitted by the West Linn Arts and Culture Commission to inform the City of West Linn’s administration of the Percent for Art program, as defined in Section 2.2 of the West Linn Municipal Code. Please refer to Section 2.2 for definitions of capitalized terms.

**1.0 PURPOSE**

**1.1 Mission Statement**

The West Linn Arts and Culture Commission (hereinafter referred to as the Commission) promotes arts and culture as a vital element in the quality of life for all residents of and visitors to the City. Its mission is to:

5. Advance the arts in a way that promotes communication, education, appreciation, and collaboration throughout the City of West Linn
6. Preserve, celebrate, and share the arts and culture of the many diverse groups, peoples, and history of the area
7. Create partnerships with business and government
8. Increase understanding between all people through many aspects of art and culture, including, but not limited to, visual arts, music, dance, language, theater arts, and all cultural attributes
9. Advise the City Council on matters and issues relevant to arts and culture

**1.2 Goals**

The Commission is committed to advancing equity and diversity and strives to foster an atmosphere of inclusivity, creativity, and respect so all feel inspired to participate and express themselves and their identities. The Commission believes the variety of cultures in the region enriches all citizens lives. The Commission seeks to create space for dialogue that includes and connects all members of the West Linn community. The Commission’s goals are to:

10. Increase access to the arts for all members of our community, regardless of age, income, ability, background, or prior experience with the arts, through affordable, inclusive, and diverse displays, events, and performances

11. Advocate for and partner with artists, arts organizations, and cultural heritage groups by providing opportunities to showcase and educate others about their work
12. Preserve and promote our heritage by hosting events that celebrate the intersection of the arts and culture, including opportunities for people with diverse backgrounds to share their heritage
13. Empower our community to experience art, value art spaces, appreciate diversity, and participate in the creative process

### **1.3 Key Responsibilities**

The Commission will implement its mission and goals through activities such as:

1. Providing recommendations regarding specific art and cultural heritage projects to the City Council for approval.
2. Supporting City Council with developing the city art collection by making recommendations on the acquisition of artwork through various means, including donations and commissions.
3. Contributing to the catalog of the city art collection.
4. Assisting other city commissions, agencies, and departments in using public art to enhance and enrich the lives of all visitors and residents.
5. Recommending other potential funding procedures for ongoing and temporary programs from various sources.
6. Identifying and providing educational and awareness opportunities associated with arts and cultural events, and helping facilitate their implementation.
7. Providing connections with other local, regional, and national organizations working for the benefit and preservation of artistic and cultural values.
8. Identifying and establishing communications with groups and organizations that enrich West Linn life by bringing cultural and artistic values and artifacts to the city.



CITY OF

# West Linn

## Public Comment Form

I wish to speak during **Public Comment** on a topic not related to an agenda item (comments are limited to five minutes):

Please specify topic (required): Public Comments Robmwood Station

I wish to speak on the agenda item listed below (comments are limited to five minutes):

Please specify agenda report number(s) or topic(s) (required):

Please print:

Name: Anthony (Tom) Bracco

Phonetic spelling, if difficult to pronounce: \_\_\_\_\_

Address (Optional): 2716 Robmwood Way

City: Westlinn State: OR Zip: 97068

Email (Optional): anthonyembracco@yahoo.com Phone (Optional): 503-675-1773

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

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