

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

CITY COUNCIL AGENDA

Monday, September 15, 2025

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

Call to Order [6:00 pm/5 min]
 Approval of Agenda [6:05 pm/5 min]
 Public Comments [6:10 pm/10 min]

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

4.	Mayor and Council Reports	[6:20 pm/10 min]
	a. Reports from Community Advisory Groups	
5.	2025 CDC Code Cleanup Amendment Package	[6:30 pm/30 min]
6.	CM/GC Services for Operations Complex, Phase 1, Preconstruction Services and Design Update	[7:00 pm/30 min]
7.	Consideration of Lady B Tugboat Agreement	[7:30 pm/15 min]
8.	City Manager Report	[7:45 pm/5 min]
9.	Adjourn	[7:50 pm]

*City Council meetings will be conducted in a hybrid format with some Councilors, staff, presenters, and members of the public attending virtually and others attending in person. The public can watch all meetings online via https://westlinnoregon.gov/meetings or on Cable Channel 30.

Submit written comments by email to City Council at citycouncil@westlinnoregon.gov. We ask that written comments be provided before noon on the day of the meeting to allow City Council members time to review your comments.

If you cannot attend the meeting in person and would like to speak live at a public meeting by videoconferencing software or by phone, please complete the form located at: https://westlinnoregon.gov/citycouncil/meeting-request-speak-signup by 4:00 pm the day of the meeting to be input into our system. Instructions on how to access the virtual meeting will then be provided to you by email prior to the meeting. If you miss the deadline and would like to speak at the meeting, please fill out the form and staff will send you a link as time allows.

The City abides by Public Meetings law. If you believe a violation has occurred, please <u>click here</u> to inform the staff of your concern.

To request an interpreter or other communication aid, please contact Kathy Mollusky at 503-742-6013 or kmollusky@westlinnoregon.gov.

When needed, the Council will meet in Executive Session pursuant to ORS 192.660(2).



Work Session Agenda Bill

Date: September 15, 2025

To: Rory Bialostosky, Mayor

Members, West Linn City Council

Through: John Williams, City Manager TRW

From: Steve Koper, Community Development Director SK

Darren Wyss, Principal Planner ⊅5₩

Subject: 2025 CDC Code Cleanup Amendment Package Work Session

Purpose:

Receive overview of Planning Commission recommended 2025 CDC Code Cleanup Amendment Package and briefing on legislative process.

Question(s) for Council:

Does the Council have questions regarding the code amendments and legislative process, or need additional information before the October 14, 2025, public hearing?

Background & Discussion:

The Planning Commission (PC) recommended prioritizing a code cleanup project on the West Linn Planning Docket in March 2025. City Council (CC) formally set the Docket in April 2025, including the PC recommended prioritization of a code cleanup project, and directed Staff to work with the PC to develop revised code language and bring an amendment package for adoption to the City Council. Staff and the City Attorney identified three topics related to clear and objective standards to clean up immediately:

- 1. Maximum and Minimum Density Calculations
 - The CDC currently does not have one location with clear and objective instructions on how maximum and minimum densities are calculated.
 - Updated definitions are also needed to define the terms used in the calculations.
- 2. Partition Minimum Density Exemption Clarification
 - The CDC section (CDC 85.200.J(7)) as written has been interpreted by applicants to mean if only three parcels are proposed the project is exempt from minimum density requirements regardless of maximum density allowed for the proposal.
- 3. Shape of Newly Created Lots and Parcels
 - The CDC sections (CDC 85.200.B(3) and (6)) are not clear and objective regarding the preferred lot shape. This has recently led to a variety of creative lot/parcel configurations.

The Planning Commission held two work sessions and a public hearing for the Code Cleanup Project on the following dates:

PC Work Session June 18, 2025

Initial feedback was provided, and Staff made changes as directed.

Work Session Video

Work Session Meeting Materials

Work Session Meeting Notes

PC Work Session July 16, 2025

Final feedback was provided, and PC directed Staff to bring the proposed amendments to public hearing.

Work Session Video

Work Session Meeting Materials

Work Session Meeting Notes

PC Public Hearing August 6, 2025

The Commission voted six (6) to zero (0) to recommend Council adopt the proposed amendments as presented.

Public Hearing Video

Public Hearing Meeting Materials

Public Hearing Meeting Notes

After the Commission recommendation, the City Attorney's office recommended one minor addition to CDC 05.025.A(e) to clarify how heritage and significant trees area is measured to ensure the language is clear and objective. The following language is proposed (highlighted in <u>Blue</u>) to address this issue:

05.025 Measurements

A. Density Calculations

- 1. Developable net area is determined by subtracting the following areas from the developable gross area:
 - a. Type I and II lands,
 - b. All land dedicated to the public for park purposes,
 - c. All land dedicated for public rights-of-way,
 - d. All land proposed for private streets; and
 - e. Optionally, the applicant may subtract the following (as measured in CDC 55.105.C.2(a)):
 - i, Heritage trees,
 - ii. Significant trees or tree clusters.

Below you will find more information regarding the three topics and proposed amendments.

Topic #1 – Maximum and Minimum Density Calculations (CDC Chapters 2, 5, 24, 55, and 85)

The Metro Urban Growth Management Functional Plan (UGMFP) Title 1, Section 3.07.120(b) requires cities to have minimum density standards for each zone where dwelling units are permitted. It is common practice for Metro cities to provide the procedures for calculating maximum and minimum densities within the development code to assist property owners/developers when applying for a land

division. Many of the south Metro area cities have established code sections including: <u>City of Tualatin</u>, <u>City of Tigard</u>, <u>City of Milwaukie</u>, <u>City of Oregon City</u>, <u>City of Lake Oswego</u>, and <u>City of Wilsonville</u>.

The City of West Linn currently requires achieving a minimum 70 percent density during a land division process, but the CDC does not clearly define how to calculate that minimum density. The lack of clarity and clear and objective language has recently led to some confusion for applicants. Staff propose to add language to resolve this issue. Middle housing developments and middle housing land divisions would be exempt from the maximum density calculations per state statutes.

The proposed draft CDC amendments include adding new definitions and removing two definitions to CDC Chapter 2, cleaning up language in CDC Chapter 24 to align with new definitions, adding a density calculation section to CDC Chapter 5, and cleaning up language related to density calculations in CDC Chapters 55 and 85 by pointing to the new section in CDC Chapter 5. See the attached draft CDC amendments.

<u>Topic #2 – Partition Minimum Density Exemption Clarification (CDC Chapter 85)</u>

The UGMFP minimum density requirements (see Topic #1) provide an opportunity for cities "to reduce the minimum zoned capacity of a single lot or parcel so long as the reduction has a negligible effect on the city's or county's overall minimum zoned residential capacity" (UGMFP Title 1, Section 3.07.120(e)).

Planning staff have interpreted the following exemption language in <u>CDC Chapter 85.200.J(7)</u> "Land divisions of three lots or less are also exempt" to mean if the 70 percent minimum density calculation resulted in three lots/parcels, the applicant could reduce the number to two and maintain the City's compliance with the UGMFP.

Recently, an applicant's attorney challenged the interpretation and asserted the language is not clear and objective. In this case, the impact was negligible (three instead of four lots that will be further split into middle housing). However, if a five-acre property zoned R-7 made the same argument, staff believe the result would be non-compliant with the UGMFP as the maximum density would be 24 lots, the minimum density would be 17 lots (see math below) and the applicant could argue they are exempt if only creating three 1.66-acre lots.

5 acres = 217,800 sq. ft.

Minus 20% for ROW = 174,240 sq. ft.

Maximum density = 174,240 sq. ft/7,000 sq. ft. (minimum lot size in R-7) = 24.89, which rounds down to 24

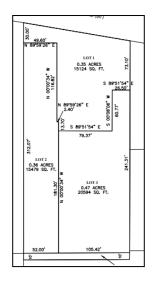
Minimum density = 24 x 0.70 (minimum density requirement) = 16.8, which rounds up to 17

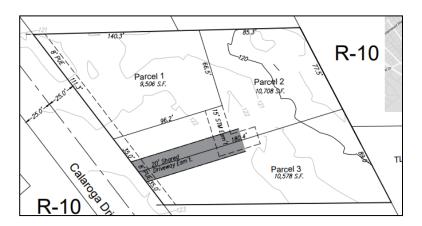
The proposed amendment to CDC 85.200.J(7), found in the attached document, is intended to clarify this confusion.

<u>Topic #3 – Shape of Newly Created Lots and Parcels (CDC Chapters 2, 5, and 85)</u>

The layout of streets and lots/parcels during development helps ensure that any future development changes or issues can be accommodated and rectified. Consistent lot sizes and shapes can also help build community in a neighborhood. <u>CDC Chapter 85.200.B(3) and (6)</u> attempt to address this topic via language focused on lot size, shape, and side lot lines.

Recently, two partition applications have been submitted with irregular parcel lines that were unnecessary as the properties could have accommodated square/rectangular parcels. In discussion with the applicants, they invoked the lack of clear and objective language in the code section identified by Planning staff. The proposed amendments should lead to more consistent development patterns by cleaning up the language and continue to move towards a fully clear and objective CDC that benefits developers, the community, and Planning staff. Here are the two recent application proposals.





At the September work session, Council will be able to ask clarifying questions and/or request more information about the recommended CDC Cleanup Amendment Package. The Council will then hold its public hearing in October to make a decision on the recommended 2025 CDC Code Cleanup Amendment Package with or without further adjustments.

Council Options:

- 1. Receive briefing and hold public hearing for a final decision.
- 2. Receive briefing and direct staff to provide any additional information and return for another work session in October before holding the public hearing.

Staff Recommendation:

Request any additional needed information and make a final decision at the public hearing scheduled for October 14, 2025.

Attachments:

- 1. West Linn Planning Commission Recommendation Memorandum
- 2. ORD 1763 Planning Commission Recommended 2025 Code Cleanup Code Amendment Package



Memorandum

Date: August 7, 2025

To: West Linn City Council

From: West Linn Planning Commission

Subject: CDC-25-01 Recommendation -2025 CDC Cleanup Amendment Package

The Planning Commission held a legislative public hearing on August 6, 2025, for the purpose of making a recommendation to the City Council on adoption of a proposed Code Cleanup Amendment Package.

In April 2025, the City Council directed the Planning Commission to work with Planning staff to recommend a code cleanup amendment package. Staff and the City Attorney brought three topics to the Commission for discussion in June and July 2025. The Commission directed staff to bring forward the proposed amendments into the legislative process. The proposed amendments will provide clear and objective standards for minimum/maximum density calculations, minimum density exemptions, and shape of newly created lots.

After conducting the public hearing, the Commission deliberated and voted six (6) to zero (0) to recommend City Council adopt the proposal as presented.

Respectfully,

Joel Metlen

Chair, West Linn Planning Commission

ORDINANCE NO. 1763

AN ORDINANCE ADOPTING TEXT AMENDMENTS TO THE WEST LINN COMMUNITY
DEVELOPMENT CODE CHAPTERS 2, 5, 24, 55, 85, AND 99 TO UPDATE LANGUAGE TO BE CLEAR
AND OBJECTIVE FOR MINIMUM/MAXIMUM DENSITY CALCULATIONS, MINIMUM DENSITY
EXEMPTIONS, AND SHAPE OF NEWLY CREATED LOTS

Annotated to show deletions and additions to the code sections being modified. Deletions are lined through and additions are underlined in red font.

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;

WHEREAS, in 2025 the City Council prioritized a code cleanup project on the Planning Docket and appointed the West Linn Planning Commission (PC) on April 14, 2025 to act as the working group and work with staff to bring forward a proposed code amendment package; and

WHEREAS, City staff and the City Attorney's office identified three code topics in need of immediate improvement to be clear and objects, comply with state regulations, and better serve community interests; and

WHEREAS, the PC held two work sessions in June 2025 and July 2025; and

WHEREAS, the PC held a public hearing, which was noticed in accordance with City standards, on August 6, 2025, and recommended approval of the proposed 2025 Code Cleanup Amendment Package; and

WHEREAS, the West Linn City Council held a public hearing, which was noticed in accordance with City standards, on October 13, 2025, 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 CDC-25-01, which is incorporated by this reference.

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

SECTION 1. Amendments. The West Linn Community Development Code Chapters 2, 5, 24, 55, 85, and 99 are amended to include new text and rescind existing text as shown in Exhibit A.

ORD 1754 Page 1 of 2

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 the designee is authorized to correct any cross-references and any typographical errors.

SECTION 9. Effective Date. This ordinance shall take effect on the 30th day after its passage.

The foregoing ordinance was first read by title only in accordance with Chanter VIII

The foregoing ordinance was hist read by t	itie offiy in accordant	Le with Chapter viii,
Section 33(c) of the City Charter on the	day of	, 2025, and duly
PASSED and ADOPTED this day of	· · · · · · · · · · · · · · · · · · ·	2025.
	RORY BIALOSTOSK	Y, MAYOR
ATTEST:		
KATHY MOLLUSKY, CITY RECORDER		
APPROVED AS TO FORM:		
KAYLIE KLEIN, CITY ATTORNEY		

ORD 1754 Page 2 of 2

West Linn Community Development Code

CDC Chapter 2: Definitions

Acres, gross. All of the land area owned by the applicant under consideration. See "Tract."

Acres, net. The total gross acres less the public right of way and other acreage deductions as specified in this code.

. . .

<u>Developable Gross Area.</u> The total square footage of the lot(s), parcel(s), or unit(s) of land proposed to be developed.

<u>Developable Net Area.</u> The square footage subject to the maximum and minimum density calculations in CDC 05.025.

...

Rectilinear. Formed or bounded by straight lines.

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Type I lands. Lands that have severe constraints that preclude the use of standard development techniques and technical criteria. Type I lands exist in one or more of the following areas:

- 1. Slope: Land that has slopes of 35 percent or more, as shown on the RLIS topography GIS layer.
- 2. Drainage: All lands within the designated floodway as shown on the appropriate FEMA flood panel.
- 3. Geological hazard: All landslide areas shown on the City's Natural Hazard Mitigation Plan ("NHMP") and identified as "landslide potential exists" on Map 16 of the NHMP, or areas outside Map 16, but within Map 17, Landslide Vulnerable Analysis Area.

Type II lands. Lands which have constraints that are sufficient to preclude most standard types of development. Constraints in these areas generally do not constitute a health or safety hazard, but require the use of non-standard technical design criteria. Type II lands exist in one or more of the following areas:

- 1. Slope: Land that has slopes over 25 percent, as shown on the RLIS topography GIS layer.
- 2. Drainage: All drainage courses identified on the water resource area maps or areas identified as protected Goal 5 Wetlands, and areas outside the floodway, but within the floodway fringe, also known as the 100-year floodplain.
- 3. Geology: All known mineral and aggregate deposits identified on the Comprehensive Plan map as protected Goal 5 resources.

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CDC Chapter 5: General

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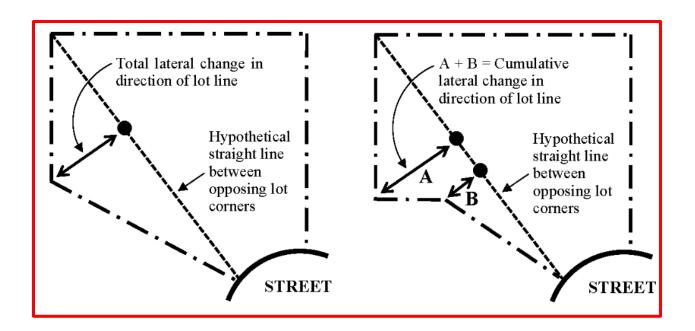
05.025 Measurements

A. Density Calculations

- 1. Developable net area is determined by subtracting the following areas from the developable gross area:
 - a. Type I and II lands,
 - b. All land dedicated to the public for park purposes,
 - c. All land dedicated for public rights-of-way,
 - d. All land proposed for private streets; and
 - e. Optionally, the applicant may subtract the following (as measured in CDC 55.105.C.2(a)):
 - i, Heritage trees,
 - ii. Significant trees or tree clusters.
- 2. Maximum density is determined by dividing the developable net area square footage by the zoning district minimum lot size square footage. Where a maximum density calculation results in a fraction it is rounded down to the next whole number.
- 3. Minimum density is determined by multiplying the maximum density by 0.70. Where a minimum density calculation results in a fraction it is rounded up to the next whole number.

B. Segmented Lot or Parcel Lines

Segmented lot lines include one or more lateral changes in direction. A lateral change is measured by drawing a hypothetical straight line between opposing lot corners and measuring the horizontal distance between the hypothetical straight line and the furthest extent of the actual lot line perpendicular from the hypothetical straight line. Cumulative lateral changes are measured by repeating this process for each lateral change in direction and summing all the distances as shown in the figure below. In the case of flag lots or parcels, the pole portion of the lot or parcel is not included in the measurement of cumulative lateral changes; cumulative lateral changes are measured only between the opposing corners of the flag portion of the lot or parcel.



CDC Chapter 24: Planned Unit Development

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24.110 Residential Density Calculations

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B. Net acres for land to be developed with detached single-family dwellings, or multifamily dwelling including duplexes, is computed by subtracting the following from <u>developable gross</u> area-gross acres:

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24.120 Examples of Residential Density Calculations

When density is to be transferred on a land area with Type I or Type II land, the following procedure will apply:

Example

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Developable Gross-Site Area: 10.49 AC

Density Calculations:

<u>Developable</u> Gross-Site Area 10.49 AC

CDC Chapter 55: Design Review

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55.105 Approval Standards – Class II Design Review – Residential/Clear and Objective C. Relationship to the natural and physical environment.

•••

2. The following shall be protected pursuant to the criteria of subsections (C)(2)(a) through (f) of this section: all heritage trees, as defined in the municipal code and all significant trees and significant tree clusters, as defined in CDC 2.030.

e. The site layout shall achieve at least 70 percent of maximum density for the developable net area as calculated in CDC 05.025. The developable net area excludes all Type I and II lands and up to 20 percent of the remainder of the site for the purpose of protecting significant trees or significant tree clusters as specified in this subsection (C)(2).

CDC Chapter 85: Land Divisions – General Provisions

85.170 Supplemental Submittal Requirements for Tentative Subdivision or Partition Plan A. General

7. Table and calculations showing the allowable number of lots under the zone and how many lots are proposed maximum and minimum density calculations per CDC 05.025 and number of lots or parcels proposed.

...

85.200 Approval Criteria

A. Streets.

- Tree protection. Streets shall be laid out to avoid and protect significant trees and significant tree clusters, but not to the extent that it would compromise connectivity requirements per this subsection A, or bring the achievable density below 70 percent of the maximum density for the developable net area as calculated per CDC 05.025. The developable net area is calculated by taking the total site acreage and deducting Type I and II lands; then up to 20 percent of the remaining land may be excluded as necessary for the purpose of protecting significant trees and tree clusters as provided in CDC 55.100(B)(2) or 55.105(B)(2), as applicable.
- 5. Street Improvements

b. Waiver of required street improvements and in-lieu fee. An applicant may submit a written request for a waiver of abutting street improvements if the improvement would be prohibited by the TSP. When a requested waiver is granted, the applicant shall pay an in-lieu fee in accordance with the City's adopted fee structure equal to the estimated cost, accepted by the City Engineer, of the otherwise required street improvements. As a basis for this determination, the City Engineer shall consider the cost of similar improvements in recent development projects and may require up to three estimates from the applicant. The

amount of the fee shall be established prior to the Planning Commission's decision on the associated application. The in-lieu fee shall be used for in-kind or related improvements.

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B. Blocks and lots.

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3. Lot size and shape. Lot or parcel sizes and dimensions shall conform to the minimum standards of the CDC, unless as allowed by planned unit development (PUD). No lot or parcel shall be dimensioned to contain part of an existing or proposed street. All lots or parcels shall be buildable. "Buildable" describes lots that are free of constraints such as wetlands, drainageways, etc., that would make home construction impossible.

Depth and width of properties reserved or laid out zoned for commercial and industrial purposes shall be adequate to provide for the off-street parking and service facilities required by the type of use proposed.

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6. Lot shape and parcel side lines. The side lot lines of lots and parcels shall run at right angles to the street upon which they face, except that on curved streets they shall be radial to the curve. Each lot or parcel must be rectilinear in shape with straight side lot lines at right angles to front lot lines, and straight rear lot lines parallel to front lot lines, except where not practicable due to location along a street radius or because of existing natural features or lot lines. Side and rear lot lines that are segmented must not contain cumulative lateral changes in direction that exceed 10 percent of the distance between opposing lot corners, as measured using the process of CDC 05.025.

..

J. Supplemental provisions.

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- 7. Density requirement. Density shall occur at 70 percent or more of the maximum density allowed by the underlying zoning as calculated per CDC 05.025.
 - <u>a.</u> These provisions do not apply <u>to Planned Unit Developments where density</u> <u>is calculated per CDC Chapter 24</u>. when density is transferred from Type I and II lands as defined in CDC <u>02.030</u>. Development of Type I or II lands are exempt from these provisions.
 - <u>b. Minimum density calculations per CDC 05.025 that result in Land divisions of three lots parcels or less are also exempt and can divide into two parcels.</u>

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CDC Chapter 99	: Procedures for	Decision	Making:	Quasi-Judicial
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99.080 Notice

Notice shall be given in the following ways:

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E. Table of notices. The following notice summary identifies the appropriate type of notice for the various land use applications of CDC 99.060:

Land Use Action	Type of Notice
Street Vacations	(per State statute requirements)



City Council

Work Session 2025 CDC Clean Up Amendments

September 15, 2025



2025 CDC Clean Up Amendments

CC Packet

- Agenda Bill
 - Background Information
 - Planning Commission Meeting Links
 - City Attorney Recommended Addition
 - Three Topics
 - Min/Max Density Calculations
 - Partition Minimum Density Exemption
 - Shape of Newly Created Lots
- Exhibits
 - PC Recommendation Memo
 - ORD 1763
 - CDC Chapters 2, 5, 24, 55, 85, and 99



STAFF REPORT FOR THE PLANNING COMMISSION

FOR THE PLANNING COMMISSION			
FILE NUMBER:	CDC-25-01		
HEARING DATE:	August 6, 2025		
REQUEST:	To consider adoption of text amendments to West Linn Community Development Code Chapters 2, 5, 24, 55, 85, and 99 to update language to be clear and objective for minimum/maximum density calculations, minimum density exemptions, and shape of newly created lots		
APPROVAL CRITERIA:	West Linn Community Development Code (CDC) Chapters 98 and 105		
STAFF REPORT PREPARED BY: Darren Wyss, Planning Manager			
	TABLE OF CONTENTS		
EXECUTIVE SUMM PUBLIC COMMEN' RECOMMENDATION PROJECT BACKGRO	ATION		
EXHIBIT A:	PROPOSED COMMUNITY DEVELOPMENT CODE AMENDMENTS NNING COMMISSION TRANSMITTAL LETTER TO CITY COUNCIL		

Topic 1 – Min/Max Density Calculations

CDC Lack of Clarity

- Not found in one location
- Not clear and objective
- Not clearly defined

Metro UGMFP Requirements

- Min density standard for each zone (Title 1, Section 3.07.120(b))
- Metro cities' code sections

Exemptions

- Middle housing projects
- Middle housing land divisions
- Planned Unit Development (PUD)
- Partitions (see Topic 2)

REGIONAL FUNCTIONAL PLAN REQUIREMENTS

Title 1: Housing Capacity

3.07.110 Purpose and Intent

The Regional Framework Plan calls for a compact urban form and a "fair-share" approach to meeting regional housing needs. It is the purpose of Title 1 to accomplish these policies by requiring each city and county to maintain or increase its housing capacity except as provided in section 3.07.120. [ord.97-715B, Sec. 1. Ord. 02-969B, Sec. 1. Ord. 10-1244B, Sec. 2.]

3.07.120 Housing Capacity

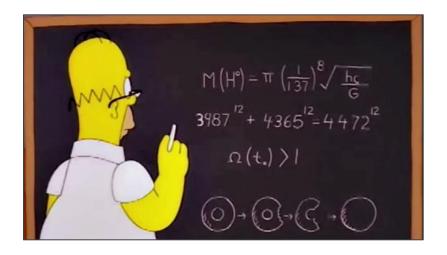
- (a) A city or county may reduce the minimum zoned capacity of the Central City or a Regional Center, Town Center, Corridor, Station Community or Main Street under subsection (d) or (e). A city or county may reduce its minimum zoned capacity in other locations under subsections (c), (d) or (e).
- (b) Each city and county shall adopt a minimum dwelling unit density for each zone in which dwelling units are authorized except for zones that authorize mixed-use as defined in section 3.07.1010(gg). If a city or county has not adopted a minimum density for such a zone prior to March 16, 2011, the city or county shall adopt a minimum density that is at least 80 percent of the maximum density.
- (c) A city or county may reduce its minimum zoned capacity by one of the following actions if it increases minimum zoned capacity by an equal or greater amount in other places where the increase is reasonably likely to be realized within the 20year planning period of Metro's last capacity analysis under ORS 197.299:
 - (1) Reduce the minimum dwelling unit density, described in subsection (b), for
 - (2) Revise the development criteria or standards for one or more zones; or
 - (3) Change its zoning map such that the city's or county's minimum zoned capacity would be reduced.

Action to reduce minimum zoned capacity may be taken any time within two years after action to increase capacity.

- (d) A city or county may reduce the minimum zoned capacity of a zone without increasing minimum zoned capacity in another zone for one or more of the following purposes:
 - To re-zone the area to allow industrial use under Title 4 of this chapter or an educational or medical facility similar in scale to those listed in section 3.07.1340(d)(5)(B)(i) of Title 13 of this chapter; or
 - (2) To protect natural resources pursuant to Titles 3 or 13 of this chapter.

Topic 1 – Proposed Code Amendments

- ◆ Chap. 2 Definitions
 - Eliminate Acres, Gross and Acres, Net
 - Add Developable Gross Area
 - Add Developable Net Area
- Chap. 5 General
 - Create "Measurements" section
 - Process to calculate Developable Net Area
 - Type I and II Lands, Park Land, Public ROW or Private Streets
 - Optional: Heritage/Significant Trees
 - Process to calculate Maximum Density
 - Process to calculate Minimum Density
- Chap. 24/55/85 DR/Land Divisions
 - Clean up random references
 - Reference to CDC 05.025 for calculations





Topic 2 – Partition Minimum Density Exemption

CDC Lack of Clarity

- Differing interpretations
- Not clear and objective

Metro UGMFP Requirements

 Reduce minimum zoned capacity of single lot/parcel with negligible effect (Title 1, Section 3.07.120(e))

Potential Impact

- 5-acre property
- Maximum density = 24 lots
- Minimum density = 17 lots
- Language as written and argued by applicants could result in only 3 parcels

REGIONAL FUNCTIONAL PLAN REQUIREMENTS

Title 1: Housing Capacity

3.07.110 Purpose and Intent

The Regional Framework Plan calls for a compact urban form and a "fair-share" approach to meeting regional housing needs. It is the purpose of Title 1 to accomplish these policies by requiring each city and county to maintain or increase its housing capacity except as provided in section 3.07.120. [ord.97-715B, Sec. 1. Ord. 02-969B, Sec. 1. Ord. 10-1244B, Sec. 2.]

3.07.120 Housing Capacity

- (a) A city or county may reduce the minimum zoned capacity of the Central City or a Regional Center, Town Center, Corridor, Station Community or Main Street under subsection (d) or (e). A city or county may reduce its minimum zoned capacity in other locations under subsections (c), (d) or (e).
- (b) Each city and county shall adopt a minimum dwelling unit density for each zone in which dwelling units are authorized except for zones that authorize mixed-use as defined in section 3.07.1010(gg). If a city or county has not adopted a minimum density for such a zone prior to March 16, 2011, the city or county shall adopt a minimum density that is at least 80 percent of the maximum density.
- (c) A city or county may reduce its minimum zoned capacity by one of the following actions if it increases minimum zoned capacity by an equal or greater amount in other places where the increase is reasonably likely to be realized within the 20year planning period of Metro's last capacity analysis under ORS 197.299:
 - (1) Reduce the minimum dwelling unit density, described in subsection (b), for
 - Revise the development criteria or standards for one or more zones; or
 - (3) Change its zoning map such that the city's or county's minimum zoned capacity would be reduced.

Action to reduce minimum zoned capacity may be taken any time within two years after action to increase capacity.

- (d) A city or county may reduce the minimum zoned capacity of a zone without increasing minimum zoned capacity in another zone for one or more of the following purposes:
 - To re-zone the area to allow industrial use under Title 4 of this chapter or an educational or medical facility similar in scale to those listed in section 3.07.1340(d)(5)(B)(i) of Title 13 of this chapter; or
 - To protect natural resources pursuant to Titles 3 or 13 of this chapter.

Topic 2 – Proposed Code Amendments

- ← Chap. 85 Land Divisions
 - Clarifies the exemption only applies after doing the minimum density calculation in Chapter 05.025
 - Exempts PUDs

CDC Chapter 85: Land Divisions - General Provisions

85.200 Approval Criteria

...

J. Supplemental provisions.

..

- 7. Density requirement. Density shall occur at 70 percent or more of the maximum density allowed by the underlying zoning <u>as calculated per CDC 05.025</u>.
 - a. These provisions do not apply to Planned Unit Developments where density is calculated per CDC Chapter 24. when density is transferred from Type I and II lands as

defined in CDC <u>02.030</u>. Development of Type I or II lands are exempt from these provisions.

b. Minimum density calculations per CDC 05.025 that result in Land divisions of three lots parcels or less are also exempt and can divide into two parcels.



Topic 3 – Shape of Newly Created Lots/Parcels

CDC Lack of Clarity

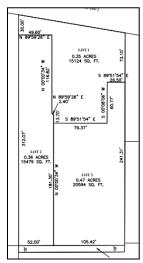
- Differing interpretations
- Not clear and objective

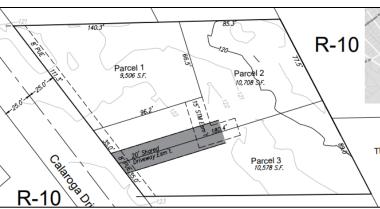
Consistent Size/Shape

- Square/rectangular lots and parcels
- Eliminate unnecessary irregular lines
- Future development patterns
- Extension of streets
- Build community in neighborhoods

Potential Impact

More consistent development patterns





Topic 3 – Proposed Code Amendments

- ◆ Chap. 2 Definitions
 - Rectilinear
- Chap. 5 General
 - Create "Measurements" section
 - Segmented Lot/Parcel Lines
 - Lateral changes
 - Measurement directions w/figures
- ◆ Chap. 85 Land Divisions
 - Clean up language
 - Requires rectilinear lines unless not practicable (existing lines/street radius/natural features)
 - Reference to CDC 05.025 for calculations



2025 CDC Clean Up Amendments

- PC Work Session (June 18th)
- PC Work Session (July 16th)
- ◆ PC Public Hearing (Aug 6th)
 - Recommendation to CC
- CC Work Session (Sept. 15th)
 - Briefing on proposal and process
- CC Public Hearing (Oct. 14th)
 - Final Decision





2025 CDC Clean Up Amendments

QUESTIONS OF STAFF?



Work Session Agenda Bill

Date: 9/15/2025

To: Rory Bialostosky, Mayor

Members, West Linn City Council

Through: John Williams, City Manager JRW

From: Erich Lais, PE – City Engineer/Public Works Director

Subject: CM/GC Services for Operations Complex, Phase 1, Preconstruction Services and Design

Update

Purpose:

To provide Council with an update on preconstruction services and design progress related to the new Operations Complex Construction Project.

Question(s) for Council:

None. Presentation only.

Background & Discussion:

The City owns a 33-acre property on Salamo Road, overlooking I-205, and plans to build a new operations facility on this expansive, sloped site. The facility will serve as a centralized operations hub, housing Water Distribution Maintenance, Sewer and Storm Collections Maintenance, Parks Maintenance, Facilities Maintenance, and Fleet Maintenance. It will also include accommodations for City fueling and materials storage needs, support spaces for staff during extended emergency events, and areas for City-wide staff events and training sessions.

On March 17, 2025 City Council reviewed and approved use of the City's adopted local contracting rule exemption 10.105 which allows for solicitation of construction services under the CM/GC delivery method thus providing enhanced coordination with design teams, subcontractors, and excavation trade partners to further refine the design approach and perform constructability reviews during the preconstruction phase of the project (current phase).

Through a formal RFP solicitation process, West Linn City Council awarded a CM/GC preconstruction contract to Skanska USA Buildings on June 16, 2025 and City staff immediately began coordination between Skanska, City's architecture consultant Scott Edwards Architects (SEA), and Klosh Group (City's Owner Representative) for the preconstruction phase of the project. This effort, to date, has encompassed a multi-week comprehensive value engineering exercise between five core subgroups focusing on key elements of the projects including but not limited to: site development, architecture and structural components, mechanical/electrical systems, IT/security, and equipment/furnishings. These subgroups are comprised of representatives from City staff, Klosh Group, SEA, Skanska, as well as excavation, structural, electrical, mechanical, and plumbing experts which are subconsultants to Skanska and/or SEA.

The overarching goal of these groups, through the value engineering exercise, is to identify key elements of programming for the complex, identify alternative methods of construction aimed to provide cost savings while maintaining quality and safety, review of cost estimates to identify any duplicate expenses across project elements, identify alternative sourcing methods and/or materials that result in cost savings, and any and all other creative means and methods to produce the most cost-effective final design possible. This process is near completion. City project staff will be reviewing final results of these recommendations in the coming weeks.

In addition to the value engineering design efforts currently underway, the City's architecture consultant SEA has completed and submitted a land use application for review on behalf of the City. The application is currently under review, and SEA is working to research and address any comments or requests for additional information posed by the City's Planning Department.

Attached is a presentation which provides an overview of the history of the project, the current status, and anticipated next steps.

Council Options:

Presentation only.

Staff Recommendation:

Presentation only.

Attachments:

1. Operations Complex Update Presentation



City of West Linn Operations Complex

City Council Project Update 9/15/2025

Meet the Team



Kevin Sund *Klosh Group*



Julia Stong Klosh Group



Brandon Dole
Scott Edwards
Architecture



Kim Larsen Skanska







Agenda

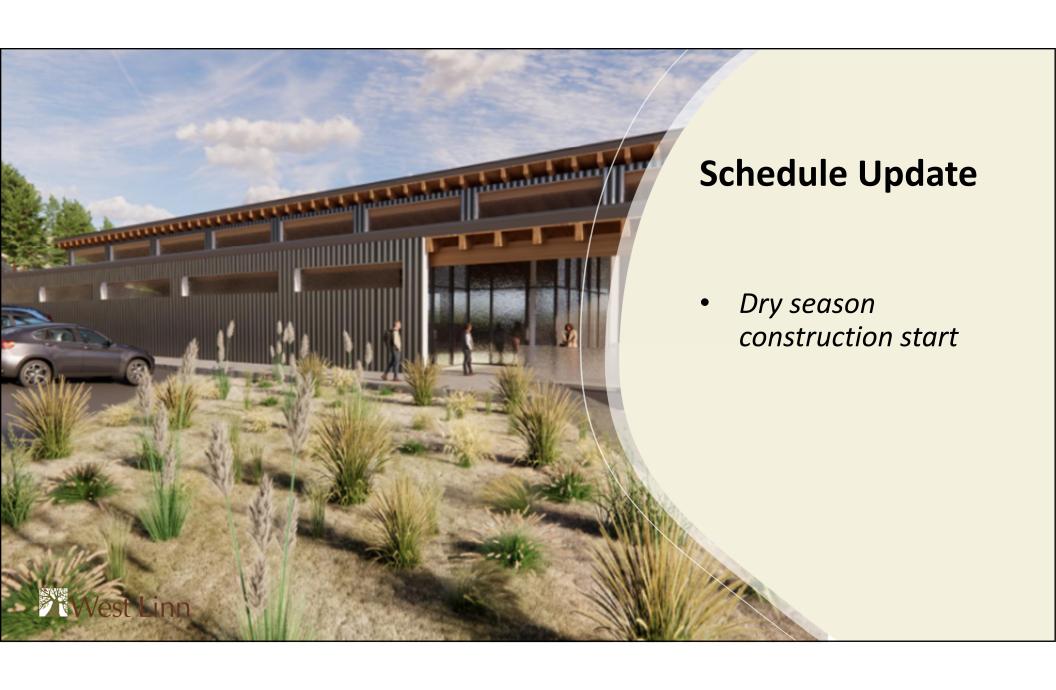
Operations Complex Status Update

- Recap from Previous Council Session
- Schedule Update
- Progress Update
- Next Steps/Future Milestones

City Council Q&A













Q&A



Work Session Agenda Report

Date Prepared: September 9, 2025
For Meeting Date: September 15, 2025

To: Mayor Rory Bialostosky and West Linn City Council

From: John Williams, City Manager TRW

Subject: Lady B river tugboat – draft Memorandum of Understanding

Purpose

Discussion of potential agreement with Willamette Falls Heritage Advocates ("Advocates") regarding ownership and display of Lady B tugboat.

Question(s) for Council:

Would the Council like the City to accept ownership of the Lady B for future public display? If so, does Council have direction on the roles and responsibilities of the City and Advocates in a potential written agreement to move the project forward?

Background & Discussion:

Council has had several discussions with the Advocates about their proposal to preserve a 40-foot, 75-year-old river tugboat named the Lady B. The <u>staff report</u> written for the Council's January 16, 2024 meeting contains staff considerations, Council options, and a recommendation, and remains relevant. It also contains a lengthy background history of the Lady B provided by the Advocates. Council also discussed the project at the <u>March 3, 2025 Work Session</u> and directed staff to work with the advocates to draft a written agreement. The Parks and Recreation Board has discussed the project several times and provided documentation of concerns to Council in March 2025 (Attachment 1). Some of these concerns are addressed by the current draft, but not all particularly the placement in an already-busy Willamette Park.

Following Council direction on March 3, staff worked with the Advocates to develop a draft Memorandum of Understanding ("MOU," Attachment 2) regarding next steps and the roles and responsibilities of the City, the Advocates, and Wilsonville Concrete Products ("WCP," the current owner of the boat). The MOU is meant to place all responsibility for fund-raising (estimated at a minimum of \$200,000) with the Advocates. The Advocates would pay all hard costs for consultant time, permits, environmental remediation, and construction. City staff would manage the project, and all consultants needed. The City's match on this project would be a significant amount of staff time (we don't yet have an estimate for this, but it will certainly be hundreds of hours). Note that a transfer agreement between the City and WCP needs to be developed and agreed upon.

Council Options:

Council has a variety of options, including:

- Agree to move forward with the structure proposed in Attachment 1 (or, as amended by Council), to include producing a legally binding contract with legal ownership/transfer agreements.
- Deny the proposal and end the project.

 Request more time for consideration, including perhaps further discussion with PRAB or other Advisory Groups. The Historic Review Board has not yet been consulted nor have neighborhood groups in a formal way.

Staff Recommendation:

We have drafted the attached agreement following Council direction on March 3. Staff still has concerns about our ability to manage this project and provide long-term maintenance for the boat and site, among all the competing priorities for our time and resources. Staff greatly appreciates that the Advocates have agreed to several terms in the draft agreement to attempt to mitigate these concerns (including proposing to fund-raise for a long-term maintenance fund).

Attachments:

- 1. March 2025 PRAB testimony regarding Lady B
- 2. Draft Donation and Fundraising Memorandum of Understanding for Lady B Tugboat

Parks and Recreation Advisory Board Advisory Log

Da	ate	March 3, 2025	Regarding	Tugboat, Lady B
Tr	ansmittal	Presented to City Council by	Vote	Unanimous
		Co-Chair		

Good evening City Council. I am Co-chair of PRAB representing the Board regarding City acquisition of the tugboat, Lady B for placement in Willamette Park. This in no way speaks to the historical significance of the tugboat, only objective concerns regarding the City acquisition and placement in West Linn Parks.

PRAB has had multiple in-depth presentations and discussions regarding the tugboat, the Lady B. The Board unanimously and strongly advised City Council 3 times to deny the placement of the Lady B in Willamette Park. The first presentation to PRAB was December 2022 followed by extensive discussions in June 2023, Nov. 2024, and again last week in 2025. Each time, we advised against this action.

1. Location:

- a. Parks Director, Ken Warner (2022)—identified the following issues: permitting required for siting in a flood plain, use of space in an already overused park, and the project not in alignment with the vision for Willamette park.
- b. PRAB: Willamette Park is the most highly programmed park with space at a premium; it is the park with the best low bank access to Willamette River.
- c. We discussed all of the park properties and found that none would support the placement of the tugboat based on land use restrictions, lease conditions, space availability, or priorities for park development.
- d. At each discussion, the Board found the tugboat is not in alignment with our most pressing priorities when we are planning for parks which include maintenance, auditing safety of trails and bridges, building structured policy and procedures, mitigating impact from Mediterranean Oak Bore, and renegotiating leased property. For capital improvement projects, our focus is on non-motorized boat launch at Willamette Park.

2. Risk Liability:

- a. I cannot believe that anyone would recommend bringing a structure with lead-based paint in a park for kids. Repainting with primer as an encapsulation technique is does not mitigate lead-related risk for outdoor use on structures around children. Replacement, removal or total resurfacing with product like vinyl is recommended.
- b. In a park that serves families and small children, the liability of the inevitable playing on the structure must be considered. It will be an attractive nuisance.
- c. Also, no exit strategy for removing a large item with lead-based paint. Please research this issue.

3. Financial Liability:

- a. Currently, the Advocates have only 12%, \$25,000 on their projected budget need of \$200,000 leaving the City with financial risk if they commit to this plan. Also, the Advocates budget is based on the false assumption that repainting the tugboat will negate the lead paint risks.
- b. We anticipate much higher sums for meeting minimal levels of safety.

Parks and Recreation Advisory Board Advisory Log

c. There is no budget or plan for on-going maintenance. Repainting it twice in 20 years does not qualify as an ongoing maintenance strategy. Considering our understaffed Parks Department, we do not support adding this burden to their responsibilities.

4. Feasibility

a. If the City takes ownership, we need to provide for storage and project management to take this project through to completion.

5. Environmental Concerns

a. Lead paint debris can contaminate the environment, so proper disposal and handling are crucial.

The most recent documentation from the Advocates for the tugboat does not include their meetings with PRAB. Given the timing of presentations, the issue has been complicated by having turnover in Parks Director, City Council members, and PRAB Council Liaison. Also, we believe we have experienced some inconsistencies regarding Council receiving advisory statements. Regardless, Parks and Recreation Advisory Board needs to make sure that the Council is hearing the results of our due diligence and acknowledge the strong opposition to taking on the liability for the tugboat. This in no way negates any historical value of the tugboat; we are simply applying objective criteria to the decision to take on this project and any liability associated with it.

We are starting an Advisory Log to ensure proper documentation of Board Advisories.

Date	March 2, 2025	Regarding	Oppenlander
Transmittal	Emailed to City Council	Vote	Unanimous

Parks and Recreation Advisory Board (PRAB) expresses concern regarding the Oppenlander project and advises the Council to not under-estimate upgrade costs. The City Council needs to seriously consider the cost of upgrades and project management, time for community engagement to determine actual usage needs, and ongoing budgeted funds for management and maintenance. PRAB supports Council weighing city priorities to determine the need for expanded park land. Parks and Recreation Advisory Board stands as an engaged partner in this decision and potential implementation.

Donation and Fundraising Memorandum of Understanding for Lady B Tugboat

This Donation a	nd Fundraising Memorandum of Understanding ("MOU") is entered into this
day of	, 2025, by and between the City of West Linn, an Oregon municipal
corporation ("Ci	ty"); the Advocates for Willamette Falls Heritage, Inc. ("Advocates"),
formerly Willam	ette Falls Heritage Foundation, Inc., an Oregon nonprofit 501(C)(3); and
Wilsonville Con	crete, LLC, ABN Wilsonville Concrete Products ("WCP"), hereinafter
referred to as th	e "Parties".

Recitals

Whereas, throughout 2023 and 2024, Advocates and WCP conferred about ways to prevent the Lady B tugboat, a historic, small steel-hulled tugboat built in 1947, from being scrapped. Advocates and WCP's goals are to preserve and display the Lady B tugboat ("Lady B") on City property;

Whereas, the Advocates wish to facilitate the donation of the Lady B from the ownership of WCP to the ownership of the City for public display, historic preservation and heritage interpretation purposes;

Whereas, the City and WCP will work together on a transfer agreement between WCP and the City;

Whereas, the City Council expressed support for the preservation of local history and local artifacts, and agreed to review a draft plan and/or agreement between the Parties that includes accepting donation of the Lady B as long as funding is secured and a plan is provided for how to restore, place, and maintain the Lady B safely on City property;

Whereas, to accomplish the Advocate's goals, all costs associated with the design, review, permitting, and installation of the Lady B on City property, including project management, will be fully funded through private donation fundraising and/or grant fund awards facilitated by the Advocates;

Whereas, the Advocates will coordinate with City staff to review fundraising progress, provide input on design, historic interpretation and related matters, and project milestones; and

Whereas, this MOU only provides a preliminary understanding, to be presented to the City Council at a public meeting, that outlines the Parties' intentions and provides a framework for future negotiations, but it is not intended to be a legally binding agreement.

The Parties therefore agree as follows:

1. The Project

Draft 4 - 8/28/2025

The Parties agree to work cooperatively on a project ("Project") to preserve and display the Lady B in a West Linn city park. The Project includes two primary phases: (1) fundraising and due diligence work for project design and (2) fundraising, permitting, and construction work for installation, with the end goal of a public interpretative display of the Lady B.

Phase One

The Advocates shall be responsible for raising all funds necessary to complete the Project. If the Advocates fail to raise all funds necessary to complete Phases One and Two as contemplated in this MOU, then WCP's ownership rights in the Lady B will not transfer to the City, and no other party to this MOU will have any future obligations whatsoever.

The Parties anticipate that most or all of Phase One and Two will be conducted by professional contractors retained and managed by the City.

Anticipated elements of Phase One include:

- Advocate fundraising in the amount of \$50,000. If the Advocates do not meet the funding requirement by June 30, 2026, then the Project will be terminated.
- The City will prepare a schedule for the Project and manage a contractor responsible for:
 - Preparing a cost estimate for Phases One and Two;
 - Site selection, design, hazardous materials inventory (including cost of lead paint encapsulation);
 - Environmental site review, assessments, and permitting, including review by the City Planning, Building, and Engineering Departments. The estimated cost range for such reviews is \$_____ to \$____;
 - Construction of display site;
 - Transportation and installation of the Lady B;
 - o Landscaping, architecture, and final site improvements; and
 - o An ongoing maintenance plan with cost estimates.

The City will manage all elements of the work in Phase One and shall not incur any expenses other than staff time.

Phase Two

Anticipated elements of Phase Two include:

 Advocates fundraising in the amount of \$150,000 or alternate amount as determined in Phase One. If the Advocates do not meet the funding requirements of both Phases One and Two by December 30, 2026, then the Project will be terminated.

- The City will prepare a schedule for the Project and manage a contractor responsible for:
 - Lady B lead paint encapsulation;
 - Site preparation and grading;
 - Construction of foundations, display structures, or platforms;
 - Installation of the Lady B and interpretive elements;
 - Landscaping and limited site amenities;
 - Any contingencies or unforeseen Project costs.

The City will not incur any expenses during Phase Two other than staff time. Phase Two fundraising must be fully completed and funds transferred to City, before the City will proceed with Phase Two activities.

2. Donation of Lady B

WCP intends to donate the Lady B to the City, relinquishing all ownership rights upon transfer. The donation will only occur after the Advocate's fundraising for both Phase One and Phase Two of the Project is completed, with funds transferred to the City, and all necessary permits have been secured for project construction.

3. Project Management - Definition of Roles

- The City shall retain oversight of all site design and construction and require contractor compliance with applicable laws, code, and regulations.
- The City will hire and supervise professional contractors to complete Phases One and Two of the Project.
- The Parties agree that the preferred location for the Lady B is south of Volpp Street at Bernert Landing in Willamette Park. Final approval of this location will depend on all permitting and design considerations being addressed in Phase One. Should the site location need to be changed, the Parties will meet to review and agree upon alternative location.

- The City has sole authority to determine a final location.
- City agrees to support grant letters of support by the Advocates to private and public organizations in keeping with the intention of this MOU.

4. Financial Administration

- The City shall keep receipts for Project expenses and make them available upon request by the Advocates.
- The City will use funds transferred to City by Advocates for the sole purpose of completing Phases One and Two of the Project, and for performing ongoing maintenance and repairs to the Lady B, unless the Parties mutually agree in writing to any other use of the funds.

5. No City Obligation for Funding Shortfall

If the Advocates are unable to raise the necessary funds to complete either Phase One or Phase Two of the Project, the City shall have no obligation to contribute City funds to the Project. In such an event, the City may, at its sole discretion:

- Extend fundraising deadlines,
- Modify the Project scope with input from the Advocates, or
- Terminate the Project.

6. Insurance and Liability

Assuming this MOU is approved at the direction of the City Council, negotiations will commence to produce a legally binding contract between the Parties. Insurance and indemnity provisions will apply in contracts between City and contractors, but not in the contract between City and Advocates.

7. Maintenance

The Advocates intend to raise funding in a lump sum for the estimated ongoing maintenance of the Lady B for a period not to exceed 15 years.

Draft 4 - 8/28/2025

The Parties acknowledge that if after installation, the Lady B becomes unrepairable or unsafe for public display, the City may dispose of the Lady B and dismantle all display elements without any penalty or obligations to the Advocates.

8. Termination

Any party may terminate this MOU with thirty (30) days' written notice if a party materially breaches the terms of this MOU, provided that the breaching party cannot cure the breach within 30 days after notice from the affected party.

9. Entire Agreement

This MOU constitutes the entire understanding between the Parties regarding the fundraising, donation, and installation of the Lady B and supersedes all prior discussions or agreements, whether written or oral.

Signatures	
City of West Linn By:	
Name:	
Title:	
Date:	
Advocates for Willamette Falls H	leritage, Inc., an Oregon nonprofit 501(C)(3)
By:	<u></u>
Name:	
Title:	
Date:	
Wilsonville Concrete Products, I	nc.
By:	
Name:	

Draft 4 - 8/28/2025

Title:

Date:

