

I. Planning Program and Objectives

A. State Planning Context

Westfir was incorporated under the laws of the State in January 1979. As required by Senate Bill 100, passed during the 1973 State legislative session, Oregon cities are required to develop comprehensive plans for their futures. These plans must be coordinated with the Land Conservation and Development Commission (LDCD) and must adhere to Statewide Planning Goals, guidelines, and administrative procedures. The initial *Westfir Comprehensive Plan (Plan)* was adopted in May 1980. In this Plan, the City of Westfir (City) developed and adopted a comprehensive plan map and document encompassing community goals as well as the following Statewide Planning Goals:

- Goal 1: Citizens Involvement Program
- Goal 2: Land Use Planning
- Goal 3: Agricultural Lands
- Goal 4: Forest Lands
- Goal 5: Open Space, Scenic and Historic Areas, and Natural Resources
- Goal 6: Air, Water, and Land Resource Quality
- Goal 7: Areas Subject to Natural Disasters and Hazards
- Goal 8: Recreational Needs
- Goal 9: Economy (of the State)
- Goal 10: Housing
- Goal 11: Public Facilities and Services
- Goal 12: Transportation
- Goal 13: Energy Conservation
- Goal 14: Urbanization

The City of Westfir (City) has been a participating member of Lane Council of Governments (LCOG) since October 1979. In 1999, the City, in coordination with LCOG, received funding through the U.S. Forest Service (USFS) Rural Community Assistance Program and the Department of Land Conservation and Development (DLCD) for revision of various elements of the City's Plan and Land Use Ordinances. The City focused its efforts on the most necessary updates, such as in population, public facilities, land use, vacant and underdeveloped lands, and compliance with changes in Statewide Planning Goal 5. This product emerged over approximately two years through the efforts of the Westfir Citizens Advisory Council in collaboration with staff assistance from LCOG, DLCD, and Department of Environmental Quality (DEQ).

The work program for these updates included the following:

- Updating the *Westfir Comprehensive Plan's Buildable Lands Inventory*,
- Revising Westfir land use ordinances to provide appropriate controls to the development of vacant and underdeveloped land,
- Updating the *Public Facilities Element* of the *Westfir Comprehensive Plan*,
- Inventorying and developing plan policies and ordinances to protect riparian resources in the Westfir urban growth boundary (UGB),

- Amending zoning and subdivision ordinances to reflect changes in state law and reprinting (these changes appear in other documents),
- Developing and adopting changes to the *Westfir Comprehensive Plan* and land use ordinances, and
- Reproducing the amended comprehensive plan.

This report presents the results of the above work program as the updated Plan and Plan Diagram for the City of Westfir, Oregon.

For the purposes of Statewide Comprehensive Planning Coordination and Compliance, the following ORS 197.015 definitions are applicable:

Comprehensive Plan: Means a generalized, coordinated land use map and policy statement of the governing body of a state agency, city, county, or special district that interrelates all functions and natural systems and activities relating to the use of lands, including but not limited to sewer and water systems, transportation systems, educational systems, recreational facilities, and natural resources and air and water quality management programs.

Comprehensive: Means all-inclusive, both in terms of the geographic area covered and functional and natural activities and systems occurring in the area covered by the plan.

General Nature: Means a summary of policies and proposals in broad categories and does not necessarily indicate specific locations of any area, activity or use.

Coordinated: A plan is *coordinated* when the needs of all levels of government, semi-public and private agencies, and the citizens of Oregon have been considered and accommodated as much as possible.

Land: Includes water, both surface and subsurface, and the air.

B. Purpose

The *Westfir Comprehensive Plan*, maps, and text are intended as a policy statement encompassing broad development objectives, based on established goals, as to form, content, growth pattern, and municipal services of the City of Westfir in providing an environment for people and their activities. The Plan proposals are general in nature and provide development guidance and strategies for the City of Westfir and its limited urbanizing area. In addition, the Plan proposals address community issues and opportunities, community goals and objectives as approved by the Westfir Comprehensive Planning Committee, and goals established under Oregon Revised Statutes related to Comprehensive Planning Coordination (ORS 227, ORS 215 and ORS 197).

In updating this document for the twenty-first century, a number of key changes were made throughout the document. The first part of the document (Section II) includes resource inventory data that form the basis of the subsequent planning sections. Following the resource inventory, Section III lists community issues and opportunities to consider in future planning for Westfir. Based on the resource inventory and the outlined issues and opportunities, the City developed a set of community goals (Section IV). In the last section (Section V), the Comprehensive Plan details strategies and policies designed to actualize these goals.

II. Resource Inventory

A. Community History

Pre-Explorer/Settler Era

Early area explorers such as botanist David Douglas left written records of the Native American tribes during his Willamette Valley explorations of 1824, as did Hudson Bay explorers in reports to McLoughlin in Fort Vancouver.

These records indicate that 12 Kalapuya tribes occupied the Willamette Valley above the falls of Oregon City. These tribes head flattening and lived on game and produce. The entire population was small, with only a few roving tribes inhabiting the Oakridge-Westfir area by the time the first white settlers arrived.

These wandering groups customarily exchanged visits with their kinsmen in the Cottage Grove area, camping in what is now Oakridge, just east of where the Dunning Ranch lies. Other tribes came from eastern Oregon via established trails over the Cascade Mountains.

By the time of the first European settlement near the Oakridge-Westfir area, approximately 20 Native Americans were in permanent residence in the high prairie to the east. Many names are associated with Native Americans superstition, names such as Baby Rock, Spirit Lake, and Tufti Mountain.

Initial Exploration

Communities of the lower Willamette were settled prior to 1850, while Oakridge-Westfir remained wild mountain country. With the exception of an occasional hunter, the first record of exploration into the area is dated during summer 1852.

On August 20, 1852, a party of seven men was sent out by Linn and Lane counties to determine the feasibility of establishing an immigrant route from the Willamette Forks to Fort Boise. The party departed from Eugene by horseback and followed the river almost to the summit. This route eventually became the Old Military Road, the present-day Rigdon Road.

The explored route was found to make a satisfactory immigrant road. In 1853, from a sketchy description of the route, the famous *Lost Wagon train* attempted to reach Eugene from Lake Malheur. Eventually, all wagon trains traveled through Oakridge Valley.

Early Settlement

The first European settlers arrived at the Oakridge-Westfir area in 1860. This area consists of three levels: high prairie, middle prairie, and Oakridge Valley. On the middle prairie the Sanfords settled to raise cattle and to construct the first dwelling built by European settlers. This settlement came to be known as Hazel Dell and was located approximately a mile east of Oakridge.

Area Development

The most significant development in the area during the 1860s was construction of the Oregon Central Military Road, more commonly known as the Old Military Road or Pengra Pass Road. This was constructed through local shared funding under the supervision of B.J. Pengra of Springfield and resulted in the federal government granting the company three sections of land for every mile of road constructed. This opened up the area for settlement, which began in earnest in the 1870s after completion of the road. By 1875, enough people were living in the area to support the first school, Big Prairie School, which served the area until 1902.

In 1875 a man by the name of Packard logged with oxen in the area above Deception Creek. The logs were hauled to the river and floated to the mill in Springfield. This was the beginning of a flourished logging industry, which led to local mill construction, railroad logging, and shipment of logs by rail to lower valley mills.

Around 1899, the U.S. Department of Interior appointed the first forest ranger for the Upper Willamette area. The ranger's duties included patrolling, game warden, surveying, erecting cabins, trail building, timber marking, log scaling, locating sites for mills and hotels, fire fighting, and serving as Deputy U.S. Marshall. This was the beginning of the federal forest service programs that are now the responsibilities of the Rigdon and Oakridge Ranger Districts.

The Oregon Central Military Road increased the flow of settlers into the area and supported the development of a freight route for wagons.

In 1909, the Southern Pacific Company initiated construction of the Natron cutoff linking Eugene and San Francisco by railroad. This ushered in a construction boom, when hundreds of people came to the area to work on the project. During this year, E. T. Templeton built the first store along the North Fork and sold his wares to the construction crews of the railroad. His store was located where the smokestacks of the Westfir mill once stood.

In May 1912, the railroad was completed to Oakridge (Hazel Dell). The southern portion of the line was also opened to Kirk, Oregon, some 41 miles north of Klamath Falls, leaving an unfinished gap from Oakridge over the pass to Kirk. As Oakridge was a natural location for a subdivision point, E. T. Templeton moved his store from Westfir to Oakridge, making it the city's first business establishment.

During September 1923, work resumed on the 108-mile gap in the railroad between Oakridge and Kirk. This section was completed in summer 1926 with the driving of the Golden Spike on the Natron Cut-Off near Oakridge. Completion of this railroad section allowed as many as five daily scheduled passenger trains to pass through Westfir and Oakridge.

Community Establishment

In 1923, the USFS put up for sale 685 million board feet of timber located along the North Fork of the Willamette River. The contract specified that a “stable community be established to provide decent living conditions and to encourage family life” and “opportunities for a permanency in a well-balanced lumber operation.” The USFS assured the purchaser of the timber sale a continuous supply of 50 million board feet (MBF) of timber a year to keep a mill in operation.

The Western Lumber Company purchased this timber sale on July 22, 1923, at \$1.50 a thousand board feet. The company was founded and run by an old time logger, George Kelly. He had served as Colonel in command of the Forestry Battalion of the 20th Engineers in France. Many of the men who worked with Kelly also served in the Forestry Battalion. Kelly’s brother John was a partner in the Booth-Kelly mill in Springfield.

Captain Starbird, who had served with Kelly, designed the Westfir mill. Construction began in summer 1923, under the supervision of Starbird. A small mill was constructed upstream and across the river from the site of the main mill. A dam was built across the river to form a log pond for the small mill, which cut the lumber for use in constructing the main mill. A short time after completion of the small mill, it was destroyed by fire and timber for the main mill was then transported in by railroad.

It took approximately two years to construct the main mill, which was completed on May 31, 1925, and commenced operations the next day with a design capacity of 200,000 board feet of lumber per day. This event ushered in the beginning of the Westfir community.

Community Development

Western Lumber Company ran into financial difficulties soon after its founding. Herbert Fleischaker of San Francisco provided assistance in securing loans from various banks. The reasons for the financial trouble is not known; however, it is possible that construction of the mill and company town required more resources than anticipated.

In either 1925 or 1926, the company was forced to issue bonds to finance operations. The principal purchaser of these bonds was Blythe, Witter and Company, who eventually took over the mill and its operations. Blythe appointed Myron Woodard of Silver Falls Lumber Company as general manager of the entire Westfir operation. Woodard assigned his son-in-law, Bill Ferrins as resident manager. Ferrins died while in this position and today a small forest camp, Ferrin Forest, bears his name and is located on old Highway 58 between Westfir and Oakridge.

Still the Westfir operation did not prosper. In 1935, a “Bondholders protective Committee” was formed and through a series of financial moves, Western Lumber Co. was dissolved and became the Westfir Lumber Co., a division of Blythe and Co. Even with this reorganization the mill showed no profit. It seemed that this was a poor location for a mill; however, many of the financial problems could be identified as inadequate management. The USFS had to bail the company out more than once during the winter.

During 1944, Blythe put the Westfir Lumber Co. up for sale due to extreme financial difficulties. Edward Hines Lumber Co. became interested, but because Hines already operated a mill supplied with government timber, the company was hesitant. The USFS encouraged Hines to take over the Westfir operation and in August 1945, Hines acquired the Westfir Lumber Co. for \$2 million dollars and began to modernize the holdings. This eventually resulted in the addition of a plywood plant during 1951. Employment was at its peak during this period and has decreased ever since, due primarily to modernization and automation.

From 1952 to 1954 a company sewerage collection system was constructed, serving the Hemlock area. A treatment plant was added to this system in 1969. The company water system North Fork intake was constructed in 1952 and in 1969, a new 200,000-gallon redwood reservoir was built to replace two older reservoirs.

In 1965, the Hines operation of the Westfir mill marked its 20th year of operation. The trend toward automation continued, the price of timber continued to rise, and the USFS no longer guaranteed a supply of 50 MBF of government timber.

Westfir, Lane County's Newest and Smallest City

In mid-1977, the Hines Lumber Company announced that its Westfir operations were for sale. Keen competition and the high cost of raw timber, in addition to outdated sawmill equipment, were the apparent factors leading up to this decision. Local millworkers, concerned with the potential for lost jobs in such a transaction, formed the Westfir Workers Association to try to organize a co-op or non-profit corporation to acquire the mill and continue its operation. However, in September 1977, the mill was sold to another private operator, Mitchell-Blacketer.

Under the new ownership, the plywood operation of the mill was continued. Reorganization of total operation holdings and company interest in diversification led to the decision to divest the company of community residential holdings and the supporting utility systems. This decision triggered the formation of the Westfir Residents Association, which examined alternatives available to the community and its citizens. One option was the formation and incorporation of a new city. Through the year of 1978, this Association weighed community alternatives, finally adopting a course of action that resulted in filing for incorporation as a City in order to operate existing sewer, water, fire, and lighting facilities of the former E.J. Hines Lumber Company. The Lane County Local Government Boundary Commission approved this action on December 7, 1978.

On January 23, 1979, a city formation election was held and the City of Westfir was officially incorporated with an estimated population of 392. Westfir's first City Council was elected during April 1979 and the business of municipal government for the new City was initiated.

August 1979 held two events of significance to Westfir. Early in the month, fire broke out in the hog fuel storage area of the Westfir mill, destroying the sawmill portion before it could be extinguished. This was the second fire in 1979, and it raised serious questions as to the future roll of community's principal source of employment and was compounded by another pending

sale of the Mitchell-Blacketer holdings. The second event was the beginning of the preparation of a comprehensive plan for the City of Westfir, which dealt with assessing the resources and role of the City, and establishing Westfir's direction for the future.

The Last Twenty Years

Since Westfir incorporated and adopted its first comprehensive plan, a number of unanticipated events have occurred. These events fundamentally changed Westfir's role as an industrial community to that of a pleasant place to live with numerous recreational opportunities associated with the surrounding public lands. The following section describes the significant events that provide the motivation for reshaping the *Westfir Comprehensive Plan*.

The Mill Site

After several years of operation under various ownership, the plywood plant also burned to the ground, leaving only the brick and steel power plant building and smokestack as evidence of the original mill complex. Though two very small sawmill operations leased a portion of the mill site for a few years after the plywood plant fire, that event essentially ended the use of the property as an industrial site.

Soon after, the mill site was recognized as a toxic waste site due to the abundant asbestos within and around the power plant, a leaking electric transformer, partially filled glue and resin tanks, and a number of unidentified steel drums scattered around the site. Most of the above-ground contamination was cleaned up with Federal Super-Fund money in the mid-1980s, but little soil testing was done, despite suspicions that soil contamination could be widespread.

After the surface of the site was cleaned, the owners of the property, which changed hands several times, sold salvage rights to the remaining buildings and the power plant was dismantled. Since that time, the mill site has begun to become more of a young forest than the industrial site it used to be.

About ten years after the plywood plant burned, Lane County took possession of the property because no property taxes had been paid since the mill operations had ceased. Part of the mill site was fenced due to toxic waste and liability concerns. Lane County ownership of the mill property allowed for funding of a restoration of the Office Covered Bridge, more commonly known as the Westfir Bridge. This important symbol of Westfir, and one of the only remaining structures immediately associated with the old mill, had been closed for years and was in dire need of repair and painting. The bridge was then opened to the public to access the trailhead to the west and has become a focal point for the city and interpretation of local history.

In 1994, Lane County, in partnership with the Oregon Department of Fish & Wildlife (ODFW), removed the old mill pond dam that spanned the North Fork about 1/8 mile downstream of the covered bridge. Though the dam no longer impounded as much water as it had during the sawmill days, its foundation was a barrier to upstream movement of fish. In addition, the superstructure was known to collect logs and debris during large floods, thereby putting the downstream Hemlock Bridge at risk.

During the ten years that the mill site was in County ownership, a number of parties expressed interest in purchasing it for use for everything from a performance art facility, to industrial facilities, to residences. However, when put up for auction in the mid-1990s, no bids were received. But in 1999, a consortium of real estate developers, known as *Mill Site Developers*, offered to buy the site from the county, pending testing to determine the magnitude of the clean-up necessary. That sale was consummated, and Mill Site Developers currently intends to develop the site for single- and multiple-family residences and some limited commercial use.

The Downtown Business District

In 1982, the City Hall was moved from the old Mill Office Building at the intersection of Westfir Road and Forest Road 19 to the old school building. This freed the old office for sale and it was soon bought and converted to the Westfir Inn, a unique and beautiful bed and breakfast establishment. The Post Office was moved from an old house to the commercial building that contained the Westfir Store. After several changes in ownership, the store finally closed in 1994. A fitness center briefly occupied the space, but the location has been vacant for several years as of this writing.

City Infrastructure

In addition to the movement of City Hall, other key facilities have experienced changes over the last 20 years. Focal points include changes in the City's water and wastewater systems, dam removal, and planned installation of a public rest area.

Westfir's water supply has always experienced excessive turbidity during the winter months, causing premature failure of water heaters, an unappealing appearance of tap water, and the potential threat of water-borne illness as chlorination of turbid water is often not completely successful. In 1985, Westfir used public grant monies to construct a pair of slow sand filters to address this problem. Construction of these filters just upstream of the railroad trestle necessitated relocation of the water intake to a concrete abutment associated with the still slightly impounded mill pond. Also installed were a new chlorination chamber and pumps to move the water across the river to the storage tank.

When the dam foundation was removed in 1994, the river quickly cut through the 10-12 feet of sediment that had deposited behind it, despite assurances from State and County agencies that dam removal would not affect the configuration of the river. This sediment, composed primarily of cobbles, gravel, and sand, took several years to move downstream, raising the river bed three to six feet in places. More importantly, the lowering of the river above the dam site caused serious problems with the new intake facility during the summer and fall low-water periods.

The pump is now 15 to 18 feet above the water level, resulting in great stress upon the pump, and the water itself is only a foot or so deep, occasionally causing the pump to suck in air, causing loss of prime and pump failure. So began a five-year period of brief water shortages when the pump failed and the storage tank ran dry before the part-time operators realized there was a problem.

In 1997, the City, with a compensatory \$5,000 grant from Lane County, drilled a well in the vicinity of the sand filters in the hope that a more reliable water supply might be developed that would not be subject to winter turbidity. A 200-foot well was drilled that yielded an adequate amount of water, but testing showed this water to contain three times more than the allowed level of arsenic compounds and twice the recommended amount of iron. Arsenic is not an uncommon contaminant of deep groundwater in a volcanic geologic setting.

The City's intake problem is currently being addressed in the ongoing water system improvement project, funded by grant and loan monies. This project will include the installation of a new underground submersible pump intake, in addition to a number of system repairs and upgrades.

Like the water system, the sewage collection and treatment system for the Hemlock neighborhood continued to age and deteriorate. In addition, new water quality standards were developed that ultimately require the replacement of the treatment plant. The initial problem with the Hemlock sewer system was the large amount of inflow and infiltration experienced by the collection system during winter months. The aged concrete pipe cracked and separated over the years, allowing groundwater to enter the system, such that during wet periods the plant received more than ten times its maximum treatment capacity of 30,000 gallons a day. This resulted in untreated sewage being discharged into the North Fork, sometimes for days in a row.

In 1996, a grant-funded study was begun that resulted in a construction project to replace the entire collection system, thereby totally eliminating the inflow and infiltration problem by summer 2001. The inadequate and somewhat dilapidated treatment plant continues to be a problem and Westfir has recently entered into an agreement with the City of Oakridge to study the feasibility of pumping sewage to Oakridge's treatment facility.

A partnership between Lane County, Westfir, the USFS, and the Oregon Department of Transportation was formed in 1995 to develop a rest area just west of the covered bridge to serve as a trailhead and interpretive center for Aufderheide Drive (Forest Road 19). This rest area, scheduled for construction in 2001, will provide parking, restrooms, and information on local attractions.

Forest Service Lands

Management of the surrounding Willamette National Forest lands changed as much over the last 20 years as has Westfir's fortunes. Lawsuits resulting in the listing of the Northern Spotted Owl as threatened virtually halted most harvest-related forest management in the early 1990s. This further affected employment opportunities within the Westfir/Oakridge community and a number of residents working in the timber industry left the community during those years. The *Willamette National Forests 1990 Land Use Plan*, and the *1994 Northwest Forest Plan*, which amended the 1990 Plan, resulted in a 70 percent decrease in land available for harvest.

In 1992, the Westfir fire, started by railroad maintenance activities, burned about 75 acres of the south-facing hillside above the mill site and west of the water storage tank. This fire caused no

damage to property other than killing about 30 acres of forest, but it did serve to uncover an old trail linking the Covered Bridge with the Alpine trail to the west.

In the early 1990s the North Fork was designated a Federal Wild and Scenic River and USFS Road 19 was designated a National Scenic Byway, further enhancing the recreational opportunities of the area. The USFS began restoration of the long abandoned North Fork trail along the west side of the river, which begins near the west end of the Covered Bridge. The USFS also developed a cassette-tape self-guided interpretive program for Aufderheide Drive, which eventually connects to Highway 126 and provides a pleasant day trip loop drive for residents of Eugene, Springfield, Blue River, and Westfir.

Residential Area Changes

In 1985, the area along Westfir Road to the west of the Hemlock Bridge was subdivided into one-half- to two-acre residential lots. The water system was extended to service this area. Most of these lots remained undeveloped for some time, but housing construction began there in earnest in the late 1990s. To date, 12 houses have been built on these lots.

There has been little change in other residential areas other than ongoing remodeling and house additions. The *1980 Westfir Comprehensive Plan* indicated that over one-third of Westfir's housing was "sub-standard" due apparently to lack of maintenance. While no formal survey of housing conditions has been conducted recently, a casual look around the city reflects that there has been some considerable improvement in housing quality during the past 20 years. This is probably the best indicator of Westfir's position in the 21st century.

Historic Areas, Sites, Structures, and Objects

One of the symbols of Westfir is the historic covered bridge spanning the North Fork of the Middle Fork of the Willamette River at the intersection of Westfir and West Oak roads. The Office Covered Bridge was reconstructed in 1944 on the site of the original bridge of 1881, which was built by A.S. Miller and Son. The bridge was placed on the National Register during November 1979 and is one of several historic bridges in Lane County.

The Oakridge Pioneer Museum in adjacent Oakridge displays many objects of local history. This museum was established in 1959 as a non-profit organization and is self-supporting through its membership and fundraising activities.

B. Environmental Setting

Region

As shown on the Westfir Context Map (see appendices), Westfir is located on the western slopes of the Cascade Mountain Range, on the banks of the North Fork of the Middle Fork of the Willamette River. The North Fork is one of the main headwater tributaries of the Middle Fork of the Willamette River. The Willamette National Forest, near the center of the Middle Fork Ranger District surrounds Westfir and some adjacent, unincorporated private lands. The newly constructed Middle Fork Ranger Station is located on Highway 58 about one mile west of Westfir.

Eugene, the seat of Lane County government, lies approximately 40 miles northwest via Highway 58, and the Willamette Pass Summit and Klamath County Line are approximately 25 miles to the southeast. The City of Oakridge, population 3,148 (in 2000), is situated just over the ridge to the southeast. Oakridge is the last community and service center in the southeastern portion of Lane County along Highway 58 and is the principal service center for the area.

Highway 58 is a State Highway that connects Interstate 5 and the Eugene-Springfield metropolitan area to U.S. Highway 97, a principal north-south route to the east of the Cascade Mountains. Highway 58 provides convenient access from the Eugene-Springfield metropolitan area to the abundant water and recreation resources of the Willamette National Forest, while also providing an important east-west link for commerce and traffic. Westfir Road is the principal east-west street in Westfir, and connects with Highway 58 just west of the confluence of the North Fork of the Middle Fork and the Middle Fork of the Willamette River.

Adjacent to Westfir are 725,356 acres of national forest. These surrounding public lands formerly fueled the timber-based economy of the Westfir/Oakridge community. The Middle Fork Ranger District still sells some timber, but it is less than 20 percent of the amount that was harvested a decade or two ago. The current timber base includes 177,360 acres. Over the next 20 years, about 88,680 acres will be available for commercial thinning. Today, the surrounding national forest also provides a myriad of scenic vistas and recreational opportunities that attract residents and visitors alike to the Westfir area.

Westfir's city limits and its UGB are nearly identical, reflecting the fact that in this narrow river valley there is little land for development other than that which originally formed the community. Westfir's city limits contain about 188 acres, stretching along the North Fork river for about two miles.

Terrain

The general area may be characterized as a river valley on the western slopes of the Cascade Range. Westfir is situated on the narrow valley bottomlands on both sides of the North Fork of the Middle Fork, just above the confluence with the Middle Fork of the Willamette River. Westfir is at 1,025 to 1,125 feet elevation, with surrounding hills rising steeply from 350 to 900 feet above the valley bottom.

The Union Pacific Railroad to the north, in conjunction with steep slopes and public domain, forms a natural city boundary. This condition is also present to the east, while the southern edge of the city is generally constricted by steep terrain. To the west the Middle Fork of the Willamette River provides a natural barrier, with public domain adjacent to and beyond Highway 58.

Drainage

Principally the North Fork of the Middle Fork Willamette River provides drainage. McLane Creek, which drains into the North Fork within the City, drains the finger valley adjacent to Westoak Road.

Flood Potential

The Federal Emergency Management Agency flood zone maps identify 100-year floodplain areas adjacent to the banks of the North Fork River. Oblique aerial photography taken in December 1964 provides data regarding flooding occurrences within Westfir. The available photography displayed the river from just downstream of the railroad bridge to the bridge leading into Hemlock. The water level of the North Fork during this period of 1964 was contained within the stream banks, significantly below the base of the covered bridge, with considerable distance to the top of the river bank, where any initial flooding would commence.

The stream bank through the major portion of Westfir's urbanized area, below the railroad bridge to the western extreme of Hemlock, averages between 14 and 20 feet above normal water level. Continuing downstream to the confluence with the Middle Fork approximately 100 feet back from the water line, elevations are from 10 to 15 feet above normal water level.

Although this historic information indicates that most of Westfir's city limits, and all areas zoned for residential use, are outside of the 100-year floodplain, the entire city is on a terrace formed by river processes. It may be that this older floodplain feature was formed under other hydrologic processes, such as when glaciers were melting at the end of the last ice age. The river has since cut into this old floodplain surface. Nevertheless, much of this flat feature upon which Westfir is built is covered by a fairly deep layer of silt, indicating that the river has, either in the distant or recent past, been up on this terrace feature.

Soils

Soil classifications are displayed on the Soil Classifications Map (see appendices) and the characteristics of each soil class are presented in Table 1, Soil Type Characteristics.

With the exception of soil type 75A, all slight to moderate slope soils (10A, 80A, 90A, 44B and 44BU) are predominantly Class II agricultural soils. Agricultural limitations are as follows:

- 10A Small area, associated with the Middle Fork floodplain;
- 80 A Small area, urbanized;
- 90A Predominantly urbanized;
- 446B Predominantly urbanized and principal limited area for community growth; and
- 446BU Urbanized, Westridge Subdivision, Westridge Junior High School, Hemlock Subdivision, sewage treatment plant, and Westfir mill.

All soils, with the exception of type 75A, exhibit a 3 or better site class for the production of Douglas fir timber. The yield ranges from 120-164 cubic feet per year per acre for Class 3 and 165-224 cubic feet per year per acre for Class 2. Agricultural limitations for soil classes identified are also applicable for timber production. Steeper slope soils, such as 421C, 423F, 471K, and 618H, are suitable for timber production form a natural boundary for potential urbanizable lands.

Table 1: Soil Type Characteristics

Map Code	Ag Class	DF CF/SC	Slope	Septic Tank	Foundations	Roads	Wildlife	Hazards
10A	II	3	N/A	-	-	-	G-P	F
75A	VIII	0	N/A	-	-	-	P	F
80A	II	3	0-5%	-	-	-	G-P	N/A
90A	II	3	0-7%	-	-	-	G	N/A
421C	III	3	12-20%	0	0	-	M-P	S
423F	VI	3	30-50%	-	-	-	G-P	S
446B	II	3	0-7%	0	+	-	M-P	N/A
446BU	(446 urbanized)							
471K	VII	3	30-60%	-	-	-	G	S
618H	VII	2	50-75%	-	-	-	G	S

Notes: DF
 CF/SC Douglas fir cubic foot site class
 N/A Not Applicable
 - Severe limitation
 0 Moderate limitation
 + Slight limitation
 G Good
 M Moderate
 P Poor
 F Flooding
 S Slope

Source: U. S. Department of Agriculture Soil Conservation Service, 1979.

Specific urban limitations are outlined under septic tanks, foundations, and roads. The 80A and 90A soils generally indicate problems associated with clay type soils, low strength, and shrink-swell characteristics. With many of these soil types currently urbanized, these problems appear to be minimal. Specific site investigations can determine limitations. Soil class 446B, the largest within the Planning Area, exhibits the best traits for urbanization.

Areas subject to principal soil hazards include the low elevation areas adjacent to the rivers, associated with flooding potential, and steeper sloped areas with shallower soils that may be subject to slippage and erosion when disturbed.

Aggregate Resources

Sand and gravel deposits are generally associated with area rivers, with some potential in the alluvium plain of the City's wastewater treatment plant. Principal sources are identified with the Middle Fork Willamette River and are currently extracted and processed for local supply in the Oakridge area. There are no mineral or aggregate mining activities within the Westfir UGB.

Vegetation

Although most of Westfir was cleared of the original vegetation to facilitate construction of the mill, residences, and support buildings, existing vegetation is primarily composed of native tree and shrub species. Douglas fir, big leaf maple, Pacific madrone, red alder, and black cottonwood line the river with the occasional western red cedar and Pacific yew. Trees planted around residences include Douglas fir, grand fir incense cedar, and big leaf maple, in addition to a number of exotic trees such as black locust, spruce, birches, willows, and various fruit trees. Rhododendrons, junipers, laurel, and American holly are common landscaping shrubs in Westfir. Many residents also maintain vegetable and flower gardens. Typical in the western Cascade Mountains, vacant land has been colonized and in some cases dominated by Himalayan blackberries.

The abandoned mill site is quite weedy and has large areas covered with blackberries. In the last 15 to 20 years since the mill buildings burned, the site has begun to reforest. Many places have abundant young Douglas fir, incense cedar, big leaf maple, black cottonwood, and black locust trees.

Climate

Local climate may be characterized as having abundant moisture and moderate temperature, which results in rapid growth of the evergreen forests. Sun shines a portion of almost every day in the year. Annual precipitation ranges between 40 and 50 inches, with the majority falling during the winter months. Snowfall is generally limited and seldom remains on the ground for long. Temperature ranges to the high 80s during August and September to the low 30s in December and January, with occasional lows in the 20s and highs of over 100.

Southwest winds of 10 to 20 miles per hour are associated with rainstorms and occasionally reach 50 m.p.h. Fair weather generally is associated with northerly winds, which average 5 to 15 m.p.h. in the afternoon.

Water Areas, Watersheds, and Groundwater Resources

Current water uses are associated with fish and wildlife (streams and shoreline habitat), recreation, and domestic consumption. The North Fork River provides Westfir with extremely pure water. The most commonly tested-for contaminants such as heavy metals, hydrocarbons, and dissolved minerals are very low to non-existent. The river does get fairly turbid during large winter storms, but typically this turbidity clears up in only a few days. Turbidity becomes a problem during periods of increased stream flow caused by rainwater runoff and snowmelt. Water quality is very good with respect to dissolved oxygen, biochemical and chemical oxygen demands, alkalinity, temperature, and bacterial loading.

McLane Creek, which drains a finger valley that separates Oakridge and High Prairie, has considerable rural development within its drainage basin and drains the eastern portion of Westfir. Data are not available on the water quality of this stream; however, current development characteristics of its drainage area suggest potential for water quality degradation. Periodic fish mortality has been reported in McLane Creek.

The State of Oregon has listed the lower eight miles of the North Fork River as “water quality limited” for temperature. This increased temperature is apparently a result of past timber harvesting practices. Current land management policy does not allow for harvesting within riparian areas. The increased temperature is potentially a problem in relation to fish habitat. The North Fork may get as high as 69 degrees near the Hemlock bridge during the summer. Though the North Fork appears to have a healthy population of fish, it is not stocked and the area above Westfir is currently managed as a quality fly fishing-only experience by the ODFW. Westfir residents commonly use the river for water play in the summer months and generally do not feel the river is too warm.

Groundwater quality in Westfir is not well known but is suspect. The City drilled a well in the late 1990s in attempt to solve the river pump intake problem of low summer flow. The 200-foot well generated a good yield of water at a level 60 feet from the surface, but testing showed this water to contain three times more arsenic than minimum allowable levels. It also contained dissolved iron at twice the recommended maximum.

The wastewater treatment facility in Westfir is aging but no longer experiences stormwater inflow problems due to the new collection system. According to the DEQ, the plant is designed for 30,000 gallons/day yet in the winter months can be overburdened with over 300,000 gallons/day, resulting in the discharge of raw sewage into the North Fork River. Even though the City will be replacing the piped system to resolve the inflow problems, the treatment plant is still at capacity and not functioning properly. Westfir has been exploring options for treatment of wastewater. The preferred option at this time is to pipe the City’s wastewater to Oakridge, although funding for this strategy has not yet been identified.

Air Quality

Air quality data are not available for Westfir, however the air samples taken by the Lane Regional Air Pollution Authority (LRAPA) in Oakridge for total suspended particulates indicates that the area does not currently violate ambient air quality standards and has improved air quality over the past few years.

Table 2: Particulate Matter Concentrations – Oakridge

Year	Annual Arithmetic Mean	Highest 24-Hour Concentration	2nd highest 24-Hour Concentration	Number of Days Over 24-Hour Standard
1991	37	187	184	9
1992	32	178	161	2
1993	32	166	151	1
1994	26	144	143	0
1995	23	142	135	0
1996	22	84	78	0
1997	21	96	90	0
1998	19	80	79	0

Standards:

Annual Arithmetic Mean: 50 micrograms/cubic meter

24-hour Average: 150 micrograms/cubic meter

24-hour Primary Standard: 260 micrograms/cubic meter (not to be exceeded more than once a year)

Source: Lane Regional Air Pollution Authority, 2001

Areas of air quality concern which relate to Westfir are:

1. New major sources of air pollution locating in Westfir and their impact on air quality.
2. Local air quality impacts created by slash burning or intrusions from the Eugene-Springfield area.

Animal and Fish Habitat

Historically, the area surrounding Westfir has provided excellent winter range for big game (e.g., elk and deer); however, this function has been displaced close in due to urbanization. Fur-bearing animals (e.g., beaver, otter, and mink) are closely associated with area streams, particularly the Willamette River and its riparian vegetation.

Local bird population for the Oakridge area is represented by some 75 species as reported by the Lane County Audubon Society. These include blue heron, mallard ducks, hawks, Bald eagle, osprey, quail, dove, owl, raven, robin, and junco, to name a few.

Local basin streams are known for their trout fishing, which include cutthroat, rainbow, and dolly varden. Various species of non-game fish are also present in area streams. The North Fork of the Middle Fork Willamette River has recently been restricted to fly-fishing and wild trout only.

The National Marine Fisheries Service listed the spring Chinook salmon in the Upper Willamette River System as a threatened species under the Endangered Species Act (ESA). This listing imposes requirements on local governments to protect the salmon and its habitat. Section 9 of the ESA prohibits certain activities that directly or indirectly affect or result in a “take” of endangered species. Section 4(d) of the ESA offers limits on the Section 9 take prohibitions for activities conducted under the auspices of federally approved local plans (i.e., parties conducting activities that result in the "take" of a threatened salmon or steelhead will not be legally liable if their activity is being performed in accordance with one of the 4(d) rule "limits").

The multi-purpose dams downstream currently curtail salmon movement up the Middle Fork. But in the last two years the ODFW has trucked adult Chinook salmon around the Dexter and Lookout Point Dams and released them about 16 miles upstream of Westfir. These salmon have successfully spawned. The resulting fry are expected to experience considerable mortality as they migrate downstream due to predators in the reservoirs and the difficulty of passing through the dams; however, some are expected to make it to the ocean and back to the Dexter Dam.

Recreation

While timber harvesting was the reason for Westfir’s creation and growth originally, it is now more likely that the wide range of available recreational opportunities is the primary reason people remain in or move to Westfir. In addition to the following activities and pursuits available near Westfir, the city is also a two-hour drive to the Oregon coast and less than a two-hour drive to the eastern Oregon High Desert Plateau.

Hiking

There are several hiking trails just outside Westfir. The Alpine trail begins just west of Hemlock on the North Shore road. This trail extends for about 12 miles and provides views of the Willamette Valley, the Cascade Crest, and mile after mile of forested, mountainous terrain. The North Fork trail begins near the Covered Bridge. This historic trail is in the process of being restored and will eventually parallel the North Fork for 30 miles and extend to the Box Canyon trail. The Westfir tie-through trail is a recently discovered and restored trail that connects the North Fork trail with the Alpine trail, providing a short loop that can be walked in several hours.

In addition to these nearby trails, the Middle Fork Ranger District contains hundreds of miles of hiking trails within an hour’s drive of Westfir. Three federally designated Wilderness Areas can be accessed by 13 different trailheads.

Boating

The North Fork is a bit too fast and shallow for most boats, but local kayakers know that winter high flows offer some exciting day trips. There are nearby motor boating opportunities on Dexter Lake, Lookout Point, and Hills Creek reservoirs. The Middle Fork from Hills Creek Dam to Lookout Point is a popular drift boat float and provides one of the least-known opportunities for novice whitewater rafting.

Waldo Lake, the source of the North Fork and one of the purest lakes in the world offers some of the best flat-water canoeing, kayaking, and sailing in Oregon.

Fishing

The rivers in and around Westfir provide decent opportunities for rainbow and cutthroat trout fishing. The North Fork of the Middle Fork, which runs through Westfir, is open for trout fishing during the entire year. Fishing is restricted to fly angling with barbless hooks. Between November and the latter portion of April, trout fishing is limited to catch-and-release only. The many high country lakes near the Cascade crest are stocked with rainbow trout and may also contain brook trout. The local reservoirs also are stocked with rainbows, crappie, and bass.

Hunting

Many Westfir and Oakridge residents enjoy hunting Roosevelt elk and blacktail deer in the fall. They can be found throughout the 725,000 acres of public USFS land within an hour's drive from Westfir. These lands also provide opportunities to hunt black bear, mountain lion, grouse and quail, and wild turkey south of Oakridge. Limited water fowl shooting can be found in the high lakes, but the more popular areas are the desert lakes and washes in eastern Oregon about two hours away.

Camping

There are 12 developed campgrounds administered by the USFS less than one hour's drive from Westfir. The hundreds of miles of USFS roads provide access to innumerable dispersed camping sites in addition to the many possibilities for backcountry camping available in the three nearby wilderness areas. The USFS also offers an old fire lookout building for nightly renting.

Winter Sports

Though there is seldom any snow on the ground in Westfir, there are a number of opportunities to play in the snow without too much trouble. The Willamette Pass ski area is a one-half to one hour's drive from Westfir, depending upon the weather. Willamette Pass is at 5,000 feet in elevation and offers four chair lifts that climb up to 1,600 feet above the pass level. It also has a snow-play area and a lodge.

The Gold Lake and Waldo Lake snow parks just below Willamette Pass provide access to many cross-country ski trails. The Waldo Lake road is a favorite access point for snowmobiles, but the Crescent Lake junction area about eight miles east of Willamette Pass is the most popular snowmobiling area.

Swimming

The North Fork is a popular swimming spot for the local kids in the summer and the adults also take advantage of this backdoor opportunity. There are also a number of locally popular swimming holes upstream of Westfir that can get quite crowded when the temperature climbs. There are beach swimming opportunities at Packard Creek campground in Hills Creek reservoir, and in many places along the shores of ultra-clear Waldo Lake.

Local Festivals

Oakridge's Tree Planting Festival in May attracts visitors from all over the state to watch a parade, listen to live music, and have lots to eat. The Fat Tire Festival in Oakridge, and the Oregon Cream Puff Race in and around Westfir brings mountain bikers from all over the Northwest.

During the Westfir Covered Bridge Lighting Festival in early December, residents celebrate the winter season by decorating the longest covered bridge in Oregon. People come from all over Lane County to enjoy the site, listen to live music, see Santa and Mrs. Claus arrive on Westfir's fire truck, and enjoy good things to eat.

Golf

Circle Bar, a nine-hole public golf course, is located up McLane Creek two miles east of Westfir. Golfers use the course year around.

Aufderheide Drive and The Wild and Scenic River

The North Fork was designated as a Federal Wild and Scenic River in the late 1980s. Forest Service Road 19, which parallels the North Fork for about 30 miles and continues into the McKenzie River Watershed to Highway 126, was designated as a Federal Scenic Byway about the same time it was christened Aufderheide Drive in memory of a past Willamette National Forest Supervisor. The USFS provides a cassette-tape guided tour to explain a number of points of interest along the way. Aufderheide Drive offers a scenic loop drive from Eugene and Springfield that takes from half to a full day to complete. It also connects to Highway 126.

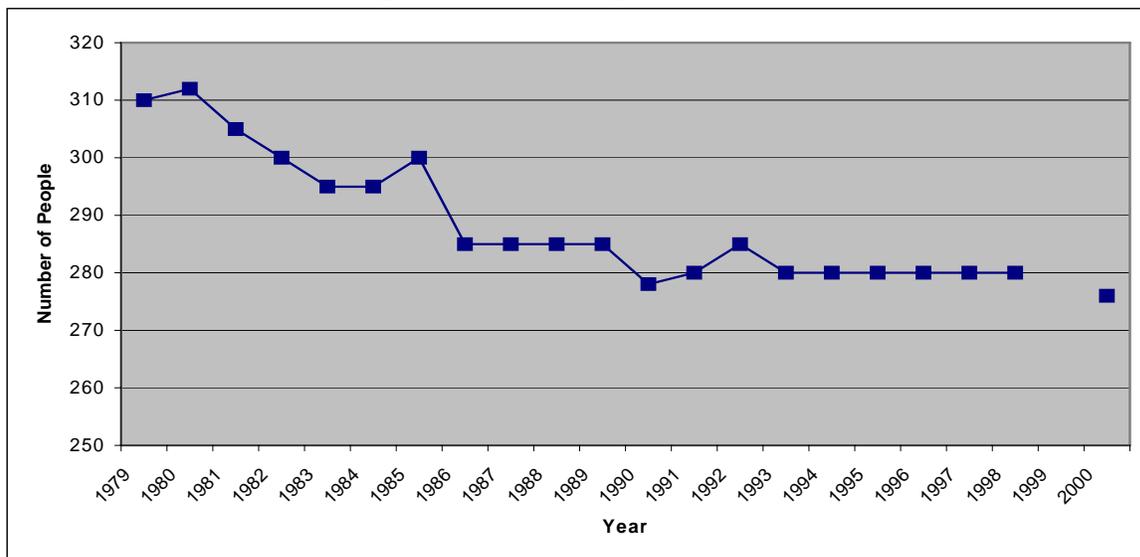
C. Population

Westfir's 2000 population consisted of 276 people in 122 houses, including both single-family residences and duplexes.¹ Previous population growth estimates were based upon the assumption that the abandoned mill site would again become a viable industrial facility. These estimates projected continued growth in Westfir; however, the population actually dropped between 1980 and 2000. Future estimates of population change will be dictated by local economic expectation, the limited availability of buildable lands, the resources that may or may not be available to provide support services such as wastewater treatment, and the extent to which people's desire for living close to abundant natural resources and recreation opportunities may overcome the lack of local employment.

Trends and Characteristics

Although Census data are not available for Westfir prior to 1980, it may be assumed that the local mill, the area wide timber industry, and USFS activities were initially the principal factors bearing upon population growth within the community. At the time of the 1979 *Westfir Comprehensive Plan*, the town's population had been generally increasing over time. Following that trend, population projections for Westfir suggested that the population was likely to increase from 310 in 1979 to between 379 and 571 residents by the year 2000. However, a decline in mill employment after 1965, due to mill modernization and automation marked the onset of an unexpected period of population decline. This decline prevailed into the early 1990s when the population leveled, as shown below.

Figure 1: Westfir Population, 1979-2000



Source: 1980 and 1990 figures from U.S. Census for April 1, 1990; 2000 figures from U.S. Census for April, 2000; trends from LCOG Research and Analysis Program, 2001.

¹ The population figure is from U.S. Census for April 2000; the 2000 housing count is from Citizens' Advisory Committee. The 1997 *Westfir Strategic Plan*, conducted by the Community Planning Workshop at the University of Oregon, also provided relevant demographic information for this section.

Future Estimates of Population

Estimating future population for specific points in time is not an exact science, as factors bearing on population growth may change markedly within short periods of time. Population growth in the nation and locally has historically been associated with economic opportunities attracting people to centers or areas of activity. These opportunities have generally been related to localized resources, markets, transportation and change in mode of transportation, location of government, and in recent years, an environment in support of a desired style of living. Therefore, in developing future estimates of population for Westfir, certain assumptions are made based on community goals, resources, environment, opportunities, and inherent limitations.

Preliminary Census data indicate that there were 276 Westfir residents in the year 2000. This indicates that the population has remained fairly stable over the past decade. This pattern can be useful in estimating the future population of Westfir. There are several possible approaches to estimating future population of an area and each has its limitations. For example, based on the average annual rate of growth (0.05 percent) between 1980 and 2000, Westfir's population would remain about the same over the next 20 years, rising slightly to 279. Based on a linear trend from 1979-2000, the 2020 population would be 245—a noticeable decrease from the current count. However, a linear trend based on the period between 1990 and 2000 projects that the 2020 population would be 271. Another approach is to estimate the city's growth based on its proportion of the total Lane County growth in 2000. Using this technique, Westfir would have approximately 364 residents in 2020, plus another 14 from outside the city limits but inside the UGB.

In 2000, members of the Citizens' Advisory Council (CAC) compared these estimates with their own observations and indicated that population would most likely stay fairly steady or grow slightly over the next 20 years, provided that no major development takes place. In the event that large-scale development does occur, the CAC anticipated that population would grow and then level out after development. The CAC concurred that a total of 700 residents was the approximate maximum that Westfir could accommodate, although they also doubted the likelihood of reaching that ceiling. The actual rate of increase depends on a number of factors discussed below.

Factors Bearing on Population Growth

Westfir has a number of important factors that affect the City's likely rate of growth during the next 20 years:

1. The majority of existing residential lots are already developed. With the adoption of the *2001 Comprehensive Plan* amendments, new residential areas will be available for development. Based on population trends from 1990 to 1998, there is not projected to be a significant demand for new housing in the City over the next 20 years. However, with the new availability of undeveloped residential areas in Westfir, it is possible that the population could grow significantly over the next 20 years to approximately 686 (see the Buildable Lands Inventory in the appendices for more information on this estimate).

2. The existing wastewater collection system serves a limited area of the City. The collection system previously suffered from a high rate of inflow and infiltration of groundwater (see the Public Programs and Facilities section for more information). Recent improvements will impact the timing and scale of future development in Westfir.
3. The municipal water distribution system formerly offered little capability of accommodating additional service connections, due primarily too small pipe sizes and location of distribution lines. However, recent improvements have eliminated most of the problems with the water supply. Securing adequate and potable water allows the City to support continued development in the area.
4. Topographic conditions of localized geography limit reasonably usable and developable land to that contained within the existing City Limits and some small acreage's adjacent to the City Limits. Portions of the undeveloped land within the City are constrained by slopes, riparian areas and wetlands, soil contaminants left from the former mill activities, and the railroad right-of-way controlled by Union Pacific Railroad.
5. Economic prospects for job creation are principally tied to the local sub-regional market area, and include timber harvest and processing, timber management, market area services, agriculture, and recreation. Although the region witnessed an economic decline during the past 30 years, efforts are underway to broaden the economic viability of the region through the institution of new industrial development in Oakridge. Future employment prospects at and within Westfir are tied to a limited buildable land inventory, community service capabilities, and viable opportunities for local economic opportunities and/or expansion. The City recognizes the possibility of some economic opportunities in conjunction with large-scale residential development over the next 20 years.
6. Growth and development will be managed to continue the existing community character, primarily single-family residential, with expanded housing opportunities provided through multi-family and factory-constructed housing.

Projected Growth for 2020

Based on the considerations listed above, Westfir population is projected to be 686 by the year 2020. This projection is based on the development of all of Westfir's buildable lands, including the former mill site. The City expects that full build-out will occur in Westfir as the demand for rural residential housing will significantly increase over the next 20 years. More detailed information about this projection can be found in the Buildable Lands Inventory in the appendices.

D. Housing

In 2000, there were 122 homes in Westfir. The following section discusses factors that impact housing needs and opportunities in Westfir.

Housing Stock

In the 1979 Plan, the Housing section included the housing conditions of Westfir. At that time, 64.4 percent of the units were considered standard and 35.6 percent were considered sub-standard. Of the 35.6 percent that were sub-standard, almost all were still suitable for rehabilitation, and approximately 27 households may have been eligible for low-income housing assistance. Housing issues mentioned in the 1979 Plan included:

- Maintenance and/or upgrading the existing housing inventory,
- Limited the choice in type of housing,
- Limited the availability of any type of housing, and
- Potential need for low-income housing assistance.

In 1999, the CAC determined that, based on limited demand for housing in Westfir, there was no need to conduct another assessment of housing stock. Instead the focus shifted to preserving the community's character by setting standards for residential development. An assessment of community character elements ensued.

Housing Character

Westfir residents value the diversity of housing styles that reflect the City's unique history and character. The prevailing architectural style in Westfir is the Bungalow. This style was used predominantly in the first two decades of the 1900s.² Although the Bungalow sets the overall character in Westfir, it is by no means the sole style. As development progressed in the 1930s and '40s, the style shifted to more *working-class* architecture, characterized by more affordable, simpler architectural features. During and after World War II, the minimalist Cottage style continued. To preserve the City's characteristic *small mill-town* appearance and encourage affordable housing, the CAC established a set of design guidelines for new development and improvements.

The design guidelines for housing character were developed by examining photos of residential development in Westfir and analyzing housing features found in County Assessor's data such as lot and building size. The design strategies are listed below:

² Bungalows tend to be characterized by natural materials inside and out, and fine craftsmanship. They usually have low-pitched gable or hipped roofs with wide eaves and exposed rafters. The windows traditionally are double-hung, with small panes in the upper sash. Large windows flanked by smaller windows and dormer windows are also characteristic of this style. Front porches on bungalows commonly have truncated columns. Bungalow homes are typically built with wood frame construction.

The following requirements and recommendations were set forth by the CAC to maintain a sense of community character and to ensure consistency of new development and major renovations with existing development.

**Table 3: Requirements for Single-Family Residential:
New Construction and Major Renovations³**

<p><u>Mandatory Elements:</u></p> <ul style="list-style-type: none"> • Driveway Width: Maximum for driveway: 20 feet; width must also meet or exceed County's standard for fire access (currently 14 feet [minimum]) • Eaves: Required on all sides of house and must have at least 12 inches width • Fences: No chain link permitted in front yard or any side yards that face a street • Garage: Trim, roof pitch, windows, and siding of garage required to match house • Housing Size: Required base within 800-2000 square feet, excluding garage • Roof Pitch: Required to be within 6/12- 9/12 • Siding: These types not permitted: with vertical lines; plywood siding with or without batten, corrugated sheet metal. Traditional board and batten permitted with following dimensions: minimum of ¾-inch by 5 ½-inch vertical boards and ½-inch by 1 ½-inch batten. <p><u>Recommended Elements:</u></p> <ul style="list-style-type: none"> • Bottom Boards: Required if house incorporates a drip board • Corner Boards: Required • Covered Entry Porch: Required, porch must reflect same character and roofing material as house • Drip Boards: Encouraged but not required • Trim: 3.5-inch minimum surrounds required for windows, doors of houses and outbuildings. • Window Panes: Vertical split windows required, between one and six panes in upper sash; horizontal slider windows permitted over sinks or laundry rooms if windows do not face front of house
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Household Characteristics

In 1999, approximately 95 percent of units were single-family residences. In 1999, there were 115 units in the city of Westfir, and another five units were located within the City's UGB but outside city limits. Of these total units, six were duplexes. In 1990, over 70 percent of housing in Westfir was owner-occupied.

In 2000, approximately 36 undeveloped residential lots remained in Westfir.

In 1990, single-family household size was approximately 2.92, and multi-family household size was approximately 1.75.

Public-Supported Delivery Programs

Several opportunities exist for lower income households in Lane County to obtain assistance. Lane County Housing Program efforts are directed primarily, within available resources, to cooperate and assist with Lane County communities in the delivery of housing assistance.

³ These requirements are in addition to any existing local, county, state, or federal requirements, which are the responsibility of the applicant to meet.

Westfir recognizes this housing program resource and does not duplicate program efforts provided by the County.

State of Oregon Housing Program is available through State Bond Funding and Federal Section 8 Housing Program, Lower Income Rental Assistance. This program is available through the Housing Division of the Oregon State Department of Commerce, Salem Oregon.

Farmers Home Administration (FHA) offers programs through Rental and Cooperative Housing Loans for low- to moderate-income families and persons age 62 or older. Program information is available through the FHA County Supervisor in Eugene, Oregon or Office of the State Director in Portland, Oregon.

Department of Housing and Urban Development, Housing Division, offers a variety of assistance and loan programs directed toward the housing needs of low- and moderate-income families, the elderly, housing in declining neighborhoods, cooperative housing, home improvements and public housing. Program information is available through the Housing Division of the Department of Housing and Urban Development in Portland, Oregon.

St. Vincent de Paul of Lane County offers several different housing programs. Programs for renters include the Second Chance Renters Rehabilitation and assistance with construction of permanent, affordable housing units. The Threshold Home Ownership Program offers lease-to-own homes and prepares families for the responsibility of home ownership through a series of classes held over a one-year period. St. Vincent's also offers transitional housing and shelter services.

E. Economy

Overview

Historical development of Westfir's economy was linked with regional timber resources and was shaped by transportation. The general economic character of the Westfir Planning Area followed that of the surrounding sub-regional market area: timber harvest and processing, timber management, market area services, agriculture, and recreation. Founded as a mill town, the City of Westfir's economy formerly revolved around the Westfir mill and the Pope and Talbot mill in Oakridge. Transportation to the Westfir-Oakridge area from the lower Willamette Valley occurs via Highway 58, a major east-west trucking route in Oregon. The Union Pacific Railroad passes through Westfir and Oakridge.

Although Westfir continues to be surrounded by USFS forest lands, timber harvest and processing has declined in the area and no longer serves as the principal source of employment for Westfir residents. Since 1980, with the closure of the mill and the grocery store, Westfir has developed an identity as a residential community with very little local employment. Replacement of the mill with other heavy industry is not realistic, nor does the community desire it. Instead, Westfir views itself as part of a regional economic system including Oakridge and the Eugene-Springfield metropolitan area. However, the lack of local businesses in Westfir means that there are very limited sources of local revenues for City infrastructure and services. As a result, the City supports the development of local businesses that are compatible with the area's small town character.

Employment

Since the decline of the mill economy, no major alternative employment sources have located in Westfir. As a result, employment within the city is very low. In 1998, there were nine employees who worked in Westfir. All the employment was in the non-manufacturing sector. Half of these employees worked out of their homes.⁴ Local employers include the City, the Post Office, and the bed and breakfast.

Approximately 10 percent of the labor force is unemployed, and the majority of workers commute to work in nearby communities.⁵ While now somewhat outdated, the following table provides an example of the diversity of employment of Westfir workers since the demise of the Hines Mill.⁶

⁴ LCOG, 1999.

⁵ *Westfir Strategic Plan* (1997), pg. 15.

⁶ Based on 1990 U.S. Census information, as found in the *Westfir Strategic Plan* (1997), pg. 19.

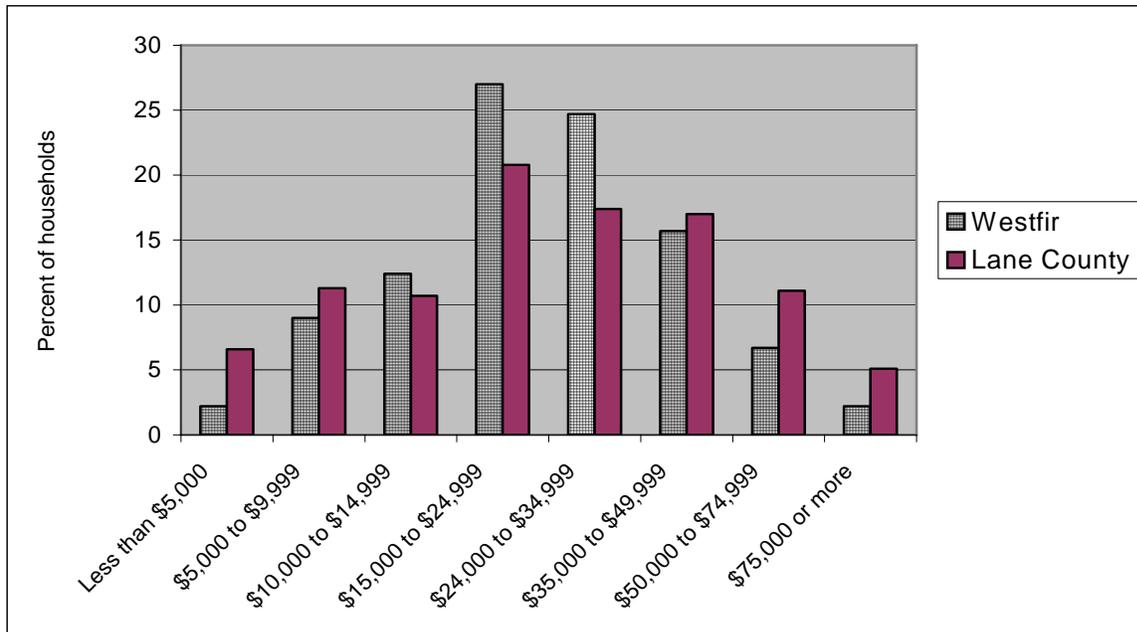
Table 4: Employment by Industry, City of Westfir, 1990

Industry	Households	Percent
Ag, forestry, fisheries, mining	13	15.1%
Construction	10	11.6%
Manufacturing, durable goods	24	27.9%
Transportation	6	7.0%
Comm./public utilities	4	4.7%
Wholesale trade	2	2.3%
Retail trade	12	14.0%
Finance, insurance, and real estate	5	5.8%
Personal, entertain./recreation services	2	2.3%
Educational services	7	8.1%
Other professional and related services	1	1.2%
Total (ages 16 and over)	86	100%

Income

Westfir residents in 1990 had a median household income of \$24,844, while Lane County’s median was \$25,268. However, as shown in the following graph, Westfir residents more commonly had incomes in the middle ranges and less in the extremes as compared to Lane County.⁷

Figure 2: Household Incomes, 1990



⁷ Based on 1990 U.S. Census information, as found in the *Westfir Strategic Plan* (1997), pg. 20.

Future Prospects

While current economic opportunities in Westfir are minimal, several avenues may offer future economic possibilities that build upon the City's unique assets and character. These include recreation, technology, and options for small, local commercial and home businesses. Westfir is also likely to continue its reliance on the regional economy.

Recreational resources of the Rigdon and Oakridge Ranger Districts play an increasingly important role in the recreational segment of the area's economy. More extensive information about these resources can be found in the *Environmental Setting* section. Area-wide recreational resource use shows a continued growth. With close proximity to a growing population in the Eugene-Springfield metropolitan area, possibility exists for broadening the local economic base through tourist recreation activities. The recent installation of fiber optic cable in Westfir may also open the door to new technology-based opportunities. For example, telecommuting could be a viable option for some Westfir residents. This access to the information highway bodes well for attracting and supporting local commercial enterprises and new home businesses.

Beyond technology and tourism-based economic opportunities, small businesses that support local needs could also find a home in Westfir in upcoming years. However, locally oriented businesses would most likely require an increase in local population before they could be economically viable.

Despite the disappearance of Westfir's industrial sector, an event that markedly altered the local economy and character, the City now faces new entrepreneurial opportunities in recreation and tourism and technology-related employment. It remains to be seen whether or not the City can take advantage of these or other opportunities while maintaining the small town identity so valued by current residents.

F. Land Use

A field inventory of existing land use was conducted during 2000. These updates formed the basis of the revised Westfir Land Use Map that appears in the appendices. Westfir's land uses are summarized in the following table:⁸

Table 5: Westfir Land Uses

Land Use	Acreage	Percent of Total
Single-Family Residential	37.26	21.2%
Multi-Family Residential	2.30	1.3%
General Services	0.31	0.1%
Government	8.84	5.0%
Utilities	6.10	3.5%
Other (Vacant and Park)	121.27	68.9%
Total	176.09	100%

The majority of occupied land in Westfir is used for single-family residential development. There are also a small number of duplexes, mostly near the town center. Currently the bed and breakfast is the sole operating commercial facility (listed above as General Services), although it is also partially residential.

Land Tenure

Within the city of Westfir, land holding associated with the former Westfir mill site accounts for the largest single ownership and the majority of the acreage, totaling approximately 30.6 developable acres. The majority of existing undeveloped, buildable lands are contained within this single ownership. Another sizeable, undeveloped, buildable site of approximately 6.5 acres is located in the downtown area. There are several other undeveloped buildable sites interspersed throughout the city, primarily in the southwestern and southern portions of the City.

Residential

Around 39.6 acres of residentially developed land within the City's UGB accounts for 72 percent of the net developed area. This means that the 2000 population density was approximately 7 persons per acre, a significant decrease from the 1979 population density of 12 persons per acre. The average residential lot size in Westfir is 0.40 acres (equal to 2.5 units per acre), but lot size varies significantly throughout the city. For example, in the Hemlock subdivision, there are approximately five units per acre. The southwestern portion of the city has a density of just under one unit per acre, but this is distorted by the fact that a significant portions of the lots there are not developable due to steep slopes or proximity to the river.

⁸ This information is based on the March 2001 ArcView Land Use file, LCOG. It includes the several lots found outside of City limits but inside the Westfir UGB.

Commercial

Commercial development within the City is currently limited to the Westfir Bed and Breakfast, which also serves as a residence for the owners. The former commercial site adjacent to the Post Office has been vacant since 1995. Although there are suitable sites within the City to support commercial use, it is apparent that the size of the local market and proximity to Oakridge services are responsible for limited commercial development. However, future residential growth may expand the local market enough to support some commercial development in the City.

Industrial

The closing of the Hines Mill vacated the only industrial land within the City. Residents believe that there is little or no need or demand for industrial land in the City's future, and thus have chosen to rezone the site to provide additional residential and commercial acreage. Heavy industrial activity is no longer considered compatible with the City's current character.

Public

Within Westfir, governmental uses account for all public land use. These consist of the wastewater treatment plant and chlorination facility, the water filtration fields, the Post Office, City Hall, and the Westfir Fire Station. These activities account for almost nine acres of land, or 16.1 percent of the net developed land area. Some additional public land exists in the park and resource, and transportation lands.

Parks and Resource Lands

There is an approximately quarter-acre neighborhood park in the center of the Hemlock Subdivision. An additional park is intended for the western end of the former millsite to serve as a buffer between Hemlock and any new development. Two picnic areas have been constructed near the covered bridge and nearby trailheads.

Additionally there is a 50-foot riparian buffer on both sides of the river. This land helps protect the river from erosion and pollution. The City owns the riparian area in the Hemlock subdivision. This area includes a public boat ramp and swimming area downstream from the Hemlock Bridge.

Transportation

Within Westfir, there are County, City, and private streets. Historically, these consumed a little under 13 percent of the gross City land area. A small area of railroad right-of-way is also included within the City.

Water

The North Fork of the Middle Fork Willamette River makes up a little over 15 percent of the total City area. This water area is significant to the City in that it provides a natural separation between the former mill site and a portion of the City. In addition, it is a natural resource that must be recognized and protected and also is recreationally, visually, and aesthetically important to the community.

Vacant Land

Vacant land accounts for 68.9 percent of land within the Westfir UGB. This includes 41 lots on 121.3 acres. These vacant land resources are the current areas available to satisfy the various land use requirements of the community. The most significant factor bearing on this vacant land inventory is its availability for use and market transactions. The largest share of this land is found at the former Hines mill site. This site includes just over 51 vacant acres—about 42 percent of the total vacant land in the UGB.

Additional vacant land immediately adjacent to the City limits that appears to be buildable is located immediately north of the railroad next to the water treatment plant.

Buildable Lands Inventory

As part of the Westfir Buildable Lands Inventory, completed in February 2001, potential buildable land areas were identified. Of the approximately 92 total vacant acres, an estimated 71.6 were considered to have development potential. The Safe Harbor riparian setback (50 feet along the river), the utility corridor, and steep slopes (greater than 25 percent) at the southwestern part of Westfir comprise the primary reasons that the remaining 20 vacant acres were not considered developable. In largely undeveloped areas, gross buildable areas were further reduced to reflect the space needs of future streets and utilities. The vacant, developable land includes 36 potential residential sites considered infill, which means they are between or adjacent to established residences as of October 2000.

The vacant land inventory also includes two sizable areas that are currently undeveloped. The larger of these is the former mill site, encompassing an estimated 30.6 developable acres. The smaller is a vacant area north/northwest of the Post Office, including approximately 6.5 developable acres. These areas are designated for both residential and commercial uses.

Table 6: Westfir Buildable Lands – Residential Areas Summary

Residential Plan Designation	Location	Net Buildable Acres for this Use	Estimated New Units	Estimated New Population
Community Residential	Infill	N/A	36	95
Community Residential	Downtown site	2.6	8	22
Single-Family Detached (R-1)	Former mill site	13.5	44	116
Multi-Family Low Density (R-2)	Former mill site	7.2	50	81
Multi-Family High Density (R-3)	Former mill site	2.9	58	95
Total:		26.2 acres (not including infill lots)	196	410

These totals are slightly higher due to rounding.

Table 7: Westfir Buildable Lands – Commercial Areas Summary

Location	Net Buildable Acres
Infill (former store site)	0.3
Former mill site	0.8
Downtown site	2.6
Total:	3.7

Calculating expected densities for all remaining buildable lands in Westfir then derived estimates for buildout population and housing unit counts. These expected densities differ throughout the vacant land depending on the area’s intended use, as detailed in the 2001 Comprehensive Planning Map (see appendices). For more specific information on how these figures were obtained, please refer to the Buildable Lands Inventory in the appendices.

Based on the anticipated uses for all of the buildable lands, the total build-out population is estimated to be 686 persons. This denotes an increase of approximately 150 percent over the Westfir 2000 population of 276. While it is theoretically possible that this build-out could occur over the next 20 years, the actual rate of growth depends on the market and the activity of the developers and the City.

Accompanying this potential growth is the development of approximately 196 new dwelling units in both single-family and multi-family structures, for a total of 310 occupied units at buildout. This projection represents a increase of almost 160 percent from the 122 units existing in Westfir in 2000. The number of units is projected to increase slightly faster than the number of people due to the trend towards fewer persons per household.

Table 8: Projected Population and Number of Housing Units at Build-Out (2020)

Total Population Potential at Build-out (2020)		686
	Existing Population (2000) ⁹	276
	Potential Population from Build-Out of New Development (2020)	410
Total Potential Units at Build-out (2020)		310
	Existing Occupied Units (2000)	122
	Potential New Occupied Units at Build-Out (2020)	188

⁹ This figure is from the 2000 U.S. Census.

G. Public Programs and Facilities

Government

Municipal government for the City of Westfir is in the form of a Mayor-Council organization, with a mayor and four Councilors. City business is conducted by the Mayor and Council at scheduled meetings held on the second Monday of each month.

The City Council currently administers all business of the City to include matters relating to planning, land use, and land development. At such time that the City Administration may determine, a Planning Commission may be appointed by the City Council as provided for in ORS 227.020, to assist the City Council in matters pertaining to planning, land use, zoning, and land development. Such a body would be advisory to the City Council. The Westfir Citizen's Advisory Council, a non-elected group of citizen volunteers, developed recommended updates to the Plan and referred its recommendations to the City Council for final approval in 2001.

The City is a participating member of the LCOG, which functions as the local governmental planning and coordinating agency for all of Lane County. In addition, the City is a member of the League of Oregon Cities, an organization that provides advice and assistance to cities in administrative areas.

The City currently provides permanent facilities for the municipal government. City Hall also houses the Westfir Fire Department. One staff person currently works for the City on a part-time basis to record meeting minutes, organize the office, and respond to public inquiries.

Municipal Finance

The adopted general budget for fiscal year 2000-2001 is \$137,400.00. Financial resources consist of the following:

Table 9: Westfir's Financial Resources, 2000-2001

Source	Amount	Percentage
Property taxes	\$56,100	40.8%
Municipal water and sewer user fees.	\$54,300	39.5%
State revenue sharing	\$1,800	1.3%
Liquor tax	\$2,400	1.7%
Highway user revenue	\$13,000	9.5%
Room tax	\$600	0.4%
State 9-1-1	\$1,200	0.9%
Franchise fees	\$8,000	5.8%
Total:	\$137,400	100%

Assessed property and improvement value within the City Limits for the year 2000-2001 is \$7,385,980.00. The property rate is \$9.3036 per \$1,000. Property tax levies for this period consists of the following:

Table 10: Property Tax Levies, 2000-2001

Purpose	Rate per \$1000 Assessed Value
Oakridge School District No. 76	\$4.82
Lane Community College	\$0.62
Lane Education District	\$0.22
Lane County	\$1.25
Bonds:	
Lane Community College	\$0.27
Lane County	\$0.19
Oakridge School District	\$1.70
Total:	\$9.07

Law Enforcement

The Lane County Sheriff’s Department is currently responsible for law enforcement in the area. In addition, the Oregon State Police provide a resident trooper in the Oakridge area.

Health Care Facilities

Health care facilities are available at two out-patient clinics located in Oakridge. Major hospital facilities are available in Springfield and Eugene, approximately 40 miles to the west.

Fire Protection

The Westfir Volunteer Fire Department provides fire protection services. One 1,500-gallon pumper fire truck and five volunteer personnel, and hydrants throughout the City support the department. The equipment is currently housed in City Hall.

The present fire rating given Westfir by the Insurance Services Offices of Oregon is class 7, although a class 10 rating is given to those houses greater than 1,000 feet from an existing fire hydrant. Westfir collaborates with Oakridge to provide mutual backup response to fires.

The major fire protection issue facing Westfir is fire safety control. Currently, there are no signs in or near the City stating fire danger levels. Fire flow rates are currently insufficient, but upgrades should improve them soon. In the event of development of the former mill site, additional water for fire protection could potentially be accessed from the pond on that site. Fire flow requirements for Westfir are 750 gallons per minute for a two-hour duration (90,000 gallons).

Public Works

Public Works functions provided by the City are in the following categories:

Water System

The City operates and maintains the system formerly owned by the Westfir Land and Development Company, consisting of approximately 124 unmetered services, 120 of which are residential.

The source of supply is the North Fork of the Middle Fork Willamette River, upstream from the railroad bridge, through a permit on USFS land. The water source is assessed as being of good quality, although wet weather runoff and snowmelt causes some turbidity problems. Storage is provided by a 200,000-gallon redwood reservoir above the intake facility, with transmission and distribution to users through various sized steel and cast iron lines. Storage capacity is estimated to serve a maximum population of 410. The City's reported needs are a new storage tank, new or upgraded distribution piping, and new or additional intake facilities.

Until recently, the City has faced the following unresolved problems with the water system: Westfir's water is treated in a constant-rate chlorination process. In other words, it is not flow proportional. As a result, during periods of unusually high or low flows, too little or too much treatment may be provided. Potential system loss occurs from discontinued service connections. Lack of a loop or alternate main supply to Hemlock can pose a problem during service disruption. A lack of individual water meters does not help to encourage water conservation. However, currently a water project is underway to resolve these issues.

Other issues include the potable water supply. During times of high turbidity, the slow sand trickle filters sometimes clog, requiring them to be drained and to have the top layer of sand removed. Since there are two trickle filters, this can be done alternately, so the issue is not a serious impediment for the City.

Wastewater System

Over half of the homes in Westfir utilize septic tanks and drainfields for wastewater treatment and disposal. Relative to individual disposal systems, septic tanks, and drainfields, the engineering report indicates the following:

The valley bottom lands along the North Fork of the Middle Fork Willamette River are comprised of moderately well-drained silty clay loam over silty clay soils and somewhat excessively drained gravelly loam over very gravelly coarse sand soils. In general, there are no major operating problems with existing septic tanks and drainfields in the Westfir area.

A package treatment plant for wastewater collection, treatment, and disposal supports sixty-five residences in the Hemlock subdivision. The package plant system operates under a National Pollutant Discharge Elimination System (NPDES) Waste Discharge Permit, with defined

discharge parameters and restrictions barring new connections to the treatment plant. The wastewater treatment facility cannot meet current water quality standards implemented after the plant was constructed. This problem is under deliberation by the City.

The wastewater collection and treatment system was designed to handle up to 30,000 gallons per day. Based upon the treatment plant design criteria and elimination of infiltration/inflow in the collection system, the plant could probably serve from 350 to 400 people without being overloaded, thus provide for expanded service area growth. During summer months in Westfir, approximately 15,000 gallons enter the system. Theoretically, this would also indicate that the system retains additional capacity. Until recently, during periods of unusually high infiltration and inflow (most common in the rainy winter months), the system was inundated with up to 300,000 gallons per day. This results in the premature discharge of effluent into the river as it is flushed too fast through the system to undergo full treatment. In 2001, Community Block Development Grant funds were procured by the City to replace the collection system and address these problems.

The wastewater treatment system faces two other important issues. Although the storage tank is in usable condition, it is not functioning properly and is reaching the end of its lifespan. Occasional malfunctions result in wastes being released from the treatment plant before they can be fully processed. Correcting this problem will require replacing the facility or switching to another treatment system.

A final problem with Westfir's wastewater treatment system revolves around the solids, or sludge. Despite the fact that most materials are broken down in the system, some inevitably remain and must be periodically removed from the system and disposed of. Currently Westfir uses a septic hauler to transport its sludge to Eugene. Should this become politically feasible, Westfir could save money by sending its sludge to Oakridge instead. Over the long term it could be even more cost-effective to develop on-site treatment, such as an aerated digester, but currently that option is not available in Westfir.

For a city with a small, residential population such as Westfir, the cost per household of making the necessary improvements to the wastewater treatment system is very high. As a result, Westfir has begun working with the City of Oakridge and the DEQ to hook up Westfir to Oakridge's wastewater system. This will entail piping the effluent to the City of Oakridge and taking advantage of the Oakridge system's extra capacity.

Street Lighting

The City currently provides between 40 and 42 individual street lights throughout the City under a lease arrangement with the servicing utility.

Electrical Service

Lane Electrical Cooperative, Inc provides electrical energy for Westfir. This public utility is basically a conduit for supplying electrical energy from the regional generating pool, with

primary supply provided by the Bonneville Power Administration (BPA) and Canadian sources. BPA maintains a 115,000-volt transmission line that passes through Westfir.

Existing distribution facilities may accommodate normal growth and expansion within the community. However, any major new load demand of significant magnitude would require distribution system upgrading and service improvement requirements would be negotiated by the Co-op, with the new customer. Accommodation of new major loads will also be contingent upon available and to-be developed generating capacity of the regional power pool.

Solid Waste

Many residents in Westfir take their own solid wastes to the Lane County transfer site near Oakridge. While this transfer site has a recycling facility, there is no data available to ascertain what proportion of Westfir residents make use of it. There is no recycling education program in Westfir.

Some residents in Westfir use a garbage collection service. A private firm operating out of Oakridge provides solid waste collection by enclosed, compactor-type equipment.

Schools

Oakridge School District No. 76 (District) serves the Westfir-Oakridge area and east to the Deschutes County line and west to just above Lookout Point Reservoir.

All school facilities, except Westridge Middle School, are located in Oakridge. Westridge Middle School is just outside the western border of Westfir's UGB. The District houses 900 students at three sites and employs 56 teachers with an average of 15 years of experience. Oakridge Elementary is a K-4 school with 300 students, Westridge Middle School is a 5-8 school with 290 students, and Oakridge High School is a 9-12 school with 300 students. The district has a 94 percent attendance rate and a 6 percent drop-out rate. Approximately 5 percent of students participate in programs for the talented and gifted, and 17 percent qualify for special education programs. Sixty percent of students qualify for free or reduced lunches. For younger children, the area has a Lane County Head Start program as well as the Oakridge Preschool.¹⁰

The District currently maintains an open use policy for District facilities as long as outside activity does not conflict with school programs. Lane Community College (LCC) provides extension courses in District facilities. Community recreation programs are accommodated on school sites and also cultural activities in the high school auditorium. The Oakridge Family Resource Center is a program servicing area residents that is housed in the elementary school.

LCC offers some credit and non-credit courses in Oakridge through the Community Learning Center, which is housed in the Oakridge High School and offers a variety of programs primarily for adult learners. Options include telecourses (videotaped) and internet-based and on-site courses.

¹⁰ Data from District 76 website at www.oakridge.k12.or.us/distprof. April 2001.

Parks and Recreation

A neighborhood park area is currently provided and maintained in the Hemlock Subdivision area. This area consists of 0.22 acres of land and is developed with play equipment and an open play area.

H. Transportation

Mass Transit

Lane Transit District has established a county-wide mass transit authority. Westfir is currently outside the District's service area boundary, reflecting a limited ridership market.

Water

The North Fork of the Middle Fork Willamette River formerly provided transportation for movement and storage of logs during the early development of the Westfir mill. River support of transportation is currently limited to water-oriented recreation. Development and utilization of local water resources for transportation service is generally unfeasible due to seasonal fluctuation in stream levels, rapids, and manmade barriers.

Rail

Union Pacific Transportation Company provides mainline trackage through Westfir and scheduled freight service. Freight service for expanded needs may be readily accommodated, should additional demands arise.

Amtrak, a federally supported railroad transit service, operates daily passenger trains on the mainline through Westfir. However, passenger service is available only at Eugene. The probability that service will be provided to Westfir is extremely remote, due to limited passenger potential and operational costs for the additional service stop.

Air

Principal commercial air service is provided by three first- and one second-level carriers at Mahlon-Sweet Airport, some 50 miles west in Eugene.

The State of Oregon, Aeronautics Division, maintains a state-owned airport on the plateau directly south of the City. The facility consists of a 3,600-foot by 50-foot paved runway, limited apron space, and a single hanger.

The Oregon Aviation System and National Airport System Plans classify the airport as F3/BV (F3: Low-Density Operation, less than 20,000 aircraft operations per year and BU: Basic Utility), community access airport.

State-programmed improvements for this airport will expand its service capabilities in support of the recently established fixed-base operator that provides flight instruction, aircraft rental, and fuel products.

The City of Oakridge has addressed critical concerns of this transportation facility in its comprehensive plan.

Highway/Roads/Streets

The principal vehicular transportation artery serving the Westfir-Oakridge area is the Willamette Highway (Oregon 58), connecting with Inter-State Willamette Valley systems to the west and Central Oregon systems, east of the Cascade Mountains. The Willamette Highway acts as a trunk for connecting regional County and USFS roads and local city streets, which serve the Westfir-Oakridge area.

Highway service to Westfir is via an old highway link, connecting Highway 58 to the Lane County road system, east of the Middle Fork.

Visual inspection of local access streets that serve existing developed property indicates they are adequate for their intended purpose. Street improvements are generally asphaltic concrete or mat surfaces with adjacent open drainage ditches or in some cases, a drainage swale. Lane County maintains these roads.

Observations of the road and street system point toward the following areas of concern and potential problems:

1. Heavy truck traffic from the North Fork Forest Service Road (Forest Service Road 19) using the Westfir Road for access to Highway 58. This road connects with the McKenzie River Highway at Blue River and is scheduled to be upgraded to full two-lane paved status in the near future. Problems associated with this traffic are speed, noise, and pedestrian safety.
2. General traffic utilizing Westfir and Westoak roads. Problems associated with these roads are speed and pedestrian safety.
3. Access to the former mill site is provided by the covered bridge at Westfir-West oak intersection and the bridge serving the Hemlock Subdivision. Upon development, the Covered Bridge will not be used to provide vehicular access to the former mill site.

Bicycle

Specific bicycle transportation facilities do not exist within Westfir. This form of transportation is becoming more important as a means of moving people and for recreational purposes. The State of Oregon through a 1 percent state gasoline tax recognizes it; tax revenues will be used for construction of separate and specific bicycle routes.

Principal concerns in considering and designating a system of bicycle routes are:

1. Appropriate for local service requirements and ability to finance;
2. Serve major points of traffic origin and designation;
3. Ideally, be separated from automobile traffic, and where appropriate, capable of accommodating pedestrian traffic; and

1. The narrowness of road shoulders and the steep adjacent terrain in a few areas.

Pedestrian

Provision for pedestrian movement in an important alternate transportation mode. This can become a problem area, particularly where such facilities are currently lacking within the city. The most important considerations for pedestrian movements are:

1. Provision of separated pedestrian ways in high-density pedestrian and vehicular traffic areas, particularly commercial and school areas;
2. Separated pedestrian ways along major traffic carriers, such as highway, arterials, and collectors;
3. Designated pedestrian crossing, with adequate safety measures for grade crossing of major highways, arterials, and railroads;
4. Potential for combining bicycle and pedestrian way functions; and
5. Provision of limited (bicycle and pedestrian) access to areas where vehicular traffic is to be excluded.

III. Community Issues and Opportunities

Westfir derived its initial settlement form construction of the railroad through the area that is now the City. The decision by Western Lumber Company to locate a mill on the Westfir site in 1923 was responsible for development of the community. Through the years of mill operation and expansion, the community was developed primarily as a *company town* in support of mill functions. Thus the community and its development were closely related to the area's prime industry: timber harvest, management, and manufacturing.

Today, federal forest management programs, keen competition for the cost of timber, and the closure of the Westfir mill, present an unclear future for the community's economic base. In addition, the City has serious limitations to expanded service from its existing water and sewer utilities.

A strategic plan developed during 1997 generally indicates a local desire to maintain the existing environmental qualities and residential character of the City. In addition to guiding the development of this plan's policies and continuing planning efforts, the concerns of the Westfir Strategic Plan closely relate to the following issues and opportunities that are the basis of this Comprehensive Plan.

A. Position Orientation, Function, or Reason of Being

1. A small, quiet city in a pleasant location
2. Maintain and provide public water and sewer service
3. Remain an essentially residential area
4. Keep it simple, but efficient
5. Recognize historic character

B. City Image, Identity, and Visual Appearance

1. Covered bridge town
2. River beauty
3. Gateway to the North Fork of the Willamette River and the Aufderheide Drive Scenic Byway.
4. Surrounded by forested environment with many recreational opportunities

C. Environment

1. River valley with surrounding forested environment
2. Keep control of growth and population North Fork of Willamette River – water quality and recreational opportunities
3. Air, water, land resource quality
4. Open spaces, scenic areas or vista, historical areas and natural resources
5. Soil conditions, terrain slope and vegetative cover
6. Development patterns, quality and density

7. A good, wholesome, friendly town
8. Species listed as threatened and endangered in the watershed

D. Growth

1. Keep control on growth and population
2. Encourage commercial development that will provide services to the community.
3. Acknowledge urban services and limitations
4. Physical limitations: land slopes, river barrier, and railroad barrier
5. Public land ownership pattern and location

E. Business/Commercial

1. More shops
2. Land for expansion – location, quality, and service
3. Provide zoning to encourage commercial development

F. Housing

1. Single-family dwellings
2. Get condominium for senior citizens
3. Type, quality, quantity, and density of housing opportunities
4. Manufactured housing opportunities and placement in the community
5. Lots sized for a diversity of housing types

G. Public Facilities and Services

1. Parks and Recreation
 - a. City provision vs. satisfaction through use of surrounding public recreation facilities and lands
 - b. Role of river and riverfront activities
 - c. Specialized recreation facilities: city parks and green space
2. Open Spaces, Scenic and Historical Sites and Natural Resources
 - a. Land needed and desired for open space
 - b. Fish and wildlife areas and habitats
 - c. Outstanding scenic views and sites
 - d. Water areas, wetlands, watersheds, and groundwater resources
 - e. Historic areas, sites, structures, and objects
 - f. Recreation trails
3. Fire Protection
 - a. Community fire rating classification for insurance purposes—rate upgrading
 - b. Fire station location
 - c. Equipment

- d. Water system fire flow capabilities
- e. Water system expansion for growth
- 4. Wastewater System
 - a. Treatment volume capability
 - b. City areas lacking wastewater service
 - c. Alternative technologies to sewerage
- 5. City Government
 - a. Upgrade City Hall/Fire Hall
 - b. Provide for additional support staff as the need arises.
 - c. The City shall charge for the cost of processing development permits.
- 6. Law Enforcement
 - a. Vandalism
 - b. Enforcement of City ordinances

H. Transportation

- 1. Streets and Roads
 - a. Local and through traffic
 - b. Levels of urban improvement-sidewalk and road improvement
 - c. Speed limits
 - d. Pedestrian safety
 - e. Access to and development of former mill site
- 2. Bicycle/Pedestrian Systems
 - a. Demand, purposes, and locational considerations
 - b. Recreation or transportation system

I. Planning Program and Plan Implementation

- 1. Public participation on a continuing basis

IV. Community Goals

For a plan to be meaningful and effective for Westfir, the document must address and direct itself to needs and desires that are well-founded in the community.

Statewide planning goals established by the LCDC provide the fundamental goal foundation for the State of Oregon. Westfir has built upon these statewide goals to further direct the City's future direction and development. In 1997, Westfir completed a strategic plan in conjunction with the University of Oregon's Community Planning Workshop. The Westfir CAC reviewed this plan in evaluating community resources, examining critical issues and potential opportunities, and establishing community goals and objectives upon which to base planning proposals for attaining the character and quality of community environment desired for the City and its urbanizing area. These goals are objectives are listed below.

A. Community Position, Orientation, and Function

Goal A: Maintain the small, rural community residential character in balance with the environmental setting, necessary municipal functions, and supporting economy.

B. Environment

1. Natural

Goal B1: Maintain the quality of air, water, and land resources in support of a small, rural residential community and perpetuate community individuality, surrounding scenic values, and rural atmosphere.

2. Built (Man-Made)

Goal B2: Provide and integrate man-made facilities within the City and immediate environs that reflect the small, rural community residential character, scale, quality of construction, use of materials, color, and landscape materials historic to the community.

C. Economy

Goal C: Encourage maintenance of local economic base of employment and economic expansion and job creation through:

- Provision of local business support areas for business expansion and necessary public support services,
- Provision of areas for community support service functions,
- Supporting recreational and tourism activities, and
- Encouraging development of tourist-oriented business.

D. Growth

Goal D: Westfir's growth and related urbanization objective is to maintain the small, rural residential community atmosphere and living environment through guided growth. Therefore, for the planning period up to the year 2020, urbanization will depend on community ability to provide and support necessary public

services within a limited buildable lands inventory. Urbanization will be based on the following objectives:

- Anticipated rates of growth related to the buildable lands inventory,
- Growth capabilities related to public service abilities,
- Provision of suitable areas for commercial development, and
- Continual monitoring of Westfir's growth and character so that the *Comprehensive Plan* and plan policies are responsive to time, change, unforeseen requirements and maintenance of the small residential community atmosphere in harmony with the local environment.

E. Commerce

Goal E: Encourage expansion of retail and service commercial activities to serve the community market and tourism.

F. Housing

Goal F: Encourage provision of community housing opportunities that approach market demand and choice to include:

- Adequate choice of land within community resources,
- Integration of housing delivery and programs directed toward decreasing shelter costs for elderly and low-income groups, and
- Maintenance and/or upgrading of existing housing inventory.

G. Public Facilities and Services

1. Schools

Goal G1: Provide optimum educational opportunities for all community citizens through support of and coordination with agencies responsible for delivery of educational programs.

2. Open Spaces, Scenic and Historical Sites, and Natural Resources

Goal G2(i): Maintain the open space character of the city and surrounding scenic qualities.

Goal G2(ii): Identify and coordinate preservation of outstanding scenic views and vistas, to include historic considerations, which may be accomplished through higher level governmental or private programs.

Goal G2(iii): Protect steep slope areas from activities that can result in soil displacement, erosion, and drainage problems.

Goal G2(iv): Identify and preserve natural resources, particularly air quality and water resources.

Goal G2(v): Protect and enhance the river corridor.

3. Parks and Recreation

Goal G3: Provide for public and privately developed park and recreation facilities, within the resource capabilities of the community, and distribute throughout the community.

4. Fire Protection and Water Service

Goal G4(i): Work towards the formation of a rural fire protection district.

5. Wastewater Collection and Treatment

Goal G5(i): Within resource capabilities, work toward correction of wastewater collection system deficiencies in order to maximize treatment plant capacity.

Goal G5(ii): Explore regional solution to wastewater treatment problems.

6. City Government

Goal G6: Provide a level of governmental services to meet the basic needs of the City and its citizens that are within local financial capabilities.

H. Energy Conservation

Goal H: Encourage energy conservation through education programs and structural weatherization.

I. Transportation

1. Streets and Roads

Goal I1: Functionally upgrade and improve as traffic and safety warrant.

2. Alternative Transportation Modes

Goal I2(i): Explore and coordinate with mass transit agencies, improved transportation service to the city.

Goal I2(ii): Incorporate bicycle/pedestrian systems appropriate for local needs and within the ability to support financially.

3. Integration of New Development

Goal I3: Develop mill property to blend into existing road system and traffic pattern.

J. Planning Program Responsibilities and Plan Implementation

Goal J1: Maintain a continuing program of citizen involvement and inter-governmental coordination in support of continuing city planning requirements, plan adoption, implementation and future plan revision and/or updating.

Goal J2: Continually monitor city policies and plan implementation measures to insure that they are accomplishing community purposes and reflect the needs of Westfir citizens.

V. Strategies and Policies¹¹

The following section includes strategies that relate directly to Statewide Planning Goals as well as Westfir Community Goals. Each strategy is comprised of a set of policies for Westfir to successfully implement that strategy. Consistent application of these policies is the keystone of comprehensive planning.

A. Citizen Involvement Strategy (Statewide Planning Goal 1; Community Planning Goal J)

Policy 1.1: Through the local Citizen's Involvement Program (CIP) approved by LCDC:

- Coordinate plan documents review and comment by applicable local, county, state, and federal agencies through the agency involvement program.
- Incorporate appropriate modification of plan and policies that coordinate agency programs and LCDC Statewide Planning Goals.
- Review and receive comments on plan documents, reports, and supporting programs through Westfir town hall meetings and/or other means.
- Have a comprehensive planning committee recommend final plan and text for adoption that addresses City needs, coordinating agency programs and LCDC Statewide Planning Goals.

Policy 1.2: Conduct public hearings for plan adoption as provided for in the Oregon Revised Statutes and applicable City ordinances.

Policy 1.3: Adopt *Comprehensive Plan* revisions by ordinance of the City and Lane County.

Policy 1.4: Follow a timely plan and policy review process that utilizes the approved CIP to provide for public input and formulation of revision recommendations. The recommended time frame for the plan review and revision process is bi-yearly or upon the identification of an unforeseen community requirement that is not addressed in the *Comprehensive Plan*.

Policy 1.5: *Westfir Comprehensive Plan* periodic revisions and amendments shall be subject to the requirements, standards and guidelines set forth in ORS 197, 215, and 453 and LCDC approved statewide planning goals.

¹¹ **Plan Diagram Reference Note:** The Westfir Comprehensive Plan diagram should be referred to for locating and understanding of the implementation strategies and related policies.

Policy 1.6: Involve the Citizens Advisory Council when the City initiates any change or update, including Periodic Review, to the *Comprehensive Plan* text or diagram. Involve the Planning Commission in all other types of changes or updates.

Policy 1.7: Continue to maintain as an ongoing program, the Westfir's CIP to provide for the following:

- Widespread community and citizen involvement
- Effective two-way communications between the City and its citizens.
- Appropriate and timely planning and related information made available in an understandable manner.
- Adequate feedback mechanisms to ensure that the citizens will receive response from policy makers.
- Within available City resources and priorities, support of the CIP.
- Citizen involvement in the community planning and development process so that timely plan and policy revisions reflect the needs of the community.

B. Land Use Strategy (Statewide Planning Goal 2; Community Goals A and B)

Findings: Westfir, due to surrounding topography, geographic features, and federal landholdings, is constrained to a limited growth area. Within the existing UGB, there are numerous sites capable of accommodating residential growth and expansion. Suitable lands within the City offer opportunity for the development of residential and commercial activities (refer to the Buildable Lands Inventory, Appendix A). Buildable lands that have been identified represent the maximum land available for satisfying future community needs.

These lands also have environmental support system and capital requirement implications that further limit and constrain growth and development capabilities. Limited land resources must accommodate all necessary functions of the community.

The community supports a desire to maintain the small community character of Westfir of primarily single-family development. Yet the community also supports the integration of small-scale commercial developments that are consistent with the City's character and surrounding natural resources. Future residential development in the City may also provide opportunities for concerted commercial development.

Westfir's existing wastewater collection and treatment and water distribution systems exhibit deficiencies that require correction to provide acceptable service to existing requirements. Correction of present system deficiencies is underway and will need to address future growth.

Policy 2.1: Provide residential zoning for lands designated as residential in the *Comprehensive Plan*. Residential densities, other than the Hemlock subdivision area, are based on minimum site area requirements for sub-surface wastewater disposal and municipal water service.

Policy 2.2: Accommodate multi-family development under provisions of the zoning ordinance on large available land areas to offer community choice in housing type.

Policy 2.3: Provide for factory-constructed housing units to be integrated into the housing inventory as provided for in the zoning ordinance.

Policy 2.4: Focus residential expansion in the following opportunity areas:

- South of Hemlock Subdivision,
- East of Hemlock Subdivision, and
- North of Post Office.

- Policy 2.5: Limit residential expansion to suitable buildable lands.
- Policy 2.5: Provide zoning for lands consistent with their designations in the Comprehensive Plan.
- Policy 2.6: Coordinate commercial development and/or redevelopment with transportation policies.
- Policy 2.7: Provide mixed-use zoning for lands dedicated mixed-use in the *Comprehensive Plan*.
- Policy 2.8: Coordinate standards for commercial development to be compatible with surrounding residential uses.
- Policy 2.9: Ensure adequate vehicular and pedestrian access to commercial sites while minimizing impacts on surrounding residential areas.
- Policy 2.10: The Office Covered Bridge will only be used as an access to the trailhead and rest area.
- Policy 2.11: As required, work with the USFS to coordinate applicable policies and long-term land use plans regarding urbanization of existing residential Special Use Permits for the area within the UGB, along Westoak Road and within the Willamette National Forest.
- Policy 2.12: The following comprehensive plan designations shall be used in allocating areas for different types of development in the City of Westfir:

Residential (R)

This designation is to provide for, protect, and encourage residential development in the City of Westfir. The Residential designation includes single-family detached housing, duplexes, and some low density multi-family residential opportunities. These residential areas provide flexibility among housing types, locations, and densities while enabling the City to efficiently provide urban services.

High Density Residential (H)

This designation is to provide opportunities for residential uses in Westfir including higher density multi-family dwellings. The location of the High Density Residential area provides close proximity to the city center and other anticipated commercial developments.

Mixed Use (M)

The Mixed Use designation provides opportunities to mix low and medium density residential developments with commercial uses. These commercial uses are intended to primarily serve surrounding residential development. The

Mixed Use designation offers considerable flexibility for development while ensuring compatibility through the site review process.

Commercial (C)

Commercial areas in Westfir are intended to serve City residents as well as the broader area and Highway 58 travelers. Commercial areas serve as a principal downtown area for the community.

Industrial (I)

This designation is for areas for industrial facilities for the City of Westfir. Industrial development in the City can broaden the community's economic base and historically has been reliant on natural resources from the surrounding area. The industrial designation is intended to be compatible with the predominantly residential local character.

Parks, Recreation, and Open Space (P)

This designation preserves and protects park, recreation, and open-space lands that contribute to the welfare and safety, enjoyment, and economic well-being of persons who reside, work, or travel in, near, or around them.

Public/Government (X)

This designation is to preserve and protect lands for public services. These areas include government buildings and offices as well as lands associated with public utilities.

C. Agricultural Lands Strategy (Statewide Planning Goal 3)

Findings: The lands within the UGB consist of Class II agricultural lands, the majority of which are urbanized or formerly developed. The Agricultural Land Goal is determined not applicable to the Westfir Urban Growth Area for the above reason and that the undeveloped land areas are in small acreage and offer the only land that may accommodate future growth.

D. Forest Lands Strategy (Statewide Planning Goal 4; Community Goal B)

Findings: Adjacent forest land considerations have been addressed under Open Space and Scenic Areas. The Forest Lands Goal as related to timber production and harvest is determined not applicable to the Westfir Urban Growth Area for the following reasons:

- The majority of the in-city land area is urbanized or was formerly developed.
- The undeveloped land area adjacent to the City limits is small in acreage and offers the only additional privately owned land that may provide for future growth.

Forest lands within the Westfir UGB that are other than timber production and harvest lands are determined to be essential to the visual and environmental quality of the community.

Policy 4.1: Lands immediately adjacent to the river, particularly along existing and potential residential areas shall be maintained for their existing riparian vegetation, separation of urban development from the river and their visual, aesthetic, and open-space qualities.

Policy 4.2: Urban Forest Lands adjacent to national forest land, which have excessive slopes, shall be retained in open-space uses for maintaining the existing environment and separation from productive timber land. Applicable zoning restrictions and/or deed restrictions shall be applied to these areas.

E. Open Spaces, Scenic and Historic Areas, and Natural Resources Strategy (Statewide Planning Goals 5; Community Goals B and G)

Findings: Forested hills, both public and private, which surround Westfir, provide an open-space and aesthetic background that is an important visual and environmental quality of the community.

The City desires to preserve and protect identified historic, archeological, and cultural resources within the City limits and coordinate such efforts through applicable federal and state laws identified in Section 2 of this report under Related Agency Planning and Programs. No cultural areas have been identified in Westfir. Only one historic structure is identified in Westfir, the Office Covered Bridge, which is on the National Register.

Mineral resources are not identified in the Westfir area. Aggregate resources are generally available in association with river alluvium; however, aggregate extraction sites are not identified within the Westfir UGB. Principal river alluvium aggregate resources in Oakridge are currently providing local supplies of sand and gravel. Riparian vegetation adjacent to the North Fork of the Middle Fork Willamette River is an important habitat for wildlife.

Policy 5.1: Encourage timber management practices that maintain the existing forested backdrop.

Policy 5.2: The City shall coordinate and cooperate with state and county agencies and other historical organizations providing funding for a continuing program of inventorying, cataloging, and preserving historic structures, artifacts, and archeological sites in Westfir.

Policy 5.3: Upon the next plan review and/or update period of the *Westfir Comprehensive Plan*, the City shall assess inventoried and catalogued historic items and their preservation needs. Should there be identified a significant inventory, over and above the one identified historic structure, the City shall develop and adopt an historic preservation ordinance establishing guidelines for the preservation of historical resources within Westfir.

Policy 5.4: For the identified historical resources within Westfir, the City shall require a Conditional Use Permit procedure for any alteration of the structure. Conditional use requests shall be evaluated based on the following standards and criteria established by the Secretary of the Interior for historical preservation projects:

- i. Every reasonable effort shall be made to provide a compatible use for a property that requires minimal alteration of the building structure, or site and its environment, or to use a property for its originally intended purpose.

- ii. Distinguishing original qualities or character of a building, structure, or site and its environment shall not be destroyed. The removal or alteration of any historic material or distinctive architectural features should be avoided when possible.
- iii. Changes that may have taken place in the course of time are evidence of the history and development of a building, structure, or site and its environment. These changes may have acquired significance in their own right and this significance shall be recognized and respected.
- iv. Distinctive stylistic features or examples of skilled craftsmanship that characterize a building, structure, or site, shall be treated with sensitivity.
- v. Deteriorated architectural features shall be repaired rather than replaced, wherever possible. In the event replacement is necessary, the new material should match the material being replaced in composition, design, color, texture, and other visual qualities. Repair or replacement of missing accurate duplications of features, substantiated by historical, physical, or pictorial evidence rather than on conjectural designs or the availability or different architectural elements from other buildings or structures.
- vi. The surface cleaning of structures shall be undertaken with the gentlest means possible. Sandblasting and other cleaning methods that will damage the historical building materials shall not be undertaken.
- vii. Every reasonable effort shall be made to protect and preserve archeological resources affected by, or adjacent to, any acquisition, rehabilitation, restoration, or reconstruction project.

Policy 5.5: Aggregate extraction within the Westfir UGB is prohibited for protection of water resources and environmental maintenance.

Policy 5.6: Maintain riparian vegetation along the North Fork and Middle Fork Willamette River as habitat for animal and bird life and open spaces.

F. Air, Water and Land Resource Quality Strategy (Statewide Planning Goal 6; Community Goal B)

Findings: Based on LRAPA monitoring of air quality in Oakridge for total suspended particulate (TSP), the area does not currently violate ambient air quality standards for TSP.

Surface waters of the North Fork and Middle Fork Willamette River are extremely clean and of high quality. Turbidity becomes a problem during periods of high runoff. Groundwater quality has been found not to meet federal standards due to arsenic concentration. Due to collection system infiltration and inflow during the wet season, Westfir's wastewater treatment plant discharge exceeds permit standards during this period.

With community expansion, population growth, and associated land use activities, noise becomes an increasing problem in local environmental maintenance. Principal local noise sources are the railroad and commercial truck traffic.

Policy 6.1: To insure the maintenance of air quality in Westfir and the associated air shed, coordinate with DEQ and the LRAPA continued assessment of local air quality and proposed community activities that may introduce a source of air contamination, particularly any source of particulate emission.

Policy 6.2: Protect existing air quality through adoption of zoning performance standards for industrial development.

Policy 6.3: Encourage development of a non-polluting type.

Policy 6.4: Support and coordinate with Lane County, the implementation of the County's Water Quality Management Plan and 208 Program Comprehensive Sewerage Facility Review (1978) and State-Wide Water Quality Management Plan.

Policy 6.5: Correct City wastewater treatment deficiencies to maintain and/or meet DEQ wastewater discharge standards to prevent degradation of receiving stream water quality.

Policy 6.6: Support and coordinate the regulation of noise as provided for under Oregon Administrative Rules, Chapter 340, DEQ, Noise Control Regulations for Industry and Commerce, through adoption of performance standards zoning.

Policy 6.7: Coordinate as applicable and comply with state and federal environmental quality standards.

Policy 6.8: The division of property that contains hazardous materials shall require City approval of a development plan that identifies the type and location of hazardous materials, the cost and method of cleanup of those materials, the identification of one or more financial mechanisms to underwrite the cleanup, and a general schedule for the completion of the cleanup. The cleanup shall conform to Oregon Department of Environmental Quality (DEQ) regulations and any applicable Prospective Purchaser Agreement or other agreement in force between DEQ and the property owner.

G. Strategy for Areas Subject to Natural Disasters and Hazards (Statewide Planning Goal 7)

Findings: Detailed flooding data for the North Fork are available. Oblique aerial photography of the 1964 flood and topography of the wastewater treatment site west of the treatment plant indicates potential for partial inundation during periods of high water.

Policy 7.1: Retain site area as open space and wastewater treatment plant site. Potential for community park: Should the City be unable to develop and maintain the area as a community park, evaluate the site area above flood level for other uses.

Policy 7.2: Coordinate to protect zoning for flood potential areas and participate in the federal Flood Insurance Program and standards.

H. Recreational Needs Strategy (Statewide Planning Goal 8; Community Goal G)

Findings: The buildable land inventory for Westfir is limited and City ability to acquire and develop park and recreation facilities is extremely limited.

In the Hemlock Neighborhood there is a developed park with play facilities and picnic area.

Policy 8.1: Recreational opportunities, programs, and facilities of the City shall be made available to serve the needs of all citizens, including handicapped, minorities, and senior citizens.

Policy 8.2: Maintain for continued community use.

Policy 8.3: Require development in residential opportunity areas to incorporate open space and recreational use areas as a component of site development.

Policy 8.4: Encourage the provision and maintenance of a boat landing and river access on the south bank of the North Fork, near the southwest corner of the existing City limits.

Policy 8.5: Promote the recreational opportunities provided by the City boat ramp, trails, and Aufderheide rest area.

Policy 8.6: Establish a committee to maintain and patrol city parks.

Policy 8.7: Designate the swimming area downstream from the Hemlock Bridge as a park and improve the access trail.

Policy 8.8: Coordinate with the State Parks and Recreation Branch and the USFS, as may be applicable, regarding proposed hiking trails in the Westfir area.

Recommendation 8.1: Refer to the Oregon Statewide Comprehensive Outdoor Recreation Plan (SCORP) for guidance in planning, acquiring, and developing recreational resources, areas, and facilities.

Recommendation 8.2: Explore with the Oregon State Game Department of Fish and Game, the possibility of providing unrestricted recreational fishing in that portion of the North Fork-Middle Fork Willamette River within the Westfir city limits.

I. Economic Development Strategy (Statewide Planning Goal 9; Community Goal E)

Findings: The City has little economic activity within City limits. Residents participate in the surrounding regional economy. Future economic opportunities may exist in tourism- and recreation-related sectors. Future residential development may provide opportunities for limited commercial development in Westfir.

Policy 9.1: Make available suitable identified lands for commercial development.

Policy 9.2: Coordinate with and support the City of Oakridge's promotion and development of its industrial park as an opportunity to expand the sub-region's economic base.

Policy 9.3: Support local commercial development focusing on tourism and recreation and other activities suited to Westfir's small-town character.

Policy 9.4: Coordinate new commercial development with transportation and public facilities.

Recommendation 9.1: Endeavor to attain an average family income level comparable to that of Lane County.

Recommendation 9.2: Cooperate and coordinate with local, Lane County, and State of Oregon, Department of Economic Development, in efforts directed towards local economic development and diversification.

(See also Land Use Strategy).

J. Housing Strategy (Statewide Planning Goal 10; Community Goal F)

Findings: Westfir is a predominately single-family residential community characterized by a small-town atmosphere and an abundance of surrounding natural resources.

In 1979, a little over 34 percent of Westfir's housing stock (34 units) was assessed as sub-standard by the Lane County Assessor's Office Building Physical Assessment and are suitable for rehabilitation. (Based on Section 8 Low Income Housing Assistance criteria, households with 80 percent of the median income may qualify for low-income housing assistance.)

Due to the complete decline of industry in Westfir, residential and commercial development is more likely to flourish over the next 20 years. Although there is little projected demand for housing over the next 20 years, approximately 33 acres of additional land is being designated residential through these *Comprehensive Plan* updates.

Through targeted marketing, it is possible that these vacant areas will assume a higher rate of growth than recent infill development in Westfir.

Average household size is anticipated to decline in upcoming years.¹² Recognizing this result, more housing that is affordable for smaller households and single people, including the elderly, may be needed in the future. Multi-family housing options provided in this revision of the *Comprehensive Plan* address this potential need.

Policy 10.1: Initiate a public information program directed toward maintenance of existing housing stock and correcting or upgrading identified deteriorating units. This may include fire and life safety, minimum building standards and accessibility, assessment of deteriorating units to define needed improvements to bring units up to standard and extend their useful life and available financing programs for housing rehabilitation.

Policy 10.2: Coordinate housing rehabilitation efforts with energy conservation action, particularly with respect to residential insulation and weatherization programs.

Policy 10.3: At such time that 2000 Census of Population and Housing data becomes available, the City Council will assess low-income housing needs and programs that may fulfill these needs.

Policy 10.4: In order to improve the shelter standards and approach satisfaction of lower income household shelter needs, encourage developers to utilize public-supported delivery programs (see page 27 for descriptions of programs).

¹² Trend analysis from LCOG's Research and Analysis Program, 2000.

- Policy 10.5: Future housing will be subject to maintenance of existing building styles and sizes as described in the Housing Character Design Standards section (page 26).
- Policy 10.5: Adopt and administer land development and improvement standards directed to conservation of land and improvement resources that reflect the development character of Westfir and provide for the public need.
- Policy 10.6: Through land use policies of the *Comprehensive Plan*, provide a balanced inventory of developable residential lands to accommodate anticipated housing needs that offer housing choices and development flexibility.
- Policy 10.7: Integrate manufactured housing and multi-family units into the Westfir housing inventory through development guidance and zoning administration to broaden community housing choice.
- Policy 10.8: Make available and/or direct interested citizens and local developers to information and public programs designed to reduce housing costs.
- Recommendation 10.1: Establish and maintain minimum permit requirements and processing procedures.

K. Public Facilities and Services Strategy (Statewide Planning Goal 11; Community Goal G)

Findings: Westfir's City Hall is located towards the eastern end of the City, along Westoak Road. The building also houses a small library and the fire station. The facility lacks adequate space for these activities.

Fire protection and prevention services are currently provided by the Westfir Volunteer Fire Department. Currently the City faces ongoing difficulty in fielding a large enough volunteer force.

Recent evaluations of the water system in 1997 revealed problems relating to fire flow, chlorination, inadequate pipe size in certain areas, system loss, and service disruption.

Recent evaluation of the wastewater collection and treatment facility in 1996 revealed problems of excessive inflow and infiltration during periods of high water table and/or during the wet season, which exceed treatment plant capacity. The treatment plant has been assessed as having design capacity that may approach 350 to 400 housing units (or equivalent).

The majority of the Westfir street inventory is developed to rural or sub-urban standards, paved traffic surface with gravel shoulders and adjacent open drainage ways.

Solid waste is currently collected within the City by a private Oakridge operation. Lane County provides and operates a sanitary landfill site near Hills Creek Dam.

Oakridge School District No. 76 as of 1979, had an approximate 20 percent of District student capacity (253) available to accommodate future growth.

Law enforcement services for the Westfir area are provided by the Lane County Sheriff's Department. Oregon State Police service is available at Oakridge.

Long-range financial planning and short-range Capital Improvements Programming provide an organized and analytical base for working towards the realization of new capital construction and/or reconstruction of necessary municipal facilities. Through the process of identifying priority of municipal need and availability and/or estimates of financial resources in time, capital expenditures may be programmed for execution.

The preparation of capital construction budgets must account for the following first or acquisition cost items:

1. Land acquisition and any site demolition,
2. Building and/or site improvements and utilities,
3. Fees, tests and administration, and

4. Equipment and furnishings.

In addition, the following costs must be reflected in the annual operating budget for the fiscal year or portion thereof the particular project is operational:

1. Salaries, and
2. Operation and maintenance.

The last consideration is the definition of the source or sources of financing of project costs, which may be accounted for as follows:

1. General fund,
2. Bond,
3. Serial levy,
4. User fees,
5. Special city revenues,
6. County aid,
7. State shared revenues,
8. Federal revenue sharing, and
9. Other (specify).

For the purposes of clearly identifying the specific project, a location map identifying the project location within the community and/or extent of the project location is desirable.

Policy 11.1: Explore grant funds for the construction of a new City Hall and Fire Hall.

Policy 11.2: Assess community need for and ability to support City library services.

Policy 11.3: Investigate, coordinate, and initiate as applicable, the formation of a rural fire protection district.

Policy 11.4: Continue to rely upon and support improved service and fire suppression capabilities of the Westfir Volunteer Fire Department.

Policy 11.5: Coordinate fire protection and prevention requirement needs in evaluation of City water system and incorporate necessary facility upgrading in the Facility Master Plan, to be implemented through phased development and/or re-development.

Policy 11.6: Initiate phased upgrading of water system to adequately serve existing development, upgrade fire protection capability and accommodate growth needs.

Policy 11.7: Initiate phased upgrading of the wastewater system to adequately serve existing development and utilize any excess plant capacity to accommodate

development support within or immediately adjacent to the Hemlock Subdivision.

- Policy 11.8: For existing development and redevelopment areas, sewer service is to be based on sub-surface wastewater disposal through conventional septic tank system or sand filter systems, or alternative systems approved by DEQ; and municipal water service meeting minimum health standards for these systems.
- Policy 11.9: Develop an agreement with the City of Oakridge for the disposal of solids.
- Policy 11.10: Assure expansion of the wastewater system to serve the former mill site by integrating it into the existing system and including it when planning future upgrades.
- Policy 11.11: Investigate the possibility of including all houses in the wastewater system.
- Policy 11.12: Work with the City of Oakridge to develop a regional strategy for managing current and future wastewater disposal needs.
- Policy 11.13: Require dedication of necessary right-of-way and the provision of required street improvements adjacent to property in conjunction with property development or re-development.
- Policy 11.14: Coordinate improvement and/or upgrading of County roads with Lane County Public Works Department.
- Policy 11.15: In areas of new development or re-development that are assessed to have surface drainage problems, require the development to provide surface drainage to existing natural drainage ways.
- Policy 11.16: Continue existing program of solid waste collection and disposal.
- Policy 11.17: Coordinate with Lane County under its Solid Waste Management Plan and Program, the continued availability of a local sanitary landfill site and/or County programmed handling of solid wastes.
- Policy 11.18: Encourage local programs for resource recovery and recycling.
- Policy 11.19: Coordinate with District No. 76 as related to additional student loading for future estimates of Westfir population, in providing and maintaining quality education for the Westfir school population.
- Policy 11.20: Coordinate with LCC for the delivery of extension courses to serve the needs of Westfir residents.

- Policy 11.21: Continue existing law enforcement. Investigate the potential of sharing law enforcement services with Oakridge.
- Policy 11.22: Prepare, review, and adopt necessary standard specifications for the design and construction of public improvements for the City. Publish such standard specifications and make available to the public as City policy.
- Policy 11.23: Initiate a program of long-range financial planning to provide financial resources for necessary City capital construction requirements.
- Policy 11.24: Define long-range capital improvement requirements along with operation and maintenance costs and establish priority of need in time based on the development or redevelopment objectives of the community.
- Policy 11.25: Determine and/or estimate sources of financing and correlate these to needs.
- Policy 11.26: Prepare a financial plan reflecting total requirements over the desired time period, say five to six years, for short-range planning to consist of the next fiscal year and a four- to five-year look into the future. Long-range financing objectives are usually for the planning period of the plan, in Westfir's case, 20 years. This long-range financial plan identifies the overall capital requirements to meet municipal needs identified in the planning period.
- Policy 11.27: Include the priority project (s) contained in the first year of the five- or six-year capital improvement program for which financing is estimated to be available, along with other City requirements to realize the annual operating budget, requirements being balanced with resources. Each year prior to preparation of the annual operating budget, one additional future year is added to the end of the five- or six-year program and the previous year projects omitted, if there is no project carryover. Priorities are then reviewed in light of meeting any significant change in needs, costs are updated to reflect any program changes and/or inflation and the document is submitted to the City administration of compilation of the Capital Improvements Program. The Capital Improvements Program is in turn submitted to the City Budget Committee along with other funding requests for City operation and improvements. Based on estimated financial resources, those priority capital improvement projects for the forthcoming budget are included in the proposed annual operating budget, balancing all requirements with available finances.
- Recommendation 11.1: Adopt a subdivision ordinance and standards and specifications for public improvements, incorporating street development standards suitable to the needs of Westfir.

Recommendation 11.2: Encourage the improvement and/or upgrading of sub-standard City streets.

Recommendation 11.3: Enforce dark sky lighting requirements.

L. Transportation Strategy (Statewide Planning Goal 12; Community Goal I)

Findings: Physical limitations presented by topography, the river, and the existing railroad preclude major re-organization of the existing street and road system for cost-effective service to the limited urban growth area of Westfir.

Traffic strategy and policies are directed toward utilizing the principal existing street and road system as the basis of upgrading serviceability and addressing safety and environmental concerns.

Forthcoming development of the former millsite will require integration with the existing roadway system.

The City does not contain any alternate transportation facilities. The community has expressed concern about pedestrian safety as it relates to Westfir and Westoak roads.

a. Arterial Streets

(i) Westfir Road (Co. Rd. 1323)

Function: Principal vehicular traffic artery serving Westfir, providing regional access to the Willamette Highway and regional access Willamette Highway and Forest Service Arterial N. 19 and linkage to Oakridge via Westoak Road.

Policy 12.1: Coordinate with Lane County, improvement and upgrading as traffic and safety require.

Policy 12.2: Encourage development and redevelopment of adjacent property with adequate off-street parking for traffic safety.

Policy 12.3: Control ingress and egress to new development and redevelopment through plan review process.

Policy 12.4: Prohibit on-street parking unless cross-section improvements provides for two lanes of moving traffic and adequate improved area for on-street parking beyond traffic lanes.

Policy 12.5: Coordinate the provision of pedestrian and/or bicycle travel ways separated from the traffic way.

Policy 12.6: Establish speed limits consistent with safety requirements of the community

(ii) Westoak Road (Co. Rd. 360)

Function: Principal vehicular link with Oakridge.

Policy 12.7: Coordinate with Lane County, improvement and upgrading as traffic and safety require.

Policy 12.8: Encourage development and redevelopment of adjacent property with adequate off-street parking for traffic safety.

Policy 12.9: Prohibit on-street parking unless cross-section improvement provides for two lanes of moving traffic and adequate improved area for on-street parking beyond traffic lanes.

Policy 12.10: Control ingress and egress to new development and redevelopment through plan review process.

Policy 12.11: Coordinate the provision of pedestrian an/or bicycle travel ways separated from the traffic way.

Policy 12.12: Establish speed limits consistent with safety requirements of the community

b. Collector Streets

(i) Hemlock Bridge and Winfrey Road, and Future Collector Streets on Former Mill Site

Function: Residential area collector and service and access to USFS Road 5821 to Nursery and Lowell, and forthcoming residential and commercial access to development on former mill site.

Policy 12.13: Provide for improved access and residential areas traffic separation through vacant land development east of Hemlock Subdivision.

Policy 12.14: Sixty-foot right-of-way.

Policy 12.15: Develop to urban standards of Westfir.

Policy 12.16: Discourage heavy traffic through Hemlock Subdivision.

Policy 12.17: Establish speed limits consistent with residential area safety.

Policy 12.18: Prohibit use of the Office Covered Bridge for access to development on the former mill site.

c. Local Streets

Function: Public access to private and public property, principal location for public utilities, and optional location for bicycle paths.

Policy 12.19: Minimum 50-foot right-of-way except cul-de-sacs.

Policy 12.20: Develop to urban standards of Westfir.

Policy 12.21: Develop drainage structure to fix the surface problems on City streets.

Policy 12.22: Encourage upgrading of existing City streets to urban standards.

Policy 12.23: Require necessary minimum right-of-way at time of parcel development.

d. Union Pacific Railroad

Policy 12.23: Encourage and coordinate with the railroad company, development and installation of dense landscaping between trackage and urban development for visual upgrading and suppression of noise and vibration.

e. Bicycle Routes

Policy 12.24: Based on local demand and the City's financial ability to provide and maintain bicycle routes, incorporate such facilities into the transportation system inventory as presented in the *Comprehensive Plan* diagram.

Policy 12.25: Coordinate the provision of a joint bicycle-pedestrian way, separated from the roadway, along Westfir and Westoak Roads and/or Westfir Road.

Policy 12.26: Provide for bicycle transportation during development of the former mill site.

Policy 12.27: Develop bicycle routes based on the following criteria:

- (a). Where appropriate, incorporate bicycle routes within the street right-of-way, preferably separated from motor vehicle traffic or as a separate hard surface road.
- (b). Bicycle routes with independent hard surface; Minimum eight feet wide.
- (c). Prohibit use of all motorized vehicles on bicycle routes.
- (d). Properly sign and post all bicycle routes.

- (e). Incorporate rest stops and/or view stops where appropriate (i.e., on steep terrain, within public parks, along the river, etc.)

Policy 12.28: Coordinate with Lane County and City of Oakridge, the desire and feasibility of establishing a bicycle route along Westoak Road linking Westfir and Oakridge.

Policy 12.29: Continue coordinating with the USFS the feasibility of establishing a dedicated bicycle path along USFS Arterial No. 19, providing bicycle access to USFS recreation opportunities along this arterial.

f. Pedestrian Systems

Policy 12.30: Coordinate the provision of joint pedestrian/bicycle ways separated from the traffic way along Westfir and Westoak Roads.

Policy 12.31: Consider and utilize where feasible, other available locations for pedestrian movement. Example: undeveloped and non-utilized alleyways, dedicated street segments determined not to be needed for vehicular traffic, utility easements, etc.

Policy 12.32: Provide pedestrian facilities that do not exceed 8.33 percent in grade (1 to 12) and provide handicapped ramps at any curb condition.

Policy 12.33: Coordinate with the State Parks and Recreation Branch as may be applicable, the proposed Eugene to Pacific Crest hiking trail of the proposed Oregon Recreation Trails system.

Policy 12.34: Maintain use of the Office Covered Bridge for vehicle and foot access to rest area and trail head.

Policy 12.35: Provide pedestrian access to park areas that are less than one-half mile from public ways.

M. Energy Conservation Strategy (Statewide Planning Goal 13; Community Goal H)

Findings: Conservation of energy is essential to provide for future consumption, when confronted with limitations of non-renewable sources. When faced with source limitations and supply vs. demand cost escalation, particularly in the area of fossil fuels, alternative sources and technologies become viable to accommodate energy requirements. Reduction of energy consumption through conservation also results in immediate economies through cost reductions.

Local government is rather limited in effectuating significant energy conservation impacts, due primarily to code restrictions and/or requirements that are counter-productive to the conservation of energy. These fall primarily in the area of land use and land development regulations.

Public educational efforts in the areas of energy conservation and alternative source technologies can influence the conservation of energy and alternative source development, particularly in the areas of heating, water use, lighting, cooling/refrigeration, and other applicable areas.

Policy 13.1: Support energy consumption evaluation of structures and buildings within the City and the installation of appropriate insulation and weatherization to conserve energy.

Policy 13.2: Support Westfir residential unit owners to investigate and utilize as appropriate, residential insulation and weatherization improvements.

Policy 13.3: Make available to the citizens' of Westfir, appropriate information or information sources covering tax incentive programs for insulation and weatherization to conserve energy.

Policy 13.4: Support a community-wide program for resource recovery and recycling.

Policy 13.5: The City will continue to monitor evolving county, state and federal energy program and policy development and make available to the citizens of Westfir appropriate and applicable energy conservation measures, techniques and incentives.

N. Urbanization Strategy (Statewide Planning Goal 14; Community Goal D)

Findings: The Westfir UGB is described by the following:

Beginning at the northwest corner of the existing City Limits which is on the south right-of-way line of the Union Pacific Railroad at the Middle Fork Willamette River; thence in a clockwise direction east along the existing City Limits to the east side of the North Fork – Middle Fork Willamette River; thence north along the east side of the North Fork-Middle Fork Willamette River to the north right-of-way line of the Southern Pacific Railroad; thence east along said right-of-way line to its intersection with the north boundary line of Tax Lot (T. L.) 21 35 07 4:100 thence east along the north line of said tax lot to the northeast corner of the tax lot; thence south along the east boundary line of T. L. 21 35 07 4:100 to the northern right-of-way line of the Union Pacific Railroad; thence southeast along said right-of-way line to the intersection of the existing City Limits; thence north and east along the existing City limits to the southeast corner of T. L. 21 35 08 32:101; thence south as an extension of the east boundary line of T. L. 21 35 08 32:102; thence east along the north boundary lines of T. L. 21 35 08 32:102, 108, 103, 104, 105 and 106 to an intersection with the north right-of-way line of County Road No.360 (Westoak Road); thence west along said north right-of-way line to a point which is the northern extension of the east boundary line of T. L. 21 35 08 32:107; thence south from said point and along the east boundary of T. L. 21 35 08 32:107 and its southern extension to the north side of McLane Creek; thence west along the north side of McLane Creek to a point approximately 700 feet east of County Road No. 1323 (Westfir Road); thence south from said point to the toe of slope; thence west along the toe of said slope to the south right-of-way line of County Road No. 1323 and the existing City Limits; thence northwest along the existing City Limits to the point of beginning.

Policy 14.1: Urbanization land requirements for the City shall be provided for from the buildable lands inventory contained within the corporate limits of the City and within the support capabilities of the existing and/or upgraded water and sewer utility systems and sub-surface wastewater disposal systems for City areas that are not to be sewered.

Policy 14.2: Urbanization beyond the corporate limits of the City shall be accommodated only at such time that adequate urban services can be provided for the new additions to the City.

Policy 14.3: Provision of urban domestic water service and wastewater treatment shall be guided by the facility master plans for municipal water and sewer service.

Policy 14.4: Implement the Urban Growth Management Agreement with Lane County that provides for joint notice responsibilities within the Westfir UGB for land use decisions.

Policy 14.5: Continue to maintain effective lines of communication and coordinate with related public agencies to define inter-related and/or overlapping program area responsibilities and specific implementation roles and responsibilities.

These should include:

- U. S. Forest Service,
- Department of Environmental Quality,
- Lane County,
- Oakridge School District No. 76,
- City of Oakridge,
- Lane Electric Coop., Inc., and
- Others as necessary.

Policy 14.6: Coordinate with Lane County the designation of appropriate county zone districts for County lands within the adopted UGB.

Policy 14.7: Coordinate with Lane County as provided for in the Oregon Revised Statutes, the review of adjacent County subdivisions as they may affect the future of Westfir.

Policy 14.8: City services shall not be provided to any land unless that land is within the corporate limits of the City of Westfir, or unless a mutually agreeable contract to annexation is entered into by the city of Westfir and the land owner (s) of the property desiring City services.

Policy 14.9: City of Westfir annexations shall be considered under the following criteria:

1. Land areas to be considered for annexation shall be within the Westfir UGB and shall have boundaries contiguous to the then existing corporate limits of the City.
2. No annexation shall be considered which proposes to make an outlying parcel of land contiguous to the City Limits by means of a long linear parcel of land (pan-handle), with one end contiguous to the City Limits.
3. Annexation of property to the City shall be made prior to the provision of any City services. In turn, it shall be demonstrated that the City is capable of providing a full range of Westfir urban services prior to the consideration of annexation. Consent to annexation to the City shall be governed by the Oregon Revised Statutes and the following criteria:

- A. Land area that is mutually agreeable and acceptable to the City and property owner (s) shall, through a joint agreement, define the necessary requirements to be met as precedent to annexation and a contract thereto entered into.

The necessary requirements shall include, but not necessarily be limited to:

- (1) Land owner provision and construction of all land development support systems to City standards and specifications.
 - (2) Other requirements, services and/or facilities to adequately support the area considered for annexation, so as to not place an undue burden upon the existing City, urban systems and population.
- B. Or, that the proposed annexation area is within the service capabilities or programmed expansion and such services can be delivered within a reasonable and/or mutually agreed upon period of time.

Policy 14.10: In-city buildable lands shall be developed prior to annexing lands within the UGB. However, annexation phasing of UGB lands shall be exercised to insure availability and adequate choice of buildable lands to satisfy community needs.