

Community Culture

Our educational, cultural, recreational, and civic engagement opportunities strengthen the social fabric of the community. Our top-rated schools offer excellent education and reinforce the value of the community as a desirable place to raise a family. Our outstanding library, parks, and community amenities provide a wide range of programs and special events. Public art and historic resources enrich our cultural identity.

Civic Engagement – Historic Preservation – Recreation – Library – Arts – Education

STATEWIDE LAND USE PLANNING GOALS

The six sections of the Community Culture chapter implement the following Statewide Land Use Planning Goals:

- “Civic Engagement” implements Statewide Planning Goal 1 Citizen Involvement.
- “Historic Preservation” implements Statewide Planning Goal 5, Open Spaces, Historic & Natural Areas (Historic Areas).
- “Recreation” implements Statewide Planning Goal 8 Recreation.
- “Library” implements Statewide Planning Goal 11 Public Facilities and Services.
- There are no corollary Statewide Planning goals for “The Arts” and “Education”.

UPDATES TO LAKE OSWEGO 1994 COMPREHENSIVE PLAN

The six sections of the Community Culture chapter replace the following chapters and sections of the Lake Oswego 1994 Comprehensive Plan:

- “Civic Engagement” replaces Goal 1 Citizen Involvement.
- “Historic Preservation” replaces Goal 5, Section 8 Historic and Cultural Resources.
- “Recreation” replaces Goal 8 Parks & Recreation.
- “Library” is newly added to the Comprehensive Plan.
- “Education” replaces that portion of Goal 11, Section 5, pertaining to Schools.
- The 1994 Comprehensive Plan did not contain a section on “The Arts”.

Civic Engagement

BACKGROUND

Statewide Planning Goal 1: Citizen Involvement

“To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process.”

Lake Oswego developed its first Comprehensive Plan during 1974-1978, in response to Oregon’s newly adopted statewide land use planning goals. The planning process involved substantial public participation, research, and review in public meetings and hearings. The City established its first ten neighborhood associations during the same timeframe, and, in 1975, the City Council adopted guidelines for citizen involvement in land use planning and decision-making. Also during this time, the City had seven advisory boards and commissions.

The City Council updated the Citizen Involvement Guidelines* in 1991, and completed a Comprehensive Plan update 1994. The Citizen Involvement Guidelines were updated again in 2009, prior to the most recent Comprehensive Plan update.

Since the late 1990s, the Planning Commission has served as the Committee for Citizen Involvement, whose purpose is to assist in the development, implementation and evaluation of a citizen involvement program under Statewide Planning Goal 1. The program has been successful in fostering support for land use planning. In 1994, Lake Oswego had 15 active, recognized neighborhood associations and 11 boards and commissions through which citizens could become involved in planning. As of July 2013, Lake Oswego has 23 recognized neighborhood associations.

The City also provides planning assistance to the neighborhood associations. As of 2013, the City Council has adopted eight neighborhood plans, which serve as official elements of the Comprehensive Plan, as well as special zoning districts and design standards for some neighborhoods. Lake Oswego citizens can also serve on one of the City’s 12 boards and commissions, including the following boards and commissions that have a direct role in advising City Council on and/or implementing Lake Oswego’s land use policies: Development Review Commission, Historic Resources Advisory Board, Natural Resources Advisory Board, Planning Commission, and Sustainability Advisory Board.

Lake Oswego uses a variety of techniques to engage a representative cross-section of the community in land use planning and decision-making. These include meeting notices posted in public places and published online and in newspapers, summaries of City documents, flyers, brochures, neighborhood newsletters, informational meetings, trainings and presentations, mailings, a staffed Citizen Information Center, the City Council Digest and Dispatch (email

updates), Facebook, Twitter, RSS, Code Red Emergency Notification, HelloLO (citywide print newsletter), LO-Down (electronic newsletter), and listserves.

The City of Lake Oswego also uses a broad range of outreach methods to encourage a two-way flow of information between citizens and policy makers. Two-way communication leads to informed decisions, a more engaged citizenry and better public support of policies and programs. These methods include: publicly advertised meetings, statistically valid surveys, public comment periods at meetings, pre-application conferences for land use and development proposals that include representatives of neighborhood associations, neighborhood meetings, focus groups, ad-hoc citizen advisory committees, the City's web-based "Open City Hall", and the Citizen Information Center, among others.

One of Lake Oswego's four sustainability principles is to "Support people to meet their own needs". As stated in the Citizen Involvement Guidelines, the City strives to ensure that all its residents are aware of, understand and have the opportunity to express their opinions regarding planning decisions.

Summary of Major Issues

The following issues related to Citizen Engagement and Statewide Planning Goal 1 (Citizen Involvement) were identified and addressed through the 2013 Comprehensive Plan update:

- Undertake a community vision process, to inform the Comprehensive Plan update;
- Engage the community through a combination of in-person and online activities, and written communications.
- Reinforce two-way communication between citizens and policy makers, and solicit feedback on the plan through an open and transparent public process;
- Ensure the Comprehensive Plan continues to meet State requirements for land use document, while updating the document so that it clearly expresses the community vision.

GOALS AND POLICIES

(Strikeouts and underlines reflect proposed changes to the Draft Comprehensive Plan tentatively approved by City Council under Resolution No. 12-21, adopted July 10, 2012.)

Goal

Provide accessible, meaningful and transparent public engagement processes that offer a wide range of opportunities for citizens to participate in local land use decision-making.

Policies

1. Provide citizen involvement opportunities appropriate to the scale of a given planning effort, and ensure those affected by a plan have opportunities to participate in the planning process.
2. Ensure that information related to land use planning and decision-making is readily accessible to the public and easy to understand.
3. Utilize city boards and commissions, neighborhood associations, and other community groups to ensure a diverse and geographically broad range of citizen input in land use issues.
4. Provide opportunities for citizens to engage in land use planning and decision making, including opportunities for individual citizens who may not otherwise participate.
5. Ensure direct and ongoing two-way communications between the City and Lake Oswego citizens regarding land use issues.
6. Provide for and encourage the formation of neighborhood organizations, and support their efforts to inform and engage residents in neighborhood and community-wide issues.
7. Maintain a Commission for Citizen Involvement (CCI) to develop, sustain, and promote meaningful citizen engagement in land use planning.
8. Define how the public will be engaged in each phase of the land use planning process at the beginning of the process.
9. Utilize broadly representative, special citizen advisory bodies to provide input on implementation of the Comprehensive Plan and other related land use planning matters.
10. Provide adequate resources to support the City's land use related Citizen Involvement Program.
11. Design and implement the Citizen Involvement Program in ways that foster civility and respect for all who participate.

RECOMMENDED ACTION MEASURES

- A. Periodically evaluate the City's Citizen Involvement Program and make adjustments as needed to improve its effectiveness.

- B. Have the Committee for Citizen Involvement (CCI) report at least annually to the City Council to evaluate the effectiveness of the City's citizen involvement efforts.
- C. Public involvement plans for planning projects shall clearly state the project purpose, its process, timeline, how citizens will be involved and the ways by which citizens will make their recommendations to City decision-makers and receive responses from them.
- D. Identify citizens who may be affected by land use planning issues but who do not typically participate in planning and make tailored efforts to engage them.
- E. Make available copies of all technical information, planning documents and staff reports, through the City Planning Department, the City Library, on the City's website, and other locations, as appropriate.
- F. Keep the public informed of opportunities for involvement in land use planning using a range of available media, including newspaper notices, mailings, the City newsletter, television, meetings, City website, listserves, social media, and new technology.
- G. Provide for recognition of exceptional civic efforts.
- H. Establish citizen advisory committees and ad-hoc committees to advise staff, the Development Review Commission, the Planning Commission, and City Council and other boards and commissions regarding land use issues. These groups can include but are not limited to, natural and historic resources, the arts, public library, traffic management and transportation, and parks and recreation services.
- I. Maintain youth members on City boards and commissions involved in land use planning, and work with the Lake Oswego School District, local private schools, and service groups to encourage youth involvement in land use planning activities.
- J. Ensure that responses to citizen inquiries on land use matters are understandable, welcoming, timely, and include sources of information.
- K. When needed provide translations of information to non-English-speaking members of the community.
- L. Review city land use notification methods periodically to determine if they adequately provide notice to affected citizens.
- M. Provide opportunities for citizens to post information of civic interest in public buildings, as resources permit.
- N. Prepare a citizen involvement report at the end of any major land use planning project as a means of evaluating Citizen Involvement Program effectiveness.

08/29/13 – Revised per City Council motion.

- O. Maintain a list of community organizations to contact and invite to participate in the discussion of land use issues or projects.
- P. Utilize a variety of methods to provide citizens with information about land use issues and to get information from citizens about their policy preferences , which may include but are not limited to the following:

Ways to Get Information from the Public

- Holding widely advertised public hearings in accessible meeting rooms.
- Using statistically valid surveys and, where appropriate, online questionnaires to gather input on land use issues.
- Providing a “public comment” period at all public meetings to allow citizens to speak on topics not already specified in the agenda.
- Publicizing comments, ideas and recommendations obtained at community meetings and through the planning process.
- Holding meetings prior to the development of land use plans to solicit community preferences.

Ways to Give Information to the Public

- Posting notices about land use planning projects and major developments in the newspaper, on the City website, in conspicuous places where people frequent, such as supermarkets, post offices, library, City Hall, etc., and at affected properties.
- Producing summaries of important documents that are long or complex, using visuals where appropriate to communicate complex ideas or plans.
- Producing flyers or booklets, describing hearing processes, such as how to provide testimony, the Oregon comprehensive land use planning system, etc.
- Making the Comprehensive Plan, Zoning Ordinance, Development Code and other planning documents readily available in electronic and hardcopy form.
- Maintaining a City newsletter.
- Using neighborhood newsletters as a vehicle to get information out.
- Providing a Speakers Bureau consisting of planners, local officials or others willing to speak to neighborhood associations, civic clubs and classes about planning issues and other City issues.

08/29/13 – Revised per City Council motion.

- Holding community meetings on topics of current interest in proximity to the topic of interest.
- Holding informational meetings in advance of public hearings to enable affected persons to understand proposals and to prepare for testimony.
- Utilizing existing communication vehicles (such as water bill mailings) to inform residents of issues.
- Providing realtors and welcoming organizations with information on how to get involved in order to inform new residents.

DEFINITIONS

Citizen Involvement Guidelines: A set of program guidelines intended to establish an effective and responsible program for citizen involvement in the land use planning process in Lake Oswego. The guidelines were developed by the Lake Oswego Commission for Citizen Involvement and adopted by the City Council, pursuant to Statewide Planning Goal 1 (Citizen Involvement).

Historic Preservation

BACKGROUND

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

“To conserve open space and protect natural and scenic resources, including historic areas, sites, structures and objects.”

Historic preservation plays an important role in defining Lake Oswego’s sense of place. Statewide Planning Goal 5 requires communities to inventory historic and cultural resources. The inventory describes the location, and quality and quantity of these resources. Resources are managed to preserve their historic character. When potentially conflicting uses are proposed, the economic, social, environmental and energy (ESEE)* consequences must be determined to achieve the goal.

Lake Oswego has a rich history reaching back hundreds of years. The cultural resources reflect evolving chapters in the community’s history. Preservation of these resources help create an awareness or foster a community sense of identity, encourage public knowledge, promote enjoyment and use and strengthen the economy with resources for the public to enjoy.

These resources are woven into Lake Oswego’s historical and architectural fabric. From simple worker cottages to elegant lakefront dwellings, and from the historic peg tree, the site of early town meetings, to the Iron Furnace, the first Iron smelter on the west coast, Lake Oswego’s cultural and historic resources play an important part in shaping the character of the community today. The community recognizes the importance of these resources in preserving the City’s identity.

The City initiated its inventory process in 1976 with the Lake Oswego Physical Resource Inventory (LOPRI). The LOPRI identified 47 structures, seven as significant, but no protection program was enacted. During 1988-89, the City conducted a more extensive inventory of historic resources. Approximately 200 structures were inventoried, of which 93 were found to be significant. In 1990, the City adopted the Historic Preservation Ordinance (Ordinance 2000) which protected the significant historic resources and established a review process for alterations to historic resources. The ordinance was revised in 1994 to clarify the role of the Historic Review Commission, now Historic Resources Advisory Board (HRAB).

Ordinance 2000, adopted in 1990, provides code authority for the seven-member Historic Resources Advisory Board. The HRAB meets each month to promote and foster the historic, educational, architectural, cultural, economic, and general welfare of the public through the identification, preservation, restoration, and protection of those structures, sites, objects, and districts of historic and cultural interest within the City. It provides leadership and expertise on maintaining and enhancing Lake Oswego’s historic and architectural heritage. The Board

identifies and recommends protections for buildings and other properties that have historic or cultural significance. It also provides advice to staff, other boards and commissions, and City Council on historic preservation decisions, and coordinates historic preservation programs of the City.

The City became a Certified Local Government* in October, 2008. As a “Certified Local Government” (CLG), the City participates in a preservation partnership with the Oregon State Historic Preservation Office (SHPO) and the National Park Service (NPS). In return for taking on certain responsibilities such as reviewing proposed alterations to historic properties, CLG’s receive benefits, including a close working relationship with the SHPO, additional authority and responsibility regarding nominations to the National Register of Historic Places and eligibility for matching grants from the State’s apportionment of federal preservation funding.

Summary of Major Issues

The following issues related to Historic and Cultural Resources and the applicable provisions of Statewide Planning Goal 5 (Historic Areas) were addressed through the 2013 Comprehensive Plan update:

- Between 1995 and 2001, 24 resources were removed from the Landmark Designation List, as provided by the “Owner Consent” bill adopted by the Oregon Legislature in 1995 (SB 588). ORS 197.772 and related case law provides guidance for responding to requests to remove historic designations from properties.
- The Lake Oswego Community Development Code allows other procedures for removing designations, such as where a landmark is a hazard to health and safety (e.g., the structure has fallen into disrepair), where it is shown through the ESEE analysis that the benefits of demolishing a landmark weight the benefits of preserving it, or where denial of an owner’s request would deny the property owner of reasonable economic use of the property.
- Maintenance and upkeep of historic structures is an ongoing issue; the City has considered allowing more options for adaptive reuse of such structures through amendments to the Community Development Code (e.g., allowing small office and institutional uses), but most landmarks are in residential neighborhoods and such changes can create land use conflicts in neighborhoods.
- Codes that support reinvestment in historic buildings (e.g., through flexible standards for parking, seismic upgrades, energy efficiency, etc.) can help owners preserve them. This is important because older structures are often not as energy efficient as new buildings

GOALS AND POLICIES

(Strikeouts and underlines reflect proposed changes to the Draft Comprehensive Plan tentatively approved by City Council under Resolution No. 12-21.)

Goal:

Preserve, promote, and maintain the historical, archaeological and cultural resources of the community.

Policies

1. Preserve, enhance, and protect Lake Oswego's historic resources through procedures and standards designed to identify, restore and protect structures, sites, objects and districts of historic and cultural value within the city.
2. Maintain the City's status as a Certified Local Government* under programs administered by the State Historic Preservation Office (SHPO) and National Park Service.
3. Provide and maintain City regulations that support preservation of Lake Oswego's designated historic resources.
4. Work with the State Historic Preservation Office to protect archaeological resources on both public and private land in Lake Oswego.

RECOMMENDED ACTION MEASURES

- A. Promote the conservation of historic resources by providing education about measures such as adaptive re-use, maintenance strategies, deconstruction techniques, financial incentives, of historic and older buildings, reinvesting in historic neighborhoods and buildings, deconstruction, and incentives for historic preservation.
- B. Maintain a Historic Resources Advisory Board to conduct outreach and education activities in the community and advise City Council, other boards and commissions, and City staff on historic preservation.
- C. Work with local preservation, business, and arts organizations, and other stakeholders, to promote Lake Oswego's historic and cultural resources as a draw for tourism.
- D. Promote public awareness and appreciation of the City's history and culture through means such as educational workshops and events, signage and publications.
- E. Encourage the use of publicly owned historic sites and structures, where appropriate, for community-wide benefits such as social gatherings, education and recreation.

- F. Periodically update the Lake Oswego Historic Landmarks list and Comprehensive Plan Map to ensure all National Register properties are inventoried and designated.
- G. Coordinate the City’s inventory, evaluation and designation of historic and cultural resources with the State Historic Preservation Office, Clackamas County, property owners and other stakeholders.
- H. Compile, and continue to expand and refine, a record of the community’s social and historic heritage through measures such as the development of a database with written information, photography, maps and survey information. Inventory and provide archival storage for written, photographic, audiovisual and sound recordings of historic importance.
- I. Promote maintenance and/or rehabilitation of older homes within residential areas.
- J. Provide information on private and public sources of funding available for use by property owners in the renovation and maintenance of historic structures.
- K. Encourage community groups, such as neighborhood associations and business and arts organizations, to propose potential historic or cultural resource sites for inventory and evaluation.
- L. As an alternative to demolition, encourage preservation of historic structures through “adaptive reuse”* or, if feasible, by moving the structure to a different location where it can be preserved, if onsite preservation is not possible.
- M. Establish and maintain an appropriate system of signage to recognize historic resources on public and private properties.

DEFINITIONS

Certified Local Government: A preservation partnership between local, state and national governments focused on promoting historic preservation at the grassroots level. The program is jointly administered by the National Park Service (NPS) and the State Historic Preservation Office, pursuant to 36 CFR Part 61, the implementing regulations for the National Historic Preservation Act of 1966, as amended.

ESEE: Refers to Environmental, Social, Energy and Economic (ESEE) analysis, pursuant to Statewide Planning Goal 5 (OAR 660, Division 23)

Recreation

BACKGROUND

Statewide Planning Goal 8: Recreational Needs

“To satisfy the recreational needs of the citizens of the state and visitors and, where appropriate, to provide for the siting of necessary recreational facilities including destination resorts.”

Today, the City owns more than 600 acres of land included in the park system. Most of the City’s property holdings are managed within the Parks and Recreation Department. The Department provides a variety of recreation programs for all ages, including the Adult Community Center (ACC); sports and fitness classes, team sports leagues, and sports events; Indoor Tennis Center and Golf Course; and cultural programs for all ages, including outdoor recreation, entertainment, and community events.

Parks Plan 2025 guides the services, investments and plans for the City’s parks, facilities, recreation programs and natural areas. Land use policies applicable to parks and recreation, pursuant to Statewide Planning Goal 8, are incorporated below.

Summary of Major Issues

The following issues were identified through the City of Lake Oswego Parks Plan 2025 process and Comprehensive Plan update:

- How to ensure that all residents have access to essential recreation services, which the Parks Plan defines as Exercise and Sports, Play for Children, and Nature Experiences. These are currently not available equally throughout the city, and would be difficult to provide in certain areas. To fill geographic gaps and provide equitable access to these experiences, recreation facilities, such as traditional playgrounds, nature play areas, sports fields, sports courts, trails, and opportunities to enjoy nature would need to be renovated or new ones developed.
- Prioritization of parks renovation over development of new capital facilities to maximize the City investment in existing facilities.
- A key land use planning issue is whether to maintain existing assets that may serve fewer people or to provide new ones that serve more people. Developing new facilities requires appropriately zoned land.
- A key issue is whether the City should provide recreation facilities and services where private facilities are available and provide the same services. This issue relates to the requirement that land use applicants, including the City, demonstrate a public need where land is proposed to be rezoned, per the Land Use Planning chapter.

GOALS AND POLICIES

(Strikeouts and underlines reflect proposed changes to the Draft Comprehensive Plan tentatively approved by City Council under Resolution No. 12-21.)

Goal

1. Plan, acquire, and develop a system of park and recreation lands and facilities that are available to all segments of Lake Oswego's population and which can serve the Community's diverse current and long-range community needs.
2. Provide diverse recreation programs that provide opportunities for learning, recreation, healthy living and fun.

Policies

1. Provide park and recreation opportunities, balancing the provision of children's play areas, natural areas, and exercise/sports facilities, within one half-mile of as many residents as possible, as land and resources allow.
2. Fill service gaps in essential recreation services, as identified by the Parks Plan, through development of new facilities at existing sites, through partnerships, or at new sites if necessary.
3. Improve park access, for example, by linking neighborhoods to parks via trail corridors and safe pedestrian and bicycle routes along city streets.
4. Involve neighborhoods and adjacent property owners in the planning and design of park and recreation facilities to address compatibility issues and to mitigate impacts of intensive uses, such traffic, parking, bright lights and noise, on residential neighborhoods.
5. Preserve and enhance significant natural resources and historic sites that are located on parklands.
6. Address the land use, public facility and transportation impacts of park and open space land acquisition and development through coordination with affected neighborhoods, state, federal and regional agencies, and other jurisdictions.
7. Provide and enhance low-impact recreational access, such as swimming, canoeing, and kayaking, from public waterfront properties at the Willamette and Tualatin Rivers.

8. Maintain an adopted parks system development charge methodology, which ensures that future development pays its share of existing and planned Park acquisition and development costs.

RECOMMENDED ACTION MEASURES

- A. Provide diverse recreational programs that include opportunities for learning, cultural enrichment, healthy living and fun.
- B. Identify service gaps in essential recreational services through the Parks and Recreation master plan(s) and respond by proposing new land acquisition and facilities in the Capital Improvement Plan and prioritizing through the annual budget process.
- C. Maintain parks and recreation facilities in a manner that will prolong the life of capital assets, reduce operational costs, assure safe and accessible use, improve park design and conserve resources.
- D. Involve Lake Oswego area citizens and other interest groups in the planning and implementation of park and open space land acquisition, conservation and development programs.
- E. Enhance the provision of Parks and Recreation services in Lake Oswego by coordinating activities and sharing resources when appropriate with Lake Oswego School District and other agencies and jurisdictions.
- F. When feasible, develop major neighborhood park and sports field facilities jointly with Lake Oswego School District.
- G. Cooperate with the Lake Oswego Corporation to protect the aesthetic and recreational qualities of Oswego Lake.
- H. Provide opportunities for all citizens, regardless of income, to access parks, recreation facilities and programs, including those with special needs.
- I. Provide public access to public open space in ways that protect and preserve the functions and values of natural resources.
- J. Consider public safety in the planning, design and management of parks, open spaces, and trails, and maintain ongoing contact and coordination with public safety officials.
- K. Develop and maintain partnerships with other governmental agencies and organizations to optimize funding and facilities, and to improve park and recreation opportunities for the community.

08/29/13 – Revised per City Council motion.

- L. Design and construct greenways, pathways and natural area trails in ways that minimize their impact on natural resources, including wetlands, stream corridors, existing tree groves and wildlife habitat.
- M. Periodically review and update Lake Oswego's parks and recreation master plan(s) and make conforming amendments to the Comprehensive Plan.
- N. Utilize alternative methods to acquire and develop parks, open spaces and trails, such as purchase of easements, bequeaths of life estates, acquisition of development rights, and other methods.
- O. Maintain a Parks and Recreation Advisory Board to advise the City Council on parks and recreation issues, such as parks acquisition and development, park design and facilities, recreation programs and priorities, and citizen involvement for parks and recreation planning and implementation.

Library

BACKGROUND

While the provision of library services is not mandated by any Statewide Land Use Planning goal, the City of Lake Oswego finds that its library is an essential public facility. The Lake Oswego Library offers informational, cultural and recreational opportunities for the community. It has the highest annual per capita library use in Oregon, serving over 1,000 visitors daily, with circulation of over 1.3 million items per year.

The Library is open seven days a week and provides opportunities for community gatherings and personal enrichment, as well as many events throughout the year, such as the Lake Oswego Reads program; music, performing arts and author series; discussion groups; and computer classes. The Library also maintains historical archives and other items representing the history of Lake Oswego and environs.

Summary of Major Issues

In 1988, a citizen Task Force on Library Growth found that the library had reached its design capacity. Since then, several studies have explored facility needs and options, including the feasibility of developing a new, larger library with community meeting facilities, or a branch library. As of 2013, there is no plan for building such a facility, though the need for a larger library is well documented. Therefore, the policies and recommended action measures contained in this chapter are intended to guide future land use planning for library services.

GOALS AND POLICIES

(Strikeouts and underlines reflect proposed changes to the Draft Comprehensive Plan tentatively approved by City Council under Resolution No. 12-21.)

Goal

Provide Library services in Lake Oswego as part of the community's offering of education, recreation and cultural enrichment opportunities for all residents.

Policies

1. Locate new Library facilities near safe and accessible transportation facilities, including transit routes and other multimodal options.
2. Foster the evolving role of the library, including providing multifunctional spaces for community activities and promoting innovative lending programs/services.

08/29/13 – Revised per City Council motion.

RECOMMENDED ACTION MEASURES

- A. Increase accessibility to Library services and facilities in response to identified community need.
- B. Develop and periodically update a Library Facilities Master Plan to guide future expansion and provision of library services to Lake Oswego citizens.

The Arts

BACKGROUND

Lake Oswego offers an exceptional array of arts and cultural resources for a community of its size. While the City has a limited role in supporting the Arts directly, and local government planning for The Arts is not mandated by Statewide Planning Goals, The Arts are integral to our quality-of-life in Lake Oswego, and thoughtful land use planning is essential in maintaining these resources in our community.

In Clackamas County, where cultural tourism is a key economic driver, Lake Oswego is a leader in forging partnerships between the City and the local arts community. This is evidenced by the downtown Gallery Without Walls, Lake Oswego's signature public art program, the Lakewood Theater Company, which is the oldest continually operating nonprofit theater company in the Portland area, the Lakewood Center for the Arts, and the Lake Oswego Festival of the Arts, among other attractions. The City of Lake Oswego itself has a permanent art collection with over 200 pieces, which it houses at City Hall and the Lake Oswego Library.

Art in Lake Oswego is a civic service and amenity, and access to art and culture enhances Lake Oswego's livability. The Gallery Without Walls outdoor sculpture program displays Public Art throughout the downtown business district and is a popular aspect of city life. Lake Oswego's Parks and Recreation Department produces concerts in the parks throughout the summer, attracting thousands of community members. The City's Parks and Recreation Department also offers art, music, drama and dance classes for youth and adults, and presents cultural activities including summer movies in the parks, concerts, performances, dances and more.

According to the survey conducted in 2010 to help develop Lake Oswego's 2035 Vision, respondents stated that the three arts and culture activities that they would most like to see available in Lake Oswego over the next 25 years are: concerts (75%), theater (54%), and public art (50%). While prioritizing these activities is outside the purview of the Comprehensive Plan, the City's land use policies and regulations do impact where they can occur.

GOALS AND POLICIES

(Strikeouts and underlines reflect proposed changes to the Draft Comprehensive Plan tentatively approved by City Council under Resolution No. 12-21.)

Goal

Maintain land use plans and policies that support access to the arts throughout the city for the economic and cultural value they add to the city.

Policies

1. Identify appropriate locations for public art in partnership with community arts organizations and neighborhood and business associations, to increase access to the arts and celebrate each neighborhood's distinct sense of place.
2. Remove unnecessary regulatory barriers to the creation of work and display spaces for artists, including spaces for public art installations.
3. Maintain code standards that allow for the appropriate placement of public art in the employment centers, town centers, neighborhood villages, and commercial corners* and neighborhood commons*.

RECOMMENDED ACTION MEASURES

- A. Coordinate with the local business organizations and the arts community to promote arts tourism.
- B. Add interest and vitality to the pedestrian experience, as well as increase economic development opportunities in the employment centers, town centers, neighborhood villages, and commercial corners by enhancing the streetscape, gathering places, and civic spaces through the thoughtful selection and placement of public art.
- C. Utilize public art to celebrate what makes Lake Oswego's neighborhoods distinct.

DEFINITIONS

Commercial Corners accommodate a mix of limited, lower-intensity commercial and residential uses to provide services for nearby residents. These locations are smaller in scale and size than Neighborhood Villages. They provide neighborhood-scale gathering places that allow for commercial activities, which support the surrounding neighborhoods.

Neighborhood Commons are neighborhood-scale gathering places that allow for occasional limited commercial or community activities, which support the surrounding neighborhoods, and may provide a temporary market for small businesses. They are centered around parks, schools, and other public places. Uses may include small-scale farmer's markets, community gardens, food stands, neighborhood gatherings, coffee carts or other services.

Education

BACKGROUND

Public education within the Urban Services Boundary is provided by the Lake Oswego School District. The district currently operates eight elementary schools, two junior high and two senior high schools. In addition to the public schools, five other private schools are located within the USB. These are: Marylhurst College; Christie School, a non-profit residential school for children with special needs; Touchstone School, a primary grade school and preschool, Our Lady of the Lake Catholic School, and the Westside Christian School.

Public Schools

Lake Oswego School District (LOSD) currently consists of six elementary schools, two junior highs, and two high schools. Total district enrollment has remained relatively stable at 6,700 to 6,800 during the past seven years (2007-2013). District enrollment peaked in 1996 at 7,250 students. LOSD is known for its educational excellence and. In 2010, over 90% of high school graduates went on to college. In 2000, the community approved \$85 million facilities improvement bond to upgrade its high schools and address infrastructure needs at all schools.

While LOSD schools are among the strongest in Oregon, it has not come without challenge.

In 1990, soon after the last Comprehensive Plan update, State Ballot Measure 5 was passed which transferred the responsibility for school funding from local government to the state on a per pupil funding basis, to equalize funding between districts. Implementation of the property tax limitation, along with state revenue shortfalls and flat enrollment, has forced the district to downsize, closing three elementary schools and cutting programs and services.

During periods of downsizing, the Lake Oswego Schools Foundation and community support have helped to offset some of the reductions.

- A 5-year local option levy was renewed in 2008 to supplement state funding
- The Foundation has raised more than \$20 million since 1994. During 2012, the Foundation raised \$1.7 million, and the previous year, \$2.3 million, to support additional teaching positions at all schools.

For the 2011-12 school year, a budget shortfall of \$5-8 M prompted the school district, community and City to explore ways to bridge the gap. In Spring 2010, the City Council approved a one-time financial contribution of \$2 million to assist the district with its 2011 - 2012 budget shortfall. The District also receives shared revenue through Metro's Construction Excise Tax, which the City of Lake Oswego collects when it issues building permits.

Other actions to address the shortfall included the closure of Palisades Elementary School for the 2011 - 2012 school year and the closure of Bryant Elementary School and Uplands Elementary School in 2012 - 2013. The remaining elementary schools were reconfigured to grades K-5, and Waluga Jr. High and Lake Oswego Junior High School reconfigured to grades 6-8 middle schools.

Students that do not reside within the LOSD boundary but that do reside within the Lake Oswego Urban Services Boundary (USB) may attend LOSD schools for an annual tuition. Students that do not reside within the LOSD boundary and are outside of the USB may also attend Lake Oswego Schools for additional tuition. The LOSD boundaries include areas that are within Lake Oswego's Urban Services Boundary, but not within Lake Oswego's city limits. Students living in those areas are not required to pay tuition.

In 2002, the City adopted a zone change ordinance that brought all public facilities into a new Public Functions (PF) zone (LOC 50.13A). Prior to that zone change, public school properties were zoned residential and were subject to residential zoning regulations. All schools are still subject to a conditional use review process, but the PF zone ensures that school properties remain in public use unless and until City Council approved a zone change.

GOALS AND POLICIES

(Strikeouts and underlines reflect proposed changes to the Draft Comprehensive Plan tentatively approved by City Council under Resolution No. 12-21.)

Goal

Ensure that Lake Oswego continues to be a community that promotes educational excellence with a strong education system as well as opportunities for lifelong learning.

Policies

1. Maintain zoning regulations that provide land use flexibility to allow school properties to be utilized for new uses that support community learning and recreation, and to continue the role of school facilities as neighborhood gathering places, while ensuring compatibility with the surrounding neighborhood.
2. Coordinate with schools and surrounding neighbors to plan for safe and effective transportation for students and surrounding neighbors.
3. Coordinate with the Lake Oswego School District regarding the impacts of anticipated residential development on district facilities.
4. Prioritize transportation investments that improve the ability of students to safely walk, bike, drive and bus to all schools.

RECOMMENDED ACTION MEASURES

1. Provide diverse education opportunities for all age groups through Parks and Recreation, Adult Community Center and Library programs.
2. Develop and implement strategies to attract families with children to live in Lake Oswego and enroll in schools.
3. Partner with organizations that provide educational opportunities to the community.
4. Support student-learning opportunities through City work experience, mentorship and classroom-based relationships with City departments.
5. Partner with schools to provide coordinated educational and recreational programs.

08/29/13 – Revised per City Council motion.

Planning Commission Public Hearing 09/09/13

Community Culture

LU 13-0010

Exhibit A-1 (Attachment B.3)/Page 24

Complete Neighborhoods and Housing

We have a wide variety of neighborhoods with high quality, attractive and compatible housing that serves a range of ages, incomes and households. Our distinct and walkable neighborhoods contribute to the City's small town feel. Mixed-use districts enhance adjacent residential areas by providing access to quality jobs, housing, transit, entertainment, services and shopping. Higher density housing is located strategically and sensitively to preserve the character of our existing neighborhoods.

STATEWIDE LAND USE PLANNING GOAL

The Complete Neighborhoods and Housing chapter implements Statewide Planning Goal 10 (Housing).

UPDATES TO LAKE OSWEGO 1994 COMPREHENSIVE PLAN

The Complete Neighborhoods & Housing chapter replaces Goal 10: Housing, as contained in the **Lake Oswego 1994 Comprehensive Plan**, is based on the City of Lake Oswego Housing Needs Analysis (2013).

Complete Neighborhoods and Housing

BACKGROUND

Statewide Planning Goal 10: Housing

“To provide for the housing needs of citizens of the state.”

As part of Lake Oswego’s Comprehensive Plan update, the City is required to comply with Statewide Planning Goal 10, and the rules and regulations that implement it. Goal 10 requires that cities provide sufficient buildable land to accommodate a range of housing types appropriate to meet housing needs and financial capabilities of area residents.

The focus of the goal is to, *“Inventory lands for residential use and develop plans that encourage the availability of adequate numbers of needed housing units at price ranges and rent levels which are commensurate with the financial capability of Oregon Households and allow for flexibility of housing location, type and density.”*

Although the City has a limited role in providing affordable housing, the City’s land use standards cannot create a situation whereby they prevent affordable housing from being built or increase its cost through discretionary standards. City standards for all housing must be “clear and objective” and not have the effect of discouraging needed housing through unreasonable cost or delay, or reducing the proposed housing density already allowed by zoning. The City is required to provide the opportunity for all types of needed housing, which includes the following housing types: attached housing, multifamily housing, accessory dwellings, group homes and group care facilities, and manufactured homes on individual lots to be built in its respective residential zones. In addition, under ORS 197.312, a city may not prohibit government assisted housing or impose additional approval standards on such housing that are not applied to similar but unassisted housing. Lake Oswego meets all but one of these requirements. Its Periodic Review Order requires it to adopt clear and objective standards for multifamily housing, which the City is doing as part of this Comprehensive Plan update.

In the Portland Metro region, Goal 10 is also implemented through the State’s Metropolitan Housing Rule. (Oregon Administrative Rule 660, Division 7) The rule applies to cities and counties within the Metro Urban Growth Boundary (UGB), including Lake Oswego, and addresses the Metro area as a regional market in terms of housing demand and buildable land supply. The Metropolitan Housing Rule requires that Lake Oswego provide the *opportunity* for at least 50 percent of new residential development to consist of attached housing, and to allow new construction at an average density of 10 or more dwelling units per net buildable acre.

Metro Population Growth Forecasts and Demographic Trends

Oregon land use law (ORS 195.036; 195.025) requires Metro to coordinate its regional population forecasts with local governments inside the UGB for use in updating their comprehensive plans, land use regulations and related policies. Metro produced twenty-year population and employment forecasts for the entire Portland Metropolitan Area in 2012, based upon expected land supply and demand. The forecast was then distributed among the local jurisdictions in the region. The official 2035 forecast for Lake Oswego is summarized below. The forecast is within the range that Lake Oswego used in developing its Housing Needs Analysis for the Comprehensive Plan update, and it is consistent with Vision 2035 (the Hybrid Scenario), which directs the location of future population and job growth within the existing Urban Services Boundary (USB).

Table __ - Metro Adopted Forecasts for the Current Lake Oswego USB			
Forecast	2010 Total	2035 Total	2010-2035 Change
Final Metro Forecast – Population	36,619	45,693	9,074
Final Metro Forecast – Households	16,067 (2.28 persons/household)	19,291 (2.37 persons/household)	3,224
Final Metro Forecast – Employment	18,247	22,786	4,539
Note: The Metro Council adopted this forecast on November 29, 2012.			

For comparison purposes, the following table summarizes the preliminary forecasts (households and employment only) prepared by Metro and City of Lake Oswego prior to Metro’s adoption of official forecasts:

Table ___ - Comparison of Preliminary City of Lake Oswego and Metro Forecasts for the Current Lake Oswego USB			
Prelim. City Forecast - Households	19,166	22,726	3,560
Prelim. Metro Forecast - Households	19,556	23,299	3,743
Prelim. City Forecast - Employment	20,538	25,398	4,860
Prelim. Metro Forecast - Employment	21,804	27,095	5,291

It should be noted that the official forecast is for less growth in the Lake Oswego USB than initially forecast. This is due to Metro’s methodology. There is a difference between the City and Metro numbers, partially because the analysis boundaries that were used to develop the forecasts are slightly different (Metro uses Transportation Analysis Zones.) However, for purposes of planning over a 20+ year time period, the differences between the two are negligible and within acceptable limits.

Housing Capacity

Metro’s Urban Growth Management Functional Plan also provides guidance for accommodating regional housing needs. When the City of Lake Oswego last updated its Comprehensive Plan, Title 1 of the Functional Plan included targets for the dwelling unit capacity of each metro-area city. In 1998 and 2002, Metro found that Lake Oswego met Title 1 capacity requirements. In December 2010, the Metro Council replaced the dwelling capacity target number with a “no net loss policy,” which requires Lake Oswego to maintain its existing dwelling unit capacity by ensuring that any proposed zone change does not reduce the City’s overall capacity for housing. Metro’s Ordinance 10-1244B is referred to as the “capacity ordinance.”

Metro requires pursuant to Title 1 of its Functional Plan that all cities in the region adopt a Housing Capacity based on a minimum number of units in each of its zoning districts. The City has done this and meets this requirement. It has the potential of 2,160 dwelling units that can be built on vacant and partly vacant residential land. In addition, the City has completed a Housing Needs Analysis (HNA) as part of its Periodic Review requirements. This report indicates that the City can meet its housing growth projections through development of vacant residential land, redevelopment of partly vacant parcels, and development of medium and high density housing within its commercial and employment districts. In summary, if the City of Lake Oswego developed all of its vacant and redevelopable land in all districts then it would achieve approximately 5,300 new residential units. (Housing Needs Analysis, March 19, 2013)

The City's Housing Needs Analysis (2013) and the Economic Opportunities Analysis (2011) provide technical analysis of the City's housing and employment needs, and document the City's ability to accommodate the above housing and employment.

Planning for an Aging Population

U.S. Census data shows that Lake Oswego's population is aging. According to U.S. Census estimates, the median age of Lake Oswego residents increased from 41.2 years in 2000 to 42.1 years of age during 2006-2008. This is more than five years older than the median age of residents within the Portland Vancouver Metropolitan Statistical Area (36.7). Trends dictate that as Baby Boomers age they will tend to remain in their current residence or community as long as possible. The population over age 75 is expected to increase measurably over the coming decades, while the 24-55 age cohort is projected to shrink. If trends continue, the younger population cohorts (age 5-14) are likely to remain flat or experience some decline.

The aging of Lake Oswego's population requires that the City bring a new focus on the needs of its older residents. Lake Oswego residents want to have the option of aging in place in a community where they can maintain their independence with available and appropriate housing, increased mobility and effective services and support. This implies a need for smaller homes, including homes for purchase and rent, located near shopping and services, and with appropriate transportation options.

At the same time, the community has expressed a desire to attract a younger demographic, particularly families with school-aged children. Lake Oswego's schools, which are consistently rated among the top in the state, are one reason families locate here. High housing costs can be an impediment to younger working families, which in turn can impact school enrollment. This indicates a need to plan for a range of housing, including smaller, more affordable housing for younger households. Similar to the needs of an aging population, this implies a need for smaller homes, including homes for purchase and rent.

Housing Trends

When the Comprehensive Plan was last updated in 1994, the City had been experiencing significant residential growth. Between 1980 and 1990 over 4,000 housing units were built, which now represents approximately 25% of the City's total housing stock. Today, most large

tracts of land have been built out and growth has slowed. From 1990-2010 housing was being added at approximately half the rate it was added in the 1980s; and this trend is expected to continue as the community matures.

Lake Oswego is primarily a residential community. Approximately 80% of the City's land is zoned for housing. The City has a relatively new housing stock, with only 8% built prior to 1950, and Lake Oswego's housing is primarily detached single-family and owner-occupied. Since 2000, attached housing (e.g. townhomes and duplexes, including condominiums) has made up 70% of new housing development. This reflects both the lack of large vacant parcels remaining for development, high land costs, and the increasing trend and preference for smaller homes. While Lake Oswego's housing prices and rent levels fluctuate with the regional market, they are consistently among the highest in the region.

Buildable Land and Types of Housing

As of 2012, Lake Oswego had approximately 600 acres of vacant and partially-vacant residential land within its Urban Services Boundary. The large majority of this land falls into the partially-vacant category, meaning the lots have an existing house but are large enough to be divided to create additional lots. Lots are considered partially-vacant when they are at least 2.5 times the minimum lot size for their zone. Over 90 percent of this vacant and partially-vacant land is located on lots zoned for a minimum size of at least 7,500 sq. ft.

Through the Comprehensive Plan update process, the City considered the potential for new housing to be built in areas zoned for medium and high-density housing, as well as commercial and residential "mixed use" zones. The City's commercial zones already allow housing (e.g. attached housing, such as townhomes or apartments, including condos, above or behind shops). In many areas of the City, these zones are likely to experience redevelopment over the next 25 years; properties are assumed to have redevelopment potential when the building value does not exceed 150% of the land value. When considering redevelopment potential, there is capacity to add more housing than exists today in locations like Downtown and the Lake Grove Village Center. In total, when considering vacant, partially-vacant, and redevelopable land, Lake Oswego can more than accommodate its forecast housing needs through 2035 without zone changes.

In addition to determining the total number of needed housing units based on a population forecast, the State requires jurisdictions to provide housing that is "commensurate with the financial capabilities of Oregon households." Lake Oswego used Urban Clackamas County's demographic profile to determine the financial capabilities and housing needs of future residents. Based on this income distribution, Lake Oswego's demographic trends and land supply, the following mix of housing types was estimated to meet the needs of future residents:

Table __ - 2035 Distribution of Housing Needs by Housing Type	Percentage of Future
Single Family Lot (>5,000 sq.ft.)	23.7%
Single Family Lot, Small (<= 5,000 sq.ft.)	15.0%
Attached Single Family (Townhomes, Secondary Dwelling Units, Zero Lot Line)	27.4%
Duplex/Triplex	11.0%
Multifamily (Apartments, Condos)	22.9%
Total	100%

Within Lake Oswego’s Urban Services Boundary there is enough vacant and part-vacant land to meet the 25-year housing need for single-family lots greater than 5,000 square feet. There is also enough redevelopable land area to meet the need for multi-family housing. There is enough land to provide for small lot single-family homes (<= 5,000 sq. ft.), attached single-family homes, and duplex or triplexes, provided those housing types are allowed in the City’s high density residential and mixed-use zones, which they are. In order to realize the full potential for new housing through redevelopment, the City is amending the Community Development Code to allow residential uses subject to clear and objective development standards.

Housing Affordability

In addition to supporting the right size and type of dwelling units, the City may want to establish strategies to help ensure a range of housing prices is maintained overtime, in particular to provide attainable housing for residents earning less than 80 percent of the median family income (\$56,960, in 2012), which represents 44 percent of Clackamas County households and 30 percent of Lake Oswego households.

In 2005, the City’s Affordable Housing Task Force published a study about the need for more affordable housing in Lake Oswego. At the time, many existing lower-cost housing units in the City were threatened by demolition and replacement with more expensive housing. While the rate of demolitions decreased during the recession of 2008-2012, given the scarcity of land and high land values in Lake Oswego, it may increase in the future. It may be difficult to replace such low-cost housing or to provide new affordable housing without additional programs, which would have budgetary impacts. To retain affordable units the Task Force recommended that the City:

- Work toward a goal of “no net loss” of existing affordable housing;
- Support local efforts to establish employer-assisted housing to accommodate people employed in the community;

08/29/13 – Revised per City Council motion.

- Replace the discretionary process in the review of secondary dwelling units with standards that are clear and objective, making sure to address neighborhood differences;
- Support the efforts of nonprofit housing providers;
- Establish an affordable housing trust fund to create, preserve and maintain affordable housing; and
- Establish a minimum percentage of affordable housing units in all developments that receive assistance from the Lake Oswego Redevelopment Agency (LORA).

The 2013 Comprehensive Plan update carries forward some but not all of the Task Force recommendations as Recommended Action Measures.

Complete Neighborhoods

Since the last Comprehensive Plan update, much redevelopment has occurred in the East End Commercial Area, or Downtown. Planning for Downtown and the Lake Grove Village Center has also supported the designation of these areas as walkable mixed-use centers with high-density housing.

In addition to planning for Downtown, the City adopted the Lake Grove Village Center Plan in 2008; this plan focuses on transforming Lake Grove into a pedestrian-friendly, mixed-use center with high-density housing and supportive commercial uses. The Foothills District Plan, adopted in 2012, envisions Foothills as an expansion of Downtown but with more emphasis on housing and less on retail.

The 2035 Vision Map also identifies smaller scale, mixed-use Neighborhood Villages at existing commercial areas: McVey and South Shore, Pilkington and Jean Road, and the Mountain Park Shopping Center. These areas are intended to support future neighborhood housing, and to provide opportunities for residents to walk or bike to nearby stores, services, restaurants and jobs to support their daily needs. In addition, the Vision calls for commercial corners* and neighborhood commons* in areas where neighbors might gather for social, recreational or cultural activities.

Summary of Major Issues

Based on the Community Vision for 2035, public input, and information compiled in this and other Lake Oswego housing reports, the following guidelines emerged, informing the goals and policies to implement the community vision.

- Strategies should be considered to encourage housing types and locations that accommodate the needs of an aging population and to attract families with school-age children. While Lake Oswego's supply of vacant and redevelopable land is sufficient to meet identified housing needs, pursuant to State law, the City may want

to provide additional opportunities for medium density housing, in response to the demographic trends described above.

- Thirty percent of Lake Oswego residents earn less than 80% of the median family income (\$56,960, or lower in 2012). The City may consider policies to make housing more attainable for these residents;
- The 2035 Vision identifies neighborhood gathering places called Neighborhood Commons* and Commercial Corners*, in places where there is existing neighborhood activity (e.g., park or school) or where the neighborhood desires and zoning allows small-scale commercial uses (e.g., small farmer’s market, food cart, etc). The City can encourage such activity without conflicting with similar activities in Lake Oswego’s Town Centers and Neighborhood Villages, and without compromising the quality of Lake Oswego’s neighborhoods.
- The 2035 Vision Map identifies the Kruse Way area primarily as an Employment Area, and that is how it is currently developed. Through the Comprehensive Plan update process, there was interest in enlivening this district after 5 p.m., which might include introducing housing and other amenities. City policies should reflect how much housing and non-office activity is appropriate, given this area’s primary function as a Class A office park, and its proximity to one of Lake Oswego’s two Town Centers, the Lake Grove Village Center.

GOALS AND POLICIES

Goals

The following goals apply universally to Policy sections A through C, below.

1. Provide the opportunity for a wide variety of housing types in locations and environments to meet the needs and preferences of current and future households.
2. Provide opportunities for housing at price and rent levels commensurate with the needs of current and anticipated residents.
3. Preserve and enhance the character of existing neighborhoods.
4. Provide for needed housing while using land and public facilities as efficiently as possible and facilitating greater walking, biking and transit use.
5. Foster distinct and vibrant neighborhood mixed-use villages to serve the daily needs of nearby residents.

Policies

A. Housing Location and Quality

A-1 When reviewing requests for residential zone changes, in addition to applying the criteria outlined in the Land Use Planning action area policies, the following locational criteria apply:

- a. **High and Medium Density:** High-density residential zoning includes the R-3, R-2, R-0 and R-W zones. High-density residential zoning is intended to provide attached single-family and multi-family dwellings, duplexes, and detached single-family homes on small lots. Medium-density residential zoning includes the R-6, R-5 and R-DD zones. Medium-density residential zoning is intended to provide single-family homes on smaller lots, and in the R-5 and R-DD zones it also provides opportunities for duplexes and multi-family dwellings. The density classification/minimum square feet of area per dwelling unit is:

High Density:

R-3 3,375 Sq. ft.
R-2, R-0, RW Based on FAR

Medium Density:

R-6 6,000 Sq. ft.
R-5, R-DD 5,000 Sq. ft.

- i. **High-Density Residential** may be applied to areas that are currently developed at high residential densities, and areas within the boundaries of a Town Center, Employment Center, or Neighborhood Business/Commercial district.
 - ii. **Medium-Density Residential** may be applied to areas currently developed at medium residential densities, and areas within the boundaries of a Town Center, Employment Center, or Neighborhood Business/Commercial district. Medium-density residential may also be applied to other areas where the designation is consistent with an adopted Neighborhood Plan; the formulation of such neighborhood plans must find the area is near an arterial or major collector street, has few development constraints, and public services are available to serve it.
- b. **Low Density:** Low-density residential zoning includes the R-15, R-10 and R-7.5 zones. It is intended for areas with single-family homes on larger lots. The density classification/minimum square feet of area per dwelling unit is:

Low Density:

R-15 15,000 sq. ft.

R-10 10,000 sq. ft.

R-7.5 7,500 sq. ft.

Low-Density Residential zoning is intended for areas:

- i. Where the predominant land use is low-density housing;
- ii. Where transportation routes are primarily collectors and local streets;
- iii. Where public services are adequate but development constraints may exist; and,
- iv, Where less intense residential development can better adapt to the development opportunities and constraints posed by natural resources and hazards.

c. **Mixed-Use:** Allow mixed-use development within the boundaries of designated Town Centers, Employment Centers, and Neighborhood Business/Commercial districts.

A-2 Develop and maintain regulations and standards that ensure residential densities are appropriately related to site conditions, including slopes, potential hazards, natural features, and the capacity of public facilities.

A-3 Develop and maintain land use regulations and standards that promote orderly transitions and compatibility between different residential densities and other land uses, such as measures that address traffic and circulation, building and site design, buffering, screening, tree preservation and other landscape treatments.

A-4 Maintain land use regulations and standards that provide for mitigation of adverse impacts such as noise, traffic and visual aesthetics, on differing, adjacent land uses through site and building design.

A-5 Provide land use regulations and standards, including special development setbacks for specific streets, to mitigate the impact of close proximity of traffic to residential uses.

A-6 Incorporate into the Transportation System Plan and Capital Improvement Plan measures to mitigate adverse impacts of major transportation projects on neighborhoods.

B. Housing Choice and Affordability

B-1 Provide and maintain zoning and development regulations that allow the opportunity to develop an adequate supply and variety of housing types, and which accommodate the needs of existing and future Lake Oswego residents.

- B-2 Provide and maintain land use regulations for secondary dwelling units that allow secondary (accessory) dwelling units, subject to standards that ensure compatibility with existing residences.
- B-3 Provide and maintain land use regulations and standards consistent with state law that allow opportunities for siting of special needs housing in all zones where residential uses are allowed.
- B-4 Develop and maintain a Comprehensive Land Use Plan and implementing regulations, consistent with applicable Metro, state, and federal housing laws and administrative rules.
- B-5 Preserve and enhance the habitability of existing housing through code inspection and enforcement, and with housing safety programs.

C. Complete Neighborhoods

- C-1 Provide zoning and development regulations that support implementation of the Town Centers, Employment Centers and Neighborhood Villages as functional and attractive amenities for nearby residential neighborhoods.
- C-2 Provide flexibility within the City's land use regulations and standards to allow community events and activities to occur in neighborhood activity areas such as schools, parks, and business and commercial areas.
- C-3 Support development of Neighborhood Plans to maintain and enhance livability and desired neighborhood character. Neighborhood plans shall be determined to comply with and implement the Comprehensive Plan.
- C-4 Recognized Neighborhood Associations may request the City Council to initiate legislative amendments without fee to change a neighborhood plan text or regulatory maps adopted as part of a neighborhood planning process.
- C-5 Develop and implement a Transportation System Plan (TSP) that assures multimodal access from residential neighborhoods to transit stops, commercial services, employment areas, parks, and other activity centers.
- C-6 Implement home occupation standards to regulate home-based businesses (occupations) to provide business development opportunities while preventing adverse impacts on residential areas.
- C-7 Require infill housing to be designed and developed in ways to be compatible with existing neighborhood character.

RECOMMENDED ACTION MEASURES

- A. Encourage the use of energy efficient site and building design, and use of renewable building materials, in new construction and remodeling projects.
- B. Utilize planned development standards that allow the opportunity to develop alternative/non-traditional housing types such as courtyard housing, cooperative housing, and extended family and multigenerational housing.
- C. Encourage the remodeling, restoration, and reuse of existing housing as an alternative to tearing down functional buildings.
- D. Work with Metro and the Clackamas County Housing Authority (CCHA) to establish realistic targets for development and preservation of affordable/workforce housing in Lake Oswego.
- E. Actively engage with the Clackamas County Housing Authority (CCHA) Metro, and others involved in affordable housing, to formulate and implement the Consolidated Plan for Housing and Community Development as it might apply to Lake Oswego.
- F. Develop strategies to provide affordable/workforce housing as part of future Lake Oswego Urban Renewal Agency redevelopment projects.
- G. Work with Clackamas County Housing Authority (CCHA), private developers, nonprofit organizations, the state, and others, to advance the retention, funding, and development of affordable/workforce housing in Lake Oswego.
- H. Support the Clackamas County Housing Authority (CCHA), private developers, nonprofit organizations, property owners, financial institutions, and others, in efforts to preserve affordable and special needs housing.
- I. Encourage low- and moderate-income property owners to access repair and maintenance services and/or financial resources offered through Clackamas County Housing Authority (CCHA), Habitat for Humanity, and other organizations.
- J. Work with property owners, business interests, and neighborhood organizations to develop and implement housing in the City's Town Centers, Employment Centers, and Neighborhood Commercial/Business districts.
- K. When opportunities arise, improve streets and enhance walking and bicycling connectivity in existing residential neighborhoods, consistent with neighborhood plans.
- L. Encourage innovation in development of housing types, financing, and use of construction methods and materials to reduce costs and increase housing availability.

- M. Encourage new mixed use and medium- and high density residential developments to use arterial or collector streets as their primary street access to avoid increasing traffic volumes on existing local residential streets.
- N. Develop and maintain a system development charge methodology and ordinance, which requires developers to be responsible for their proportionate share of the cost of providing required public facilities and services.
- O. Actively enforce the City's codes and standards to maintain and enhance neighborhood quality and livability.
- P. Monitor and periodically update the City's land use regulations and procedures as needed to prevent or mitigate adverse impacts of increased residential densities and other higher intensity uses on neighborhoods.
- Q. Promote appropriate planting and maintenance of trees and other landscaping in residential neighborhoods as important elements of neighborhood identity and livability.
- R. Utilize traffic calming techniques and other traffic management strategies, including enforcement, to address neighborhood traffic safety problems.

DEFINITIONS

***Commercial Corner:** An area that accommodates a mix of residential uses and limited, lower-intensity commercial uses providing services for nearby residents. These locations are smaller in scale and size than Neighborhood Villages and are typically zoned commercial or mixed-use.

***Neighborhood Commons:** Neighborhood-scale gathering places that allow for community activities and events that support the surrounding neighborhoods. They may be located in parks, and at schools and other public places. Uses may include small-scale farmer's markets, community gardens, food stands, neighborhood gatherings, coffee carts or other services. Non-residential uses are of short duration and must comply with applicable zoning.

Inspiring Spaces and Places

Our architecture and natural setting inspire people to live here. Development respects the physical environment and meets the highest quality of community design to preserve and foster the distinctive character and beauty of this special place.

STATEWIDE LAND USE PLANNING GOALS

Inspiring Spaces and Places implements Statewide Planning Goal 2 (Land Use Planning) and, indirectly, a portion of Goal 14 (Urbanization). Under Goal 14, Guideline 4 addresses community design and quality of life issues, as follows:

“Comprehensive plans and implementing measures for land inside urban growth boundaries should encourage the efficient use of land and the development of livable communities.” (emphasis added)

Please refer to the Urbanization chapter for goals, policies and action measures addressing the balance of Goal 14 (Urbanization) requirements, which address urban growth boundaries, land needs, and issues related to the extension of urban services and annexation.

Statewide Planning Goal 2 pertains to land use planning. This goal requires local jurisdictions to adopt comprehensive plans which are based on factual information. Plans must be generally consistent with the statewide planning goals and other applicable state, regional, and federal requirements. Local governments’ ordinances and land use decisions must, in turn, be based on state-approved comprehensive plans. Goal 2 also contains procedures for review and amendment of local comprehensive plans.

UPDATES TO LAKE OSWEGO 1994 COMPREHENSIVE PLAN

Inspiring Spaces and Places replaces Goal 2: Land Use Planning, Part 2, Community Design and Aesthetics.

Inspiring Spaces and Places

BACKGROUND

Statewide Planning Goal 2: Land Use Planning

“To establish a land use policy framework as a basis for all decision and actions related to use of land and assure an adequate factual base for such decisions and actions.”

Lake Oswego is a distinctive community. Set apart from Portland and its suburbs, it is defined by its extraordinary beauty and access to local and regional amenities. Inspiring Spaces and Places guides the City’s planning with a focus on design quality, building upon Lake Oswego’s unique character and quality-of-life.

A citizens’ survey administered during the Comprehensive Plan update process found that 87% of respondents agree that Lake Oswego’s built environment and natural setting inspire people to live here; 69% said they choose Lake Oswego for its “small town feel”; 65% for its “scenic beauty”; and 70% said that “connections to the lake, river, and hiking trails” should be maintained and improved. These values informed Vision 2035 and the Comprehensive Plan update.

Design Context

Inspiring Spaces and Places responds to Lake Oswego’s design context and aspires to maintain the community’s sense of place. The following features define the edges of Lake Oswego; they influenced settlement patterns, and continue to define Lake Oswego’s identity:

- Forestlands (now part of Tryon Creek State Park) and rural/large-lot residential areas of Multnomah County border Lake Oswego to the north.
- The Willamette River borders us to the east; from many parts of Lake Oswego, Mt Hood can be seen to the east.
- Cook’s Butte (an extinct volcano), the Tualatin River, and rural lands form a rural buffer to the south.
- Luscher Farm frames the City’s southern gateway; and
- Kruse Way, with its wooded, campus feel, provides a west portal into Lake Oswego from Interstate 5 and Highway 217.
- Country Club Road, Boones Ferry Road, and State Street/Highway 43, which traverse different parts of the city and carry significant traffic, are well landscaped, softening the transition into Lake Oswego.

There are many inspiring places within the community, too many to list them all. The following are some of the more prominent places:

- Downtown Lake Oswego, with its village scale, contains a mix of contemporary and historic places, including the Old Town Neighborhood where the area's iron industry began, Millennium Plaza and Foothills Park.
- Luscher Farm, with its rolling hills and mix of active and passive recreation, connects Lake Oswego to its greenbelt and provides space for people to rest and play.
- Both Luscher Farm and Marylhurst University, with its pastoral campus along Highway 43, serve as distinct southern gateways.
- Iron Mountain, with its narrow, winding residential streets near the city's center, harkens back to Oswego's mining days.
- In the northwest quadrant of Lake Oswego, Mountain Park, a planned community on 700 wooded acres, is home to 8,500 residents and contains a mix of commercial uses.
- Kruse Way corridor, with its brick Class A office buildings of 5-8 stories, anchors Lake Oswego's largest employment area, drawing workers from throughout the region.
- The Lake Grove Village Center, which traverses the southwest portion of the city, is known for its eclectic mix of building styles; the plan for this area calls for buildings of up to 3-4 stories, with height transitioning down to neighborhood edges. This area serves as both a "main street" carrying significant vehicle traffic, and a walkable, mixed-use commercial district for nearby residents.
- Lake Oswego's 22 neighborhoods adjoin and fan-out in all directions from Oswego Lake. The neighborhoods developed between the latter half of the 19th Century (Old Town) and the 1990s (e.g., Westlake). They have a great variety of building types and styles, and most have a nearly continuous canopy of trees, which have regenerated after the area was mostly logged during the logging and mining days.
- Many fine trails and wooded pathways lace the neighborhoods, including those that the City maintains and many that are maintained by home owners' associations.

Infill Development

Lake Oswego is a largely developed or nearly built-out community. There are just a few large, vacant tracts of developable land remaining. Since regional and state regulations require the City to permit and plan for needed growth, the impacts of small land divisions and infill development in established neighborhoods can be significant. The Comprehensive Plan must balance the requirement to accommodate growth with livability concerns. Through the use of sound planning policies, development standards and guidelines, the City can ensure that growth does not compromise the design quality or integrity of its neighborhoods, and that the

benefits of growth are maximized, while negative effects avoided or mitigated. By developing implementation measures with broad-based citizen and neighborhood input, the City ensures that its plans and codes are suited for these challenges and support the community vision.

Vision 2035

Exhibit Vision 2035 is based on the community visioning process conducted to support the Comprehensive Plan update during 2010-2012. The Comprehensive Plan update addressed those priorities in the context of creating a 20-year plan to accommodate forecast growth. The adopted Vision Statement “Hybrid Scenario” is based upon the existing Comprehensive Plan. It builds upon the City’s existing “village-scale” neighborhood centers and larger centers in Downtown, Lake Grove, Kruse Way, Marylhurst and the SW Industrial District by focusing future development in these areas. It assumes future population and job growth is accommodated within the existing Urban Services Boundary (USB) as opposed to expanding into the Stafford area.

The first phase of the Comprehensive Plan update, known as the *We Love Lake Oswego* process, included extensive public outreach guided by the 15-member Citizen Advisory Committee. Through this process, the City developed a Community Vision that expresses what the community wants to be in 2035. The vision is supported by a preferred land use scenario (2035 Vision Map, or Hybrid Scenario) that describes how and where the community should grow in the next 25 years. Residents indicated that they would like to protect the single-family residential character of the established neighborhoods and focus growth in areas that are already zoned to accommodate more growth. The preferred scenario includes several “design types,” or vision map designations. The designations – Employment Center, Town Center, Neighborhood Village, Commercial Corner, Neighborhood Commons – build upon the types of uses that are allowed in each location today while maintaining Lake Oswego’s character and design quality.

Employment Center

The primary focus of the designated employment centers is to provide land for employment uses including office, industrial, research, and education. Examples of employment centers include Kruse Way, SW Employment District and Marylhurst. These areas should include higher intensity employment uses in the city and have supporting commercial, retail and residential uses. These areas should be easily accessible and well-served by a variety of transit options.

Town Center

The primary focus of designated Town Centers is to provide areas for retail/commercial uses with a mix of residential development at a greater density and intensity. Examples of town centers include Downtown and Lake Village. Town centers have a strong sense of community with robust cultural opportunities in the form of libraries, theaters, and public art and are well served by transit. Walkability and access to services promotes the 20 minute neighborhood concept.

Neighborhood Village

Neighborhood Villages are areas that allow for a mix of retail, services, and other employment but with less intensity than town centers and employment centers. Examples of Neighborhood Villages include areas in Mountain Park, West Lake Grove and Palisades, which are already designated as neighborhood commercial areas. Neighborhood villages serve as vibrant centers of retail residential, and community activity. Medium-density residential uses may be located within these areas as well. A range of services are provided to meet the daily needs of area residents within one-quarter to one-half mile, or a comfortable walking distance. These areas may include local community gathering spots such as parks, plazas and pathways.

Commercial Corners

Commercial Corners accommodate a mix of limited, lower-intensity commercial and residential uses to provide services for nearby residents. These locations are smaller in scale and size than Neighborhood Villages. They provide neighborhood-scale gathering places that allow for commercial activities which support the surrounding neighborhoods.

Neighborhood Commons

Neighborhood Commons are neighborhood-scale gathering places that allow for occasional limited commercial or community activities which support the surrounding neighborhoods, and may provide a temporary market for small businesses. They are centered on parks, schools, and other public places. Uses may include small-scale farmer's markets, community gardens, food stands, neighborhood gatherings, coffee carts or other services.

Neighborhood Planning

Neighborhood planning in Lake Oswego is largely focused on managing the impacts of redevelopment and infill development in established neighborhoods. The City's Housing Needs Analysis and associated Buildable Lands Inventory confirm that Lake Oswego is a mostly developed community, with few large, undeveloped parcels within the city or in areas subject to annexation to the city. However, Lake Oswego still has many developed residential lots which are larger than twice the minimum lot sizes of their zones, and therefore potentially dividable. Other properties, developed with modest buildings when local land values were much lower, face redevelopment pressure as land values increase. Therefore, the development of Lake Oswego continues, though in the form of redevelopment and infill in established neighborhoods and in relatively small land divisions.

This trend is evident in the neighborhood planning program adopted by the City in 1993. Neighborhood plans outline a land-use planning vision for defined neighborhood areas, and provide policy bases for code standards and legislative decisions such as comprehensive plan and zoning map amendments. Adopted neighborhood plans have focused on preserving desirable aspects of established neighborhood character. The following neighborhood plans

have been adopted by the City Council and incorporated into the comprehensive plan since its last major update in 1994:

- First Addition Neighborhood Plan (1996)
- Lake Grove Neighborhood Plan (1998)
- Old Town Neighborhood Plan (1998)
- Glenmorrie Neighborhood Plan (2000)
- Lake Forest Neighborhood Plan (2002)
- Waluga Neighborhood Plan (2002)
- Evergreen Neighborhood Plan (2005)
- Palisades Neighborhood Plan (2008)

Some residential areas, such as Forest Highlands and Lake Forest, are designated in the current Comprehensive Plan Map for somewhat higher residential densities than characterize those neighborhoods now. Development proposals which approach planned densities often generate controversy, as neighbors prefer these areas to retain a low-density character. Some area residents have suggested “downzoning” certain neighborhoods for lower density. However, under the City’s Comprehensive Plan and Metro requirements, that might require the City to plan for higher densities elsewhere.

Summary of Major Issues

1. The City has adopted specific infill development codes, though residential infill and redevelopment will continue to be a challenge in maintaining neighborhood character.
2. By focusing medium- and high-density residential development and redevelopment within Lake Oswego’s designated centers, the Plan can reduce development pressure on existing residential neighborhoods and contain growth within the existing urban growth boundary.
3. Policies that call for the adoption of clear and objective code standards can improve the efficiency of the development review process, thereby saving administrative costs, but should not compromise design quality.

GOALS AND POLICIES

(Strikeouts and underlines reflect proposed changes to the Draft Comprehensive Plan tentatively approved by City Council under Resolution No. 12-46, adopted September 18, 2012.)

Goal 1.

Maintain and enhance the appearance and quality of Lake Oswego’s natural and built environment to preserve Lake Oswego’s distinctive sense of place.

Policies

1. Adopt implementation measures and guidelines that ensure:

- a. New development in residential areas complements the existing built environment in terms of size, scale, bulk, height, and setbacks.
- b. New development in mixed-use, commercial and employment areas:
 - i. Promotes a safe and attractive pedestrian environment;
 - ii. Reflects high-quality aesthetics, considering size, scale and bulk, color, materials, architectural style and detailing, and landscaping; ; and
 - iii. Includes buffering and screening to protect residential uses and neighborhoods.
2. Adopt and maintain design standards and provide incentives that encourage exceptional or high quality design.
3. Provide incentives and use regulations and standards for new development to preserve and enhance the natural environment, and to integrate natural features and functions.
4. Identify strategies to preserve public view corridors of Mt. Hood, Oswego Lake, and the Willamette River from encroachment by the built environment.
5. Provide and maintain public spaces that reflect their unique settings, including community gathering spaces on both a larger citywide scale for cultural and civic events in Cultural/Civic Nodes, and at a neighborhood scale in Neighborhood Commons.
6. Improve connections to parks, greenspaces, rivers, water bodies, and other natural features by adopting, plans, guidelines and other implementation measures for park and open space connectivity.
7. Enhance the unique character of Lake Oswego’s neighborhoods and commercial districts as the City grows and changes by adopting plans, codes, guidelines and other implementation measures.
8. Protect Lake Oswego’s village aesthetic by adopting and maintaining implementation measures and guidelines that:
 - a. Preserve the residential character of Lake Oswego’s neighborhoods.
 - b. Protect places of historical significance and encouraging preservation and rehabilitation of historic buildings. See also, Community Culture: Historic and Cultural Resources.
 - c. Encourage urban form that results in pedestrian-friendly retail districts in existing commercial areas, including buildings oriented to the street and active ground-floor uses.
9. Preserve the visual attractiveness of the community by limiting adverse visual impacts to the City’s public spaces and streetscape.

Goal 2.

Support future population and job growth within the City’s existing urban service boundary through redevelopment and a compact urban form, while maintaining and enhancing an attractive quality of life for Lake Oswego citizens.

Policies

1. Work with Metro to maintain the Metropolitan Area Urban Growth Boundary as a means to:
 - a. Reduce urban sprawl and ensure the development of an efficient and compact urban growth form;
 - b. Provide a clear distinction between urban and rural lands;
 - c. Ensure the opportunity for appropriate urban infill and redevelopment;
 - d. Control costs and public subsidization of development associated with the unnecessary extension and provision of public facilities and services; and
 - e. Ensure the maximum efficiency of lands within the Urban Growth Boundary existing at the time of this policy’s adoption.
2. In the Upper Stafford Basin support a rural buffer* between any urbanized areas and the existing communities of Lake Oswego, Tualatin and West Linn to maintain the individual character of each community.
3. Maintain a compact urban form by focusing higher density development in Town Centers, Neighborhood Villages, and Employment Centers, to avoid or minimize expansion of the Urban Growth Boundary and to provide a balanced transportation system.
4. Promote carefully organized patterns of growth through land use regulations, standards and incentives that:
 - a. Reduce impacts on natural resources, such as through density transfers.
 - b. Allow a mix of uses in neighborhood villages, to serve adjacent residences within one-quarter to one-half mile.
 - c. Minimize impacts on existing low-density residential neighborhoods by focusing new medium and high-density residential development in Town Centers, Employment Centers and Neighborhood Villages;
 - d. Provide design guidelines that enhance and preserve the unique character of Lake Oswego’s neighborhoods and commercial districts;

08/29/13 – Revised per City Council motion.

- e. Provide opportunities for local economic growth.

RECOMMENDED ACTION MEASURES

- A. Periodically review and update regulations, including design standards and guidelines, to address issues of community appearance.
- B. Encourage developers to utilize qualified design professionals to enhance the visual quality of development.
- C. Work with Neighborhood Associations to develop neighborhood design standards and guidelines as part of the Neighborhood Plan process.

***DEFINITIONS**

Rural buffer: is land that is not urbanized and allows agricultural and other supportive uses such as open space between urban communities.

08/29/13 – Revised per City Council motion.

Economic Vitality

We are a community where people can live, work, play and meet their daily needs for goods and services. We build upon the intellectual capital of the community to attract new ventures, retain local businesses, and connect to the global economy. We are business-friendly and a regional model for employment and mixed-use centers that attract quality jobs.

STATEWIDE LAND USE PLANNING GOAL

The Economic Vitality chapter implements Statewide Planning Goal 9 (Economic Development).

UPDATES TO LAKE OSWEGO 1994 COMPREHENSIVE PLAN

The Economic Vitality chapter replaces Goal 9: Economic Development, as contained in the **1994 Lake Oswego Comprehensive Plan**, and is based on the City of Lake Oswego Economic Opportunity Analysis (2011).

Economic Vitality

BACKGROUND

Statewide Planning Goal 9: Economic Development

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

The Economic Vitality chapter directs the City’s economic goals for the next 20 years and will identify strategies to support a strong economic base that will allow residents to meet their daily needs for goods and services within the City. Lake Oswego’s economic vitality is evident in its farmer’s market, neighborhood commercial areas, Lake Grove Village Center, Downtown, and Kruse Way office area. Each business area plays an important role in the City, and the success of the community. In addition to land availability, the City’s economic vitality is influenced by many factors, including the ability to attract and retain businesses, employees and customers, the availability and quality of transportation options, and the quality of business districts including design, and amenities.

As part of its Comprehensive Plan update, pursuant to Statewide Planning Goal 9 (Economic Development), Lake Oswego conducted an Economic Opportunities Analysis (EOA) to assess future employment and industrial land needs and to incorporate the results into goal and policy amendments to plan for future economic growth. The EOA (May 2011) projects industry demand or job growth for the next 20 years and examines whether there is sufficient employment land to accommodate that growth.

The EOA finds:

Lake Oswego had 18,871 jobs at 2,297 places of work in 2009. The average wage per employee was about \$52,700. The sectors with the most employment and above average wages were Finance and Insurance, and Professional, Scientific and Technical Services. Approximately 9% to 12% of Lake Oswego’s businesses are home-based. The Kruse Way Corridor from I-5 to Boones Ferry Road is a significant economic engine for Lake Oswego and the region, with over 2,700 on-site jobs, an annual direct payroll of \$243 million, and an annual regional economic output of \$1.4 billion.

The City of Lake Oswego’s economic strengths differ from the rest of Clackamas County. What defines Lake Oswego is its high concentration of high-wage jobs in the Finance, Insurance, and Professional Consulting Services sectors compared to the county as a whole. These sectors of the economy as well as other services that require high-quality office space are projected to grow over the next 20 years.

Coordination with Regional Planning Requirements

Statewide Planning Goal 9 (Economic Development) requires an adequate supply of sites suitable in size, type, location, and service level for industrial and commercial uses. The City must address the requirements of Goal 9 and the Metro Urban Growth Management Functional Plan, Title 4 (Industrial and Other Employment Areas) and Title 6 (Centers, Corridors, Station Communities, and Main Streets). Title 4 requires the City to provide and protect a supply of sites for employment and to cluster those industries so they operate more productively. This is accomplished by limiting the types and scale of non-industrial uses in Regionally Significant Industrial Areas and in Employment Areas designated on the 2040 Growth Concept Map. The City does not have any regionally significant industrial lands. Kruse Way and the SW Employment District are shown as Employment Areas. The City's 2035 Vision map includes these Employment designations, as well as Lake Oswego's two Town Centers (Lake Grove Village Center and Downtown), and refines them based upon the City's local needs.

Local Priorities

Downtown Lake Oswego's ongoing renaissance, the recent planning initiative for Lake Grove, excellent parks, schools and community facilities continue to serve as attributes that make it a desirable place to live, work and visit. The City's economic objectives should contribute to these attributes by, among other things, supporting business incubation and employment growth, pursuing a range of employment opportunities that build on Lake Oswego's intellectual capital, proximity to universities and colleges and connection to the I-5 corridor, and creating the opportunity for employment well served by transportation options.

Summary of Major Issues

Economic Vitality in the City

The following conditions, as outlined in the 2011 Economic Opportunities Analysis (EOA), form the basis for addressing issues related to Goal 9 (Economic Development):

- Lake Oswego has 20 acres of vacant employment land area inside the Urban Services Boundary, seven acres of which are located on the Marylhurst/Mary's Woods campus.
- Between 9 and 12 percent of Lake Oswego's workforce is located on land that is not designated for employment uses; this statistic is based on the 2006 Quarterly Census of Employment and Workforce (QCEW) and is consistent with the City's business license database, which shows that 9 percent of Lake Oswego businesses are home-based.
- The EOA analysis demonstrated that redevelopment in Lake Oswego's commercial and mixed-use zones could accommodate 1,600 net new jobs. For industrial uses, the somewhat low demand combined with over 30 acres of redevelopment potential in the southwest Industrial Park zone, results in a surplus of industrial land. In addition, the

assessment of vacant office space also indicates the capacity for 1,500 additional jobs without additional land needs.

- Lake Oswego's supply of vacant and re-developable land along with vacant office space, provide the capacity for approximately 4,500 new jobs (Metro 2012 forecast).
- The EOA finds the following types of businesses may be attracted to Lake Oswego: Finance and Insurance; Professional, Scientific, Technical Services and Information; Real Estate; Corporate or Regional Headquarters; Green Businesses; Health Care; Services for Residents; Services for Seniors; Government and Public Services; Advanced Continuing Education and businesses related to the Arts.
- The City has two unique commercial areas: Bangy Road/Meadows Road and Mountain Park, both of which are designated as Neighborhood Villages on the 2035 Vision Map. Both of these areas are zoned to allow higher intensity commercial uses, because Bangy Road/Meadows Road is adjacent to the freeway (I-5) and the Mountain Park is a unique 1970's Planned Unit Development with a mixed-use plan.
- Other existing neighborhood business and commercial areas designated as Neighborhood Villages on the 2035 Vision Map are West Lake Grove, Rosewood, and Palisades.
- Commercial Corners, which are found on the 2035 Vision Map, generally orient to residential neighborhoods, and are intended to provide low-intensity commercial uses and services for nearby residences on a smaller scale than Neighborhood Villages. Commercial Corners are intended to provide access to a limited amount of goods and services near neighborhoods.

The City must rely on its redevelopment capacity and its remaining vacant land inventory to retain and attract business investment and employment opportunities. To realize this potential, the City must adopt and maintain zoning and development standards that support redevelopment in strategic locations. As summarized above, the conceptual 2035 Vision Map establishes a range of land use design types, each of which may include several different zones, that together, should foster economic vitality. Lake Oswego's land use plan accommodates a full range of employment opportunities, including a progression of employment land uses from home-based and micro-business occupations, to business incubator spaces, to Class A office space, and manufacturing and industrial uses.

Words followed by an asterisk* are defined in the glossary of terms that are incorporated into the plan to facilitate understanding of existing conditions that form the basis for some of the policies.

GOALS AND POLICIES

Goal 1.

Provide a full range of economic development opportunities that enhance prosperity and livability.

Policies

1. Designate adequate commercial and industrial land for a range of employment uses in order to:
 - a. Supply goods and services for Lake Oswego residents and businesses;
 - b. Support a strong local employment base;
 - c. Improve the local economy; and
 - d. Contribute to the regional economy.
2. Fully utilize existing buildings and maximize use of employment land through the following:
 - a. Promote redevelopment of underutilized land; and
 - b. Optimize the development of vacant employment land.
3. Provide flexibility for a diversity of spaces and sites to support the opportunity for business incubation and employment growth.
4. Provide flexibility in employment zones to adapt to economic change.
5. Pursue a range of employment opportunities with an emphasis on target industry clusters* identified in the City's 2011 Economic Opportunities Analysis.
6. Maintain an inventory documenting the supply of land for industrial and other employment uses.
7. Locate employment and commercial uses in designated areas at appropriate scales and intensities, such as in Employment Centers, Town Centers, Neighborhood Villages, and Commercial Corners:
 - a. Employment Centers focus primarily on higher-intensity employment uses, with supporting retail* and service uses, commercial office, residential and cultural uses in select locations.
 - b. Town Centers accommodate a mix of higher-intensity commercial uses including office and retail uses, as well as residential, public facilities, and cultural uses.
 - c. Neighborhood Villages accommodate a mix of lower-intensity commercial uses to provide services for nearby residents. They may include residential uses.

- i. In the Bangy Road/Meadows Road Neighborhood Village, allow higher-intensity commercial uses when adjacent to a freeway or Employment Center.
 - ii. In the Mountain Park Neighborhood Village, allow additional commercial uses where site conditions, such as parcel size and direct access to the major street system, can support businesses that provide specialized services and unique goods.*
 - d. Commercial Corners accommodate lower-intensity commercial uses to provide services for nearby residents. They are smaller in scale and size than a Neighborhood Village, and may include residential uses.
- 8. Designations of Employment Centers, Town Centers, Neighborhood Villages, and Commercial Corners shall be consistent with the following factors:
 - a. Employment Centers:
 - i. Are comprised of commercial, industrial, and the campus institutional zone;
 - ii. Are areas that supply services to a market area greater than the City;
 - iii. Are served by arterial roads and adjacent to the regional transportation system* to facilitate access to and from the center;
 - iv. Are served by transit on the primary arterials, and may include a transit center;
 - v. May be adjacent to high-density residential areas, connected by pedestrian and bicycle facilities.
 - vi. May include the Public Functions zone.
 - b. Town Centers:
 - i. Are comprised of commercial and mixed-use zones, and the Public Functions zone;
 - ii. Are areas that supply services to a market area that is approximately equal to the City;
 - iii. Are served by arterial roads;
 - iv. Are served by transit on or near the primary arterials, and may include a transit center;

- v. May be adjacent to high-density residential areas, connected by pedestrian and bicycle facilities.
- c. Neighborhood Villages are:
 - i. Comprised of commercial and mixed-use zones that accommodate lower intensity commercial uses; smaller public facility uses; and residential uses;
 - ii. Areas that supply services to a market area that serves the adjacent neighborhoods;
 - iii. Served by minor arterial roads and major collectors, and are located near or within residential areas;
 - iv. Served by pedestrian and bicycle connections;
 - v. Developed at a scale and in character with the immediately surrounding area.
- d. Commercial Corners are:
 - i. Comprised of commercial and mixed-use zones that accommodate limited, lower intensity commercial uses and residential uses;
 - ii. Located near residential areas;
 - iii. Connected by pedestrian and bicycle facilities to the surrounding neighborhood.
- 9. Locate land for light industrial uses within the SW Employment District and provide a special district plan that accommodates a range of uses including light industrial, office and supporting retail.
- 10. Land use regulations should permit home occupations as a source of business activity and growth while respecting neighborhood character and compatibility.

Goal 2.

Redevelopment and development in employment zones will address impacts on and enhance the surrounding community and will be well-served by infrastructure.

Policies

- 1. Provide opportunities for redevelopment and development in employment zones while:
 - a. Providing required public facilities and services;

- b. Addressing impacts such as noise, traffic, and visual aesthetics, on adjacent land uses through site and building design;
 - c. Complying with design and aesthetic standards to promote compatibility with Lake Oswego's community character;
 - d. Preserving natural resources and providing required open space;
 - e. Addressing the adequacy of all transportation modes to, from, and within the development site;
 - f. Maintaining a street system which provides efficient connections to transportation corridors and other activity centers including Employment Centers, Town Centers, Neighborhood Villages, and Commercial Corners;
 - g. Maintaining safe and convenient pedestrian, bicycle and transit facilities/amenities that support efficient movements of people to and from the site;
 - h. Promoting the efficient use of land by providing adequate*, but not excessive, parking for customers and employees;
 - i. Minimizing the impacts of traffic generated on adjoining neighborhoods by routing traffic to major collectors;
 - j. Promoting shared street access, parking facilities, and pedestrian connections with other businesses to provide more developable land area and reduce traffic congestion, parking, and safety problems.
2. Prevent new strip commercial development* and encourage redevelopment of existing strip commercial projects to promote pedestrian orientation, active streetscapes, access to businesses and transit.
 3. Place new and existing utilities underground.

RECOMMENDED ACTION MEASURES

1. Support existing businesses by coordinating City requirements with business needs, and through good urban design and urban renewal programs.
2. Encourage sustainable business and development practices by maintaining a Sustainability Advisory Board and implementing related programs.
3. Harness the entrepreneurial and management experiences of the City's 50+ population to support business development.

4. Work with local business organizations such as the Lake Oswego Chamber of Commerce, Lake Grove Business Association, and other local business groups to promote discussion concerning land use and other regulations which could affect area businesses.
5. Coordinate with state and regional economic development agencies and groups to identify developments and trends affecting Lake Oswego.
6. Recognize and promote community events as having a potential for positive economic impacts and as important for community identity.
7. Work with property owners, businesses, and adjacent neighborhoods to manage business district parking, and to minimize parking impacts on residential areas.

DEFINITIONS

From the 1994 Plan:

Strip commercial development: Commercial or retail uses, usually one-story high and one store deep, that front on a major street and are oriented towards access by the automobile. Strip commercial development is typically characterized by street frontage parking lots serving individual stores or strips of stores. Strip commercial development has 1) no provisions for pedestrian access between individual uses; 2) the uses are only one store deep; and 3) buildings are arranged linearly rather than clustered; and 4) there is no integration among individual uses.

Specialized services and unique goods: Goods and services, which cater to a specific or distinctive market and are specifically sought out by clientele within the community and throughout the region. Businesses in this category include establishments, which provide uncommon merchandise, high quality eating, entertainment, and cultural opportunities, arts and crafts, etc. Professional services, such as medicine, law, finance, etc., are considered to be specialized services and capable of attracting clients from beyond the community.

New Definitions:

Adequate: Adequate is used in multiple contexts, and is defined as much or as good as necessary to meet the appropriate requirement or purpose, such as the statewide planning goals and the associated rules.

Employment uses: Defined as the commercial, industrial, campus institutional, public function and mixed-uses allowed in the Comprehensive Plan employment zones.

Employment zones: Include all Comprehensive Plan Map zones that allow employment uses: commercial, industrial, campus institutional, public functions and mixed-use zones.

Higher intensity: Defined as a use that provides services for a market area beyond the City (planning area) or the City market area.

Lower intensity: Defined as a use that provides services or activities for a neighborhood market area.

Public functions zone: Includes public uses such as government services, education, and similar activities.

Regional transportation system: The regional transportation system consists of transportation facilities of regional significance, including regional arterials and throughways, high capacity transit and regional transit systems, regional multi-use trails with a transportation function, bicycle or pedestrian facilities that are located on or connect directly to other elements of the regional transportation system, and regional pipeline and rail systems.

Supporting retail uses: Supporting retail uses are limited to those appropriate in type and size to serve businesses, employees and residents of the employment center in order to preserve the majority of vacant or redevelopable land for the City's identified target industry clusters*. Supporting retail uses do not include regional or lifestyle shopping centers*, or concentrations of retail uses greater than 60,000 square feet.

Target industry clusters: Defined as the types of businesses that may be attracted to Lake Oswego. The 2011 Economic Opportunities Analysis names these clusters as Finance and Insurance; Professional, Scientific, Technical Services and Information; Real Estate; Corporate or Regional Headquarters; Green Businesses; Health Care; Services for Residents; Services for Seniors; Government and Public Services; Advanced Continuing Education and the Arts.

2035 Vision Design Types Hierarchy

Employment Centers: The City's economic drivers, providing land primarily for office, research, education, and industrial uses. Employment Centers support Lake Oswego's current leading employment sectors of Finance, Insurance, and Professional Consulting Services, and can support the future target industries as well. Employment Centers focus on higher intensity employment uses in the City, and can accommodate medium and large employers (50+ jobs per business) that seek business park, industrial, or institutional settings.

Although the focus is on employment, Employment Centers do allow mixed use: limited retail, residential and commercial uses that are designed to support the primary employment purpose and provide additional vibrancy to its daily activities without supplanting each Center's primary employment focus. Centers should be well connected to the surrounding community. They are

located around major arterials and highway facilities to facilitate access, movement of goods and employees, and are well-served by all modes of transportation.

The City has three Employment Centers – Kruse Way, the SW Employment District, and Marylhurst – each with its own character and economic function. Kruse Way functions as the City’s primary office commercial employment area, the SW Employment District functions as the City’s primary Industrial and Industrial Park area, and Marylhurst’s focus is on campus institutional uses (education).

Town Centers: The City’s mixed-use anchors, with the Lake Grove Village Center on the west side of the City, and Downtown, including Foothills, on the east side. These Centers provide a mix of commercial uses (for example, restaurants, offices, retail, grocery stores, services) and residential development at higher densities than Neighborhood Villages. Having a mix of uses promotes the 20-minute neighborhood concept within the Center, providing services within walking distance to residents in the Center and the adjacent neighborhoods.

The Centers are located around arterial roads and are supported by public transit to facilitate access, including pedestrian and bicycle connections within the Center and with adjacent neighborhoods. Additionally, these areas incorporate civic uses, public spaces, and public facilities that generate activity levels to support economic vitality of the Center. The Downtown Center also supports cultural uses, such as the library, community theater, and public art. The Metro Urban Growth Concept Plan also identifies Downtown and Lake Grove as Town Centers.

Neighborhood Villages: provide goods and services to meet the daily needs of nearby residents. They serve as neighborhood centers of commerce and community. Neighborhood Villages allow for a mix of residential with retail, services, and other employment but with less intensity than Town Centers and Employment Centers.

These smaller-scaled, mixed-use centers are located within or near residential areas, and development in the villages should reflect this relationship in design, character, and connections to the surrounding neighborhoods. Neighborhood Villages support area residents’ daily needs within a 20-minute walk, or bike ride, reducing daily car trips and promoting community health. Here, due to the scale of Villages, the 20-minute neighborhood concept extends past Village boundaries to focus on serving adjacent neighborhoods, as well as Village residents.

Neighborhood Villages are present at key intersections and are accessible by minor arterial roads and major collectors. To further promote community activity, the Villages may include gathering spots such as parks, plazas and paths, and medium- and high-density residential uses may be located within these areas. Because of the close relationship between neighborhoods

and their centers, each Village differs in its character, mix, and size. Examples of Neighborhood Villages include Mountain Park, West Lake Grove, Bangy Road, Rosewood, and Palisades.

Commercial Corners: Commercial Corners accommodate a mix of limited, lower-intensity commercial and residential uses to provide services for nearby residents. These locations are smaller in scale and size than Neighborhood Villages. They provide neighborhood-scale gathering places that allow for commercial activities which support the surrounding neighborhoods.

Neighborhood Commons: Neighborhood-scale gathering places that allow for occasional limited commercial or community activities which support the surrounding neighborhoods, and may provide a temporary market for small businesses. They are centered around parks, schools, and other public places. Uses may include small-scale farmer's markets, community gardens, food stands, neighborhood gatherings, coffee carts, or other services.

Connected Community

We have safe, efficient and convenient transportation choices for all users. There are frequent and reliable public transportation options that make it easy to move around our City and the region. Safe pathways, sidewalks, roadways and bike routes enable residents of all neighborhoods to walk and bike.

STATEWIDE LAND USE PLANNING GOAL

The Connected Community chapter implements Statewide Planning Goal 12 (Transportation).

UPDATES TO LAKE OSWEGO 1994 COMPREHENSIVE PLAN

The Connected Community chapter replaces Goal 12: Transportation, as contained in the Lake Oswego 1994 Comprehensive Plan. Until the City adopts an updated Transportation System Plan (TSP), the following exhibits from the current TSP are incorporated by reference:

- The Functional Classification System [Current Figure 16]
- Street Classifications (List) [Current Figure 17]
- Street Classifications (Map) [Current Figure 18]
- Public Facilities Plan: Transportation Improvement Program [Current Figure 19]
- Roadway Improvements Plan [Current Figure 20A]
- Pedestrian Facilities Plan [Current Figure 20B]
- Bicycle Facilities Plan [Current Figure 20C]
- Transit Network and Facilities Plan [Current Figure 20D]

Connected Community

BACKGROUND

Statewide Planning Goal 12: Transportation

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

Statewide Planning Goal 12 and the State Transportation Planning Rule (Oregon Administrative Rule 660, Division 12) require cities to maintain a Transportation System Plan that considers all modes of travel. This includes, transit, air, bicycle, highway, mass transit, pedestrian ways, pipelines and transmission lines, rail, and water. The plan must be based on an assessment of local, regional and state needs and consider appropriate combinations of travel modes to avoid principal reliance upon any one mode of transportation. The State rule also requires that transportation and land use planning be done in a coordinated manner.

Lake Oswego Transportation System Plan

Lake Oswego adopted its Transportation System Plan (TSP) in 1997. This chapter contains the goals, policies and recommended action measures for an update to the TSP. The City is updating its plan pursuant to Statewide Land Use Planning (Periodic Review) requirements. Once the updated TSP is adopted, this chapter will be amended to incorporate any changes.

Coordination with Regional Planning Requirements

Since the City adopted its first Transportation System Plan in 1997, Metro has adopted new plans and planning requirements. The Metro Functional Plan directs local jurisdictions to implement the Regional 2040 Growth Concept, a long-range plan intended to guide growth and development of the region over 50 years. The 2040 Concept identifies 10 types of planning areas, or “design types”, that local jurisdictions in the Portland metropolitan area must respond to in updating their land use and transportation plans. Design types are the building blocks of the regional growth management strategy.

Design types relevant to Lake Oswego for transportation planning purposes are:

Town Centers. Lake Oswego has two designated Town Centers, the East End Commercial Area, or Downtown, and the Lake Grove Village Center.

Main Streets. ‘A’ Street and Boones Ferry Road (within the Town Centers) are Lake Oswego’s two designated Main Streets. These areas are supposed to be walkable, provide services to nearby neighborhoods, and have good access to transit.

Corridors. Country Club Road, Boones Ferry Road, and Kruse Way are Lake Oswego’s designated Corridors. According to Metro, Corridors are key transportation routes for people and goods, and are well served by transit.

Employment Lands. The industrial areas west of Lake Forest Boulevard, and the office-commercial areas in the Kruse Way corridor are Lake Oswego’s designated Employment Lands. These areas benefit from good freight access to the interstate system; freeway interchange capacity and access to alternative modes of transportation, including transit service, will be essential for businesses and industry to remain competitive.

The 2035 Regional Transportation Plan (RTP), adopted by Metro in June 2010, identifies the transportation policies, projects, and strategies needed to implement the 2040 Growth Concept. The RTP also contains criteria for monitoring transportation system performance for all modes of travel, and it begins to address State greenhouse gas emissions reduction targets, but does not require cities to adopt such targets.

Local Priorities

While State and Metro planning rules require the City to periodically update its Plan, the City chooses how to create a well-functioning, integrated transportation system that responds to the needs of its citizens. The transportation plan must address increasing automobile traffic and alternative modes of travel, while maintaining neighborhood livability.

Lake Oswego is known for its active, outdoor lifestyle. Residents desire an inter-connected, transportation network that provides accessibility to jobs, schools, services, and other destinations for residents of all ages and abilities; one that includes well-designed streets and paths that encourage walking and bicycling throughout the City.

Community appearance and safety are also important to Lake Oswegans. Streets and pathways should be designed to fit within the context of Lake Oswego’s neighborhood and reinforce a sense of place that is distinctive to each neighborhood, while providing connections between neighborhoods, districts, and surrounding communities.

Summary of Major Issues

The following issues related to Goal 12 (Transportation) were addressed through the Comprehensive Plan update:

- Trends toward increasing vehicle volumes;
- Challenges to avoiding congestion and providing congestion relief;
- The need to optimize the life and utility of existing transportation facilities to save costs;
- Opportunities for repurposing public rights-of-way to better meet evolving travel needs;
- The provision of safe, reliable facilities for freight vehicles (trucks and rail) to support a vibrant economy;
- The need to improve connectivity and avoid over-reliance on individual streets;

- Balancing mobility with neighborhood livability; i.e., avoiding cut-through traffic;
- Opportunities to increase the percentage of trips made by walking or bicycling by providing safe and convenient/shorter routes by these modes; i.e., improved connections to goods and services within a 20-minute walking distance of home; and
- Responding to public transit service reductions; e.g., support local circulator bus routes to supplement fixed-route service, park-and-ride facilities, and a new transit center.

GOALS AND POLICIES

The Connected Community goals and policies are organized as follows:

1. Safety
2. Transportation Choices
3. Efficiency
4. Accessibility
5. Connectivity
6. Livability
7. Sustainability

The following Goals contain policies that are reinforced in the TSP: Goal 1: Safety (Policies 2, 3, 5, 6, 7, and 8); Goal 3: Efficiency (Policies 1, 2, 4, 5); Goal 5: Connectivity (Policies 2 and 5); and Goal 7: Sustainability (Policies 1, 2, 3, 4, and 6)

Words followed by an asterisk* are defined in the Glossary at the end of the chapter. The final adopted Plan will contain a unified Glossary of all terms

Goal 1. Safety

Provide a safe, multimodal transportation system for all users.

Policies

1. Designate, implement, and maintain routes for walking and biking that support safe movements from residential areas to, through and along schools, parks, transit, employment centers, town centers, neighborhood villages, and commercial corners and neighborhood commons.
2. Incorporate safety considerations in the planning, design and re-design of public streets for the benefit of all intended users.
3. Preserve user safety, system integrity, and facility aesthetics by providing regular maintenance of the transportation system.
4. Improve and promote transportation safety through a comprehensive program of education, enforcement and engineering.

5. Identify and prioritize locations with high crash rates to implement improvements.
6. Identify safety concerns for pedestrians and bicyclists at high traffic volume streets and/or locations with high levels of pedestrian/bicycle demand and implement improvements.
7. Identify, implement, and maintain a network of Emergency Response Streets to facilitate prompt emergency response.
8. Provide pedestrian and bicycle facilities with new bridges when retrofitting existing bridges to support the safe movement of all users.

Goal 2. Transportation Choices

Increase opportunities to comfortably and conveniently walk, bike and take transit.

Policies

1. Provide land use patterns and promote public and private development that supports efficient transit service.
2. Provide street and frontage improvements such as dedicated facilities, landscaping, and street lighting and permit amenities such as benches and shelters to encourage walking and biking as viable travel modes, particularly along corridors that serve the primary transit network and employment centers, town centers and neighborhood villages.
3. Require development and redevelopment, and public transportation improvement projects to provide facilities that accommodate pedestrian, bicycle, and transit use, particularly in areas with identified gaps in the transportation system and in all employment centers, town centers, neighborhood villages, commercial corners, and neighborhood commons.
4. Public street standards shall recognize the multi-modal nature of the street right-of-way.
5. Locate off-street parking in commercial, industrial, and high-density residential areas to be at the sides or rear of buildings where practical, with buildings oriented to the street in a manner which is convenient to pedestrians, bicyclists and transit riders.

Goal 3. Efficiency

Optimize the performance of the transportation system for the efficient movement of people and goods.

Policies

1. Maintain arterial and major collector streets to planned level of service standards, whenever practical.

2. Balance roadway size and scale with the need to provide safe and efficient transportation for all modes.
3. Control and consolidate driveway access to major collectors and arterials through the development review process and the implementation of major street projects.
4. Coordinate with ODOT to provide and manage Hwy 43 in a manner consistent with the City's transportation system goals and policies, and coordinate with other regional partners responsible for traffic signal operations to regularly confirm the efficient timing and progression of traffic signals.
5. Reduce traffic congestion to enhance traffic flow through such system management measures as intersection improvements, incident management, signal priority, signal optimization, signal synchronization, and a range of measures provided through technological advancements.
6. Require applicants for zone change requests and conditional use permits to determine the resulting extent of impacts to the transportation system and provide mitigation deemed appropriate by the City to maintain transportation system efficiency.
7. Require development applicants to provide pedestrian, bicycle, and transit facilities/amenities that support efficient movements of people to and from the site.
8. Plan 20 minute neighborhoods* to accommodate uses that efficiently meet many daily residential needs via short trips by any mode.

Goal 4. Accessibility

Provide a multimodal transportation system that is suitable for community members of all ages, income levels and physical abilities to access daily needs and services.

Policies

1. Plan street standards that accommodate transit service into areas that connect people to employment centers, town centers and neighborhood villages.
2. Locate appropriate transit stops in employment and town centers that are conveniently located and well-connected to the transportation system.
3. Locate transit amenities such as transit shelters, benches, lighting, etc. that meet the access needs of residents and employees, including the youth, elderly, and people with disabilities.
4. Provide accessibility for walking and biking, transit and vehicle connections within and among the employment centers, town centers, neighborhood villages, schools, parks, commercial corners and neighborhood commons so residents can access their daily needs.

5. Develop a coordinated transportation system that is barrier-free, provides affordable and equitable access to travel choices, and serves the needs of people and businesses.

Goal 5. Connectivity

Develop connections to and between different modes of transportation.

Policies

1. Acquire right of way, where appropriate, through development for planned and required transportation facilities during the development review process.
2. Expand neighborhood and local connections to provide convenient circulation between neighborhoods.
3. Preserve existing rights-of-way, including railroad ROW and other easements, to maintain opportunities for future mass transit, bike and pedestrian paths.
4. Require development applicants, where appropriate, to connect local trail and bicycle facilities directly to regional trails and bicycle networks.
5. Emphasize connectivity when prioritizing projects for funding.

Goal 6. Livability

Design and maintain a transportation system that enhances the quality of Lake Oswego's natural and built environment.

Policies:

1. Develop and maintain flexible design criteria and construction methods to local and neighborhood collector streets that are responsive to neighborhood character and planned land uses.
2. Mitigate the impacts of traffic on neighborhood collectors and higher classifications that bisect residential neighborhoods.
3. Minimize the impacts of traffic generated through new commercial development on adjoining neighborhoods.
4. Develop design standards that assure that pedestrian, bicycle, and storm water design elements are compatible with the neighborhood character and the street functionality.
5. Develop design standards that reinforce neighborhood livability by:
 - a. Protecting local streets from being misused by non-local traffic by applying traffic calming* and diversion techniques when and where feasible.

- b. Applying design standards that reinforce neighborhood character, social interaction and community building.
 - c. Addressing parking impacts, including screening and buffering.
 - d. Maintaining truck circulation restrictions.
6. Maintain parking regulations that require off-street employee and customer parking and loading facilities to be provided on-site and commensurate with the size and relative needs of each new development.
 7. Commercial and industrial parking should not intrude into adjacent residential neighborhoods.
 8. The Downtown Center and the Foothills District shall be considered a Multimodal Mixed-Use Area (MMA*) for purposes of applying the requirements of the State Transportation Planning Rule. The boundaries of the MMA are depicted in Figure (TBD-current Goal 12, Figure 12).

Goal 7. Sustainability

Provide a transportation system that maintains and improves economic vitality, environment health, social equity and well-being for citizens today and in the future.

Policies

1. Develop and maintain trip reduction strategies developed regionally, including employment, tourist, and recreational trip reduction programs to reduce pollution and improve the health of our citizens.
2. Develop the Transportation System Plan to strengthen resilience to changes in climate, increases in fossil fuel prices, and economic fluctuations.
3. Decrease reliance on fossil fuels by encouraging transportation options and opportunities through land use measures to promote a local energy supply for transportation that is renewable, less carbon intensive and least toxic.
4. Utilize the financial resources needed to achieve the goals for adequately providing and maintaining the transportation system.
5. Support mixed-use development by designating locations for such uses and providing land use opportunities that encourage local job creation in order to reduce the number of locally generated regional commuting and shopping trips.
6. Provide and maintain the transportation system in a manner that is consistent with the Stormwater Management Manual, minimizing storm water pollution and hydrologic impacts.

7. Ensure that an adequate, but not excessive, supply of parking is provided to support economic activity while making it easier to take transit, and bike and walk to and within employment centers, town centers and neighborhood villages.
8. Provide off-street parking that is designed to incorporate multiple functions such as storm water management, reducing the urban heat island effect*, decreasing impervious surfaces and providing temporary space for public functions.

RECOMMENDED ACTION MEASURES

- A. Improve and promote transportation safety through a comprehensive program of education, enforcement and engineering.
- B. Coordinate with commercial water and rail transportation providers and transit agencies to assure safe and compatible operations where services/facilities intersect with the City's transportation system.
- C. Coordinate with schools and surrounding neighbors to plan for safe and effective transportation for students and surrounding neighborhoods.
- D. Coordinate with TriMet, Metro, and ODOT to assure that effective and efficient transit services are provided for Lake Oswego residents and businesses.
- E. Support local circulator transit option initiatives that connect residents to employment centers, town centers, and neighborhood villages.
- F. Avoid new and eliminate existing pedestrian and bicycle dead ends that require substantial out-of-direction travel for pedestrians and bicyclists.
- G. Consider residential area parking guidelines, where appropriate, to maintain the safety, character and utility of residential streets.
- H. Maintain or enhance the tree canopy along key transportation corridors.
- I. Coordinate with Metro, Tri-Met, ODOT and Clackamas County to develop interim benchmarks for measuring progress towards transportation goals and policies over the planning period.

DEFINITIONS

(The final adopted Plan will contain a unified Glossary of all terms)

20-Minute Neighborhood means a neighborhood with access to commercial and community services (e.g., parks and schools) within a ¼-mile to ½-mile walking distance, an approximate 20-minute walk. Pedestrian and bicycle connections and/or amenities facilitate safe access

where feasible. The 20-minute neighborhood encourages active living, supports local businesses, provides diverse housing options, and builds community and neighborhood identity. The 20-minute neighborhood is primarily created around Town Centers and Neighborhood Villages; however, these principles can be integrated elsewhere where appropriate.

Traffic Calming Measure means a physical measure that reduces the negative effects of motor vehicle use, alters driver behavior and improves conditions for non-motorized street users. There are many different types of traffic calming measures, including but not limited to physical changes to a roadway, urban design techniques, traffic control devices, and signage, among others.

Urban Heat Island Effect: When an urban area is warmer than the areas surrounding it because of the presence of urban development.

Multi-Modal Mixed Use Area (MMA) is defined by the State Transportation Planning Rule. (OAR 660-12-0060, Section 10). Local governments may apply the designation to downtowns, town centers, main streets, or other areas where relief from ODOT mobility standards is appropriate, i.e., where more concentrated development produces congestion that is tolerable. Generally, these areas are densely developed, have a mix of land uses, and have high degree of connectivity and access to transportation modes other than the automobile. Lake Oswego has only one designated MMA; the downtown core which includes the Foothills District.

08/29/13 – Revised per City Council motion.

