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**TO:** Planning Commission

**FROM:** Sarah Selden, Senior Planner  
Department of Planning and Building Services

**SUBJECT:** SW Employment Area Plan and Code Amendments – Continued Public Hearing  
(LU 15-0077)

**DATE:** February 3, 2016                      **DATE OF MEETING:** February 8, 2016

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### **ACTION**

On January 25, the Planning Commission held a public hearing on the SW Employment Area Plan and Code Amendments. The Commission completed the public testimony portion of the hearing and began their deliberations with responses to the key issues raised during public testimony. The Commission continued the hearing to February 8 to complete their deliberations, with adoption of findings scheduled for February 22.

Staff offered to return on February 8 with responses to the items discussed by the Commission during their initial deliberations, including additional information, options and recommendations for how the Plan and Code could be refined.

Following the Commission's tentative decision, staff will prepare recommended revisions for review with the Findings, Conclusion and Order.

### **DISCUSSION**

Staff grouped the Commission's initial comments into twelve categories, listed below, which are summarized in **Exhibit F-1**, along with information on how the draft Plan and Code do or do not address each comment, and recommendations for how the plan could be revised.

Additional discussion is provided below on the Jean Way extension.

- Jean Way Extension
- Lakeview Blvd. Improvements
- Site Design
- Truck Idling
- Other Transportation Issues
- Residential/Industrial Interface
- Residential Uses in SWEA Commercial Zones
- Food Cart Pods
- Branding/Signage
- Retail Square Footage in IPO Area
- SWEA as Employment Area
- Com Plan Policy Amendment

## Jean Way Extension

The Planning Commission heard testimony from nine residents who expressed neighborhood strong concerns about existing traffic and the proposed extension of Jean Way from Jean Road to Lakeview Blvd. These residents' concerns focus on the potential for increased traffic volumes, large trucks, and vehicle lights on Lakeview Blvd., and at a new Jean Way/Lakeview Blvd. intersection (in particular, at Lakeview Ct.). Residents in the Rosewood neighborhood south of Lakeview expressed concern that vehicles would cut through their neighborhood when using the extension, to avoid congestion on other area roadways. Residents in this area have expressed that while they support new development, they do not want to see a new vehicle connection between Jean Road and Lakeview Blvd.

The analysis of transportation options for the plan considered the likelihood that Jean Road east of Jean Way would continue to serve as the primary travel route to and from Boones Ferry Road and I-5 to the west. The extension would allow vehicles currently traveling between Lakeview and Jean Road to use the extension rather than the northern section of Lakeview and, in particular, the intersection of Lakeview with Jean Road. The scope of this project did not include a detailed traffic study with vehicle turning movements, as may be required of a development application, but the above observation is plausible.

Commissioners shared a range of perspectives during initial deliberations, including that the Jean Way extension should be removed from the Plan (and Code), and that additional consideration was needed, such as whether the connection could work with the right design.

With regard to concerns from neighbors about *any* through connection, it may be helpful to consider what is allowed or required today, based on citywide standards for circulation, connectivity, and access. When new development is proposed, the City reviews the number of additional vehicle trips anticipated as a result of the development, and has the conditioning authority to require public improvements to mitigate for increased traffic. Depending upon the impacts, this can range from street frontage improvements to traffic signal installation, right-of-way dedication and street construction to pedestrian pathways. In order for a development to trigger the dedication and construction of a new Jean Way extension, a high number of trips would need to be added, estimated in the several hundred range. Lesser development impacts could be required to provide for a pedestrian pathway, rather than a street, and/or other transportation improvements.

The Community Development Code (CDC) includes a Local Street Connectivity standard (LOC 50.06.003.4) that is applicable to the construction of a new commercial or industrial structure that is located on a parcel or parcels of vacant or redevelopable land of 1.75 acres or more. The standards in this section establish the governmental need for additional connectivity, with standards intended to provide an "interconnected local street system to reduce travel distance, promote the use of alternative modes of travel, provide for efficient provision of utility and emergency services, provide for more even dispersal of traffic, and reduce air pollution and

energy consumption...” If a new street or pathway was determined necessary to mitigate for increased vehicle trips associated with new development, these standards would apply. If a new connection was not required, the applicant must show a future connectivity plan that demonstrates how future streets or accessways could be located in the future. The CDC standards for Access (LOC 50.06.003.1) do not prevent a development from providing on-site circulation that allows vehicular access from two streets (the Micro Systems Engineering campus is another example of a site in the SWEA with access from opposite streets, Jean and Lakeview).

The Commission will need to consider the concerns from residents along with current CDC standards and desired flexibility for the property owner to provide access for future development. Additionally, the Commission may want to consider the pros and cons to including or not including the extension of Jean Way in the SWEA Plan. For example:

#### With Extension

- Good for accessory retail uses, which like having street frontage for visibility, provided there is adequate parking
- Good for reducing out-of-direction travel for vehicles and pedestrians
- Good for truck idling area at northern end of extension (away from residential), if traffic code is changed
- Good for relieving traffic at northern end of Lakeview, and intersection of Lakeview and Jean Road
- Potential negative impact to residential properties along Lakeview (and in the vicinity of Lakeview Court, depending on alignment)
- Potential bypass for drivers heading south toward Childs and beyond,

#### Without Extension

- Good for light industrial uses that want or need more of a campus-like environment
- Good for larger amount of developable square footage
- Potential for traffic calming and discouraging cut-through traffic (driveways in parking areas, instead of public street)
- Potential for parking lot truck idling area, with no change in traffic code required (trucks on private property, not on public street)
- Potential out-of-direction travel for vehicles and pedestrians

#### Other Alternatives

- Require pedestrian access way through site
- Private vehicular connectivity may be included in redevelopment, under existing standards

## RECOMMENDATION

The advisory committee felt that the Jean Way extension would enhance the SWEA by improving connectivity for district businesses and nearby residents, however, it was not seen as a critical public street improvement necessary to meet the district's transportation needs as an employment center. Based on this factor and the level of concern from nearby residents, the Commission may want to remove the extension as a public infrastructure improvement in the SWEA Plan and SW Overlay District Code. The advisory committee considered two land use and infrastructure alternative concepts in developing their recommendation for the district, one that included the realignment of the Jean Way and Lakeview Blvd. intersection and one that included the Jean Way extension; their recommendation was a combination of the two. Without the Jean Way extension, the Recommended Alternative would be the concept described in the SWEA Plan as Alternative 2, depicted in Figure 9 (p. 36 of Ordinance Attachment B). The proposed SW Overlay District code would be revised to remove Section 6. Future Jean Way Extension Street Alignment (p. 9 of Ordinance Attachment C).

In addition to addressing the issue of the Jean Way extension, staff recommends that the Commission consider the additional SWEA Plan and Code revisions recommended in **Exhibit F-1** to this staff memo, which were prepared in response to the Commission's initial deliberations on January 25, and direct staff to return with a revised set of proposed amendments with Findings on February 22.

## EXHIBITS

- F-1. Matrix of Issues and Responses to January 25 Public Hearing
- F-2. Excerpts of Oregon Revised Statute and Lake Oswego Code Sections Related to Trucks