

City of Lake Oswego

Comprehensive Plan 2013

Volume 1



**Lake Oswego
Comprehensive Plan
2010–2013
Volume 1**

Adopted March 18, 2014



Acknowledgments

Lake Oswego City Council

Kent Studebaker, Mayor

Jack Hoffman, Former Mayor

Jeff Gudman, Council President

Karen Bowerman, Councilor

Lauren Hughes, Councilor

Donna Jordan, Councilor

Jon Gustafson, Councilor

Skip O'Neill, Councilor

Roger Hennagin, Former Councilor

Kirsten Johnson, Former Councilor

Mike Kehoe, Former Councilor

Sally Moncrieff, Former Councilor

Mary Olson, Former Councilor

Bill Tierney, Former Councilor

Dan Vizzini, Former Councilor

Lake Oswego Planning Commission

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Randy Arthur, Vice Chair

Adrienne Brockman, Commissioner

Ed Brockman, Commissioner

Puja Bhutani, Commissioner

Todd Prager, Commissioner

Sandi Swinford, Commissioner

Julia Glisson, Former Commissioner

Jon Gustafson, Former Commissioner

Todd Hennelly, Former Commissioner

Jim Johnson, Former Commissioner

Russell Jones, Former Commissioner

Lynne Paretchan, Former Commissioner

Philip Stewart, Former Commissioner

Comprehensive Plan Citizens Advisory Committee

Shelly Alexander, Young Adult Representative

Dorothy Atwood, Sustainability Advisory Board

Tom Brennan, 50+ Advisory Board

Christopher Clee, Neighborhood Association Representative

Doug Cushing, Business Representative

Tom Fahey, Transportation Advisory Board

William "Bill" Gaar, Natural Resources Advisory Board

Nancy Gronowski, Parks & Recreation Advisory Board

Liz Hartman, Neighborhood Association Representative

Jim Johnson, Planning Commission

Bob Needham, Development Review Commission

Teri Oelrich, Lake Oswego School District

Lynda O'Neill, Historic Resources Advisory Board

David White, Library Advisory Board

Katie Abbott, former Young Adult Representative

Lauren Irving, former Young Adult Representative

Tim Mather, former Historic Resources Advisory Board

Lake Oswego Boards & Commissions

Historic Resources Advisory Board

Natural Resources Advisory Board

Parks & Recreation Advisory Board

Sustainability Advisory Board

50+ Advisory Board

Others

Lake Oswego Residents

Lake Oswego Poetry Contest Participants

Lake Oswego Photo Contest Participants

Lake Oswego City Staff, former and present

Table of Contents

Volume I

Preface	7
2010–2013 Comprehensive Plan Update	8
Lake Oswego Community Vision for 2035	11
About the Comprehensive Plan	13
Relationship to Statewide Planning Goals	15
Land Use Planning	19
Community Culture	39
Civic Engagement	41
Historic Preservation	46
Recreation	49
Library	52
Arts	53
Education	55
Inspiring Spaces & Places	59
Complete Neighborhoods & Housing	85
Economic Vitality	101
Connected Community	111
Community Health & Public Safety	125
Police, Fire Protection.	127
Public Facilities & Services: Surface Water Management	130
Public Facilities & Services: Water Treatment & Delivery	133
Public Facilities & Services: Wastewater Collection & Treatment	137
Solid Waste Management	140
Sound Quality	142
Energy & Environment	146
Access to Local Food	150
Natural Hazards	152
Urbanization	161
Chapters Carried Forward from 1994 Comprehensive Plan	183
Open Spaces, Historic & Natural Areas (Goal 5)	

Section 1, Fish & Wildlife Habitat . . . . .	.183
Section 2, Vegetation . . . . .	.189
Section 3, Wetlands . . . . .	.197
Section 4, Stream Corridors . . . . .	.203
Section 5, Sensitive Lands . . . . .	.211
Section 6, Open Space . . . . .	.217
Section 7, Oswego Lake . . . . .	.225
Air, Water & Land Resources Quality (Goal 6) . . . . .	.233
Willamette River Greenway (Goal15). . . . .	.241
Glossary. . . . .	.247

Figures

Figure 1	2035 Vision Map	21, 69
Figure 2	Comprehensive Plan Map	22
Figure 3	Kruse Way Employment Center	70
Figure 4	Marylhurst/Mary’s Woods Employment Center	72
Figure 5	Southwest Employment Center.	73
Figure 6	Downtown Town Center	74
Figure 7	Lake Grove Town Center	75
Figure 8	Bangy Road Neighborhood Village	76
Figure 9	Mountain Park Neighborhood Village	77
Figure 10	Palisades/Grimm’s Corner Neighborhood Village	78
Figure 11	Rosewood Neighborhood Village	79
Figure 12	West Lake Grove Neighborhood Village	80
Figure 13	Mountain Park Commercial Corner	81
Figure 14	West Bay Commercial Corner.	82
Figure 15	West Lake Commercial Corner	83
Figure 16	Functional Street Classifications . . . . .	.122,123
Figure 17	Metro Design Type Boundary. . . . .	.174
Figure 18	Metro Design Type Boundary. . . . .	.175
Figure 19	Metro Design Type Boundary. . . . .	.176
Figure 20	Metro Design Type Boundary. . . . .	.177
Figure 21	Sewer Service Map . . . . .	.178

Volume II, Neighborhood and Special District Plans

See separate volume

Preface

This is the second complete update of the original Comprehensive Plan* which was developed over a four year period from 1974–78. Development of the original Plan involved substantial citizen commitment and involvement, extensive research and thorough review and public hearings by Lake Oswego’s public officials. Lake Oswego’s neighborhood association program arose from this process and today there are 22 recognized neighborhood associations.

After adoption by the City in 1978, various portions of the Plan continued to be worked on for another six years until the Plan was acknowledged in 1984 by the Oregon Department of Land Conservation and Development as being in conformance with the Oregon Statewide Planning Goals.

The original planning process began with the development of 14 Community Planning Goals and supporting objectives which were produced by 14 separate citizen committees. This effort involved more than 250 people. The goals and objectives were adopted by the City Council in 1974. They encompassed the following categories; 1) Community Area and Regional Relationship; 2) Natural Resources and Environment; 3) Population Density and Growth; 4) Community and Neighborhood Identity; 5) Aesthetic Quality–Community Design; 6) Land Use–Open Space; 7) Land Use–Residential; 8) Land Use–Industrial; 9) Land Use–Commercial; 10) Transportation; 11) Recreation and Culture; 12) Community Services and Facilities; 13) Implementation; 14) Citizen Participation.

1994 Comprehensive Plan Update

It had been nearly twenty years since the original Comprehensive Plan community goals and objectives were adopted and fifteen years since the Plan policies were approved by the City Council when the City began work on the 1994 Comprehensive Plan. There had been many changes that required revisions to the Comprehensive Plan. Foremost were changes in the community and its character. Lake Oswego, the metropolitan area and the state had grown. There had also been changes in the social, economic and political structure of the state and region. Oregon’s statewide land use program was in its infancy when Lake Oswego’s Plan was first formulated. Over the next twenty years the program matured and there had been numerous changes in state law which needed to be reflected in communities’ comprehensive land use plans.

In December, 1992 the City Council appointed the Lake Oswego Comprehensive Plan Review Committee (LOCPRC) and directed it to review and update the text of the Comprehensive Plan and forward recommendations to the Planning Commission and City Council. The direction given to the Committee was to take into account the many changes that had occurred in Oregon and Lake Oswego since the Plan was first adopted. The Council also desired that

Adopted March 18, 2014

the Plan address changes in state land use laws and administrative rules. Another goal was to make the plan clearer and “user friendly” for all those who refer to it, e.g., citizens, City staff and officials, developers and other agencies and jurisdictions.

Update of the transportation element of the Comprehensive Plan was completed by a separate ad-hoc Transportation Committee. Revised transportation goals and policies, street classifications and a public facility* plan for street improvements were adopted by Council in December, 1992, and in 1998 the City adopted its first Transportation System* Plan and amended the Comprehensive Plan pursuant to the State Transportation Planning Rule. In addition, in 1998 the City updated the urbanization element of the Comprehensive Plan in response to Metro designating Urban Reserves adjacent to Lake Oswego’s Urban Services* Boundary.

For the 1994 Plan update, the LOCPRC, with the assistance of others, including City boards and commissions and neighborhood associations, reviewed and updated the Comprehensive Plan with the purpose of meeting the above objectives. This built upon the direction established by the Plan’s original authors and the vision they had of the community. Every policy statement in the original plan was carefully reviewed and a conscious decision was made for each as to whether it should be amended, deleted or retained. Also, new goals, policies and recommended action measures were individually considered to ensure Lake Oswego’s unique character and needs were addressed. A careful record has been kept of this process and is available upon request from the Lake Oswego Department of Planning and Building Services.

2010–2013 Comprehensive Plan Update

In 2010, the City initiated a three-year process to revise the City’s Comprehensive Plan. The Comprehensive Plan update was intended to achieve the following:

- Reflect changed conditions since 1994.
- Prepare and implement a community vision statement.
- Meet State requirements for Periodic Review.*

The City was required under State administrative rules to review and update its Comprehensive Plan and land use regulations to ensure they meet the community’s growth and development needs over a twenty-year planning period. Lake Oswego’s population had grown from approximately 33,000 in 1994 to over 37,000 residents in 2013. Community demographics had changed as well, with an aging population. Much of the land within the Urban Services Boundary* that was vacant in 1994 had been developed by 2010, and Lake Oswego was becoming a mature community, nearly built-out.

The State’s Periodic Review Work Program required the City to address the following Statewide Planning Goals in its Plan update: Economic Development (Goal 9), Housing (Goal 10), Transportation (Goal 12), Public Facilities (Goal 11), and Urbanization (Goal 14).

The Work Program also requires the City to update its population and employment forecasts and amend the Community Development Code to provide clear and objective development standards for housing.

The Comprehensive Plan update contains new chapters addressing the above Statewide Planning Goals. These chapters, respectively, are named: Economic Vitality (formerly Goal 9), Complete Neighborhoods and Housing (formerly Goal 10), Community Health and Public Safety – Public Facilities (formerly Goal 11, Sections 1–4), Connected Community (formerly Goal 12), and Urbanization (formerly Goal 14).

The 2013 Plan update also contains new and revised text for other chapters and sections that the City was not mandated to update but elected to do so through the community visioning process. Those updates pertain to Citizen Involvement (formerly Goal 1), Land Use Planning (formerly Goal 2), Community Design and Aesthetics (formerly Goal 2, Section 2), Historic Preservation (formerly Goal 5, Section 8), and Schools (formerly Goal 11, Section 5), Solid Waste and Sound Quality (Goal 6), Natural Disasters and Hazards (Goal 7), and Energy Conservation (Goal 13).

A 15-member Citizen Advisory Committee (CAC) guided the Plan update over a three-year period. The CAC included representatives from all City boards and commissions, two neighborhood association representatives, a young adult representative, a City Councilor and representatives from the business community and Lake Oswego School Board.

The City received community comments through a variety of methods, including surveys, questionnaires, virtual open houses (10 surveys; 1,780 responses), 10 in-person open houses and summits, meetings with neighborhood associations and community groups, and CAC meetings. From July 2010 to January 2013, there were also 6 CAC Special Topics Work Group Meetings on Housing and Economic Development, and 9 Community Interceptor Events, such as the Lake Oswego Centennial Celebration at Luscher Farm, the Farmers' Market and Summer Splash Concerts.

The City also provided list-serve updates (350 e-mails); a total of 112 community groups and organizations were on the e-mail list, including members of City boards and commissions, neighborhood associations, and any other organization—religious, social, or business—that could be identified. Updates were also distributed through the Lake Oswego School District list-serve. The City received a national award from the American Planning Association for the WE LOVE LO video that it developed for the Comprehensive Plan update.

The CAC held 42 public meetings. Regular work sessions with the Planning Commission and City Council, and preliminary public hearings with both bodies in 2012, provided further opportunities for citizen engagement. On April 16, 2013, the City Council approved a motion directing staff to evaluate the Comprehensive Plan in its entirety. The Council's intent was to become more familiar with the Plan so as to communicate its views and preferences to

Adopted March 18, 2014

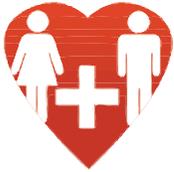
the Planning Commission and public prior to the initial public hearings on the final plan. The Council also wanted its values and preferences to be clear, and to provide the basis for a broader dialogue prior to and at its final public hearings.

The Council motion was intended to ensure that the reformatted, vision-based Comprehensive Plan would comply with State requirements for land use planning. It was further intended to avoid increases in residential densities or encroachment of mixed-use development in neighborhood residential zones. The City Council also wanted to understand changes to the 1994 Plan and avoid policies that might obligate the City to future actions that would have budgetary impacts. During August through October of 2013, staff worked with the CAC and Planning Commission to review, evaluate and revise sections of the Plan in response to the Council motion. The Planning Commission and City Council then conducted final hearings on the Plan during November 2013 through February 2014.



Lake Oswego Community Vision for 2035

	<p>In 2035, Lake Oswego is a thriving, sustainable city, meeting the community’s needs without compromising the needs of future generations. Our community is recognized for its quality of life, exceptional schools, and excellent local government. Our multigenerational neighborhoods, healthy natural resources,* vibrant mixed-use shopping, employment districts, and diverse services and activities are accessible to all.</p>
 <p>COMMUNITY CULTURE</p>	<p>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 preservation enrich our cultural identity.</p>
 <p>INSPIRING SPACES & PLACES</p>	<p>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.</p>
 <p>COMPLETE NEIGHBORHOODS & HOUSING</p>	<p>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, including along transportation corridors and town centers to preserve the character of our existing neighborhoods.</p>

 <p>ECONOMIC VITALITY</p>	<p>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.</p>
 <p>CONNECTED COMMUNITY</p>	<p>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 and drive.</p>
 <p>COMMUNITY HEALTH & PUBLIC SAFETY</p>	<p>Our community is a safe place to live and supports lifelong active and healthy living. We have excellent public facilities and services, including public safety response systems that work together with an involved community to ensure peace and safety. There are opportunities for active lifestyles and to obtain locally grown food, to promote the health and social interaction of our residents.</p>
 <p>HEALTHY ECOSYSTEMS</p>	<p>We are good stewards of our environment. Our urban forest, natural areas* and watersheds* are valued and cared for as essential environmental, economic, and cultural assets. We effectively balance today's community needs* with the need to preserve clean air, water and land resources for future generations. The built environment is designed to protect, enhance and be integrated with natural systems.</p>

About The Comprehensive Plan

Land use planning involves the consideration and balancing of many different factors and issues to make the best decisions for the community both for the short and long term. The goals, policies and action measures of Lake Oswego's Comprehensive Plan* are intended to guide the community in making these decisions. The Plan is intended for use by all those who participate in the City's land use planning process, including local officials, persons with development interests, state, regional and federal agencies, neighborhood and community groups, and citizens representing all interests.

The Plan is mandated by the state to be in conformance with 15 Oregon Statewide Planning Goals. Once acknowledged by the State's Land Conservation and Development Commission as meeting this test, it is the controlling document for land use within the City. Major developments* and the City's land development regulations, including the Community Development Code, must be consistent with Plan goals and policies.

In preparing the 2013 Comprehensive Plan, the City undertook a community-wide planning process resulting in adoption of the 2035 Vision Map and Vision Statement ("Vision"). The Vision Map reinforces the Comprehensive Plan Land Use Map by conceptually illustrating the City's approach to managing growth within existing centers, for example, in preserving residential neighborhoods and minimizing the need to expand the Urban Services Boundary. The Vision Statement text is incorporated into the Plan chapters, as applicable, with each chapter containing a preamble reflecting the Vision. Where a conflict occurs between the Vision Map and the Comprehensive Plan Land Use Map, the Land Use Map shall prevail.

The Comprehensive Plan contains text and maps. Text includes: Vision language, Background and Issues narrative, Goals, Policies and Recommended Action Measures. Maps include the Comprehensive Plan Land Use Map, Vision Map, and other supporting figures, as described below.

Background describes the purpose of each Plan chapter or section, its relationship to the Vision, applicable Statewide Planning Goals, and key issues addressed through the Plan update. Background narrative provides a factual basis or context for the Goals, Policies, and Recommended Action Measures that follow.

Goals are broad, aspiration statements that follow from the Vision and inform the Policies and Recommended Action Measures. Goals describe the intended outcome of a particular set of policies, and decision-makers may refer to them in interpreting the Plan.

Goals, Policies and Maps are regulatory and will be used to guide land use decisions on major developments, zone changes, and amendments to the Comprehensive Plan and the City's land use regulations. The Comprehensive Plan Land Use Map shows the distribution of existing and planned land uses. Other supporting Plan Maps include the Urban Services Boundary

Adopted March 18, 2014

Map, Metro Design Type Boundary Maps, and maps maintained within the Transportation System Plan, such as the Transportation Functional Classification Map. In addition, other figures are included in the Plan for informational purposes only. (See also, above discussion of 2035 Vision Map and Vision Statement.)

Recommended Action Measures guide the City in implementing the Plan. They are advisory and intended to help inform future planning and decision making without obligating the City. They typically but not always consist of a specific actions or steps the City can take to advance the Goals and Policies. (See also, Obligation of Goals, Policies and Recommended Action Measures, on page 13.)

Change is an inherent part of any community and it is necessary for the Plan to be responsive to changing conditions. Thus, it needs to be updated periodically. State law requires jurisdictions to periodically review plans and update them to comply with state requirements. It is anticipated that the Plan will be periodically updated to comply with state requirements, address changed circumstances and respond to changing community values and needs.

It is essential to recognize that the Plan is “comprehensive.” There are no parts that can be considered separately from other parts. Plan goals and policies are intended to be supportive of one another. However, when using the Plan to make decisions, if conflicts arise between goals and policies, the City has an obligation to make findings indicating why the goal or policy being supported takes precedence over other goals or policies found to be in conflict. This involves a decision-making process on the part of the City that balances and weighs the applicability and merits of the Plan’s many goals and policies against one another.

The Comprehensive Plan has a primary role in directing land use decisions, but other planning activities and documents are also important in guiding Lake Oswego’s future. Other plans such as the Parks and Recreation Master Plan, Pathway Plan, Sustainability Plan, the various public facility master plans, and the Capital Improvement Plan are important to consider when making land use decisions. However, any portion of these plans and any related action dealing with land use must be consistent with the policy direction of the Comprehensive Plan. Therefore, it is the obligation of the City to coordinate other public actions with the Comprehensive Plan.

The Comprehensive Plan and the Community Development Code are intended to mutually support one another. The Plan does not contain specific standards for development. Instead it provides the policy basis for specific standards and procedures of the Community Development Code that are used to review new development, land use changes, and modifications to existing development.

Relationship to Statewide Planning Goals

The Comprehensive Plan responds to the Statewide Planning Goals that apply to Lake Oswego. The beginning of each Plan chapter contains a summary of Statewide Planning Goals and organizational changes to the 1994 Comprehensive Plan. There are thirteen Statewide Goals that apply:

- Goal 1: Citizen Involvement
- Goal 2: Land Use Planning
- Goal 5: Open Spaces, Scenic and Historic Resources, and Natural Areas
- Goal 6: Air, Water, and Land Resources Quality
- Goal 7: Areas Subject to Natural Disasters and Hazards
- Goal 8: Recreational Needs
- Goal 9: Economic Development
- Goal 10: Housing
- Goal 11: Public Facilities and Services
- Goal 12: Transportation
- Goal 13: Energy Conservation
- Goal 14: Urbanization
- Goal 15: Willamette River Greenway*

Statewide Planning Goal 3: Agricultural Lands, and Goal 4: Forest Lands, are not part of the Lake Oswego Comprehensive Plan because the City and its Urban Services Boundary (USB) are within the Portland Metropolitan Area Urban Growth Boundary. There are no lands designated for agriculture or forest uses within the City.

Obligations Of Goals, Policies & Recommended Action Measures

Goals, policies and recommended action measures identify the intent of the City to accomplish certain results. The different types of Plan statements vary in specificity. Usually, goals are the most general, and policies and recommended action measures are the most specific. The City's obligations under these statements vary according to the type of statement.

The goals and policies are intended to relate to one another. The goals are followed by supportive policies. The goals and policies in turn are supported by recommended action measures. However, each Plan statement can stand alone, either as a goal or policy which are obligations the City wishes to assume, or as a recommended action measure which is a recommendation to achieve a desired end, but does not signify an obligation.

Adopted March 18, 2014

The Comprehensive Plan is the general guide for the City in matters relating to land use. However, a number of other factors should be recognized:

The Plan is not the only document which establishes City policies and planning activities. For example, the City must conform to the Municipal Code, state and federal regulations, and intergovernmental agreements. To the extent possible, these requirements are referenced in the Plan. If a project or process is not addressed by the Plan statements, the City may still take appropriate action to address it. However, if necessary, the Plan should be amended in this circumstance.

Although the goals and policies do not specifically address disaster situations (washed out roads, fire, broken utility lines, etc.), the City's responsibility in areas of safety and public health may occasionally require emergency actions which would otherwise require adherence to specific permit requirements and findings of Plan compliance.

Goal

Definition—A general statement indicating a desired outcome, or the direction the City will follow to achieve that end.

Obligation—The City cannot take action which violates a goal statement unless:

- Action is being taken which clearly supports another goal.
- There are findings indicating the goal being supported takes precedence (in the particular case) over another.

Policy

Definition—A statement identifying Lake Oswego's position and a definitive course of action. Policies are more specific than goals. They often identify the City's position in regard to implementing goals. However, they are not the only actions the City can take to accomplish goals.

Obligation—The City must follow relevant policy statements when amending the Comprehensive Plan, or developing other plans or ordinances which affect land use such as public facility plans, and zoning and development standards, or show cause why the Comprehensive Plan should be amended consistent with the Statewide Land Use Goals. Such an amendment must take place following prescribed procedures prior to taking an action that would otherwise violate a Plan policy. However, in the instance where specific Plan policies appear to be conflicting, the City shall seek solutions which maximize each applicable policy objective within the overall context of the Comprehensive Plan and Statewide Planning Goals. As part of this balancing and weighing process, the City shall consider whether the policy contains mandatory language (e.g., shall, require) or more discretionary language (e.g., may, encourage).

Recommended Action Measures

Definition—A statement which outlines a specific City project or standard, which if executed, would implement goals and policies. Recommended action measures also refer to specific projects, standards, or courses of action the City desires other jurisdictions to take in regard to specific issues. These statements also define the relationship the City desires to have with other jurisdictions and agencies in implementing Comprehensive Plan goals and policies.

Obligation—Completion of projects, adoption of standards, or the creation of certain relationships or agreements with other jurisdictions and agencies, will depend on a number of factors such as citizen priorities, finances, staff availability, etc. The City should periodically review and prioritize recommended action measures in view of current circumstances, community needs and the City's goal and policy obligations.

These statements are suggestions to future City decision-makers as ways to implement the goals and policies. The listing of recommended action measures in the Plan does not obligate the City to accomplish them. Neither do recommended action measures impose obligations on applicants who request amendments or changes to the Comprehensive Plan.

The list of recommended action measures is not exclusive. It may be added to or amended as conditions warrant.

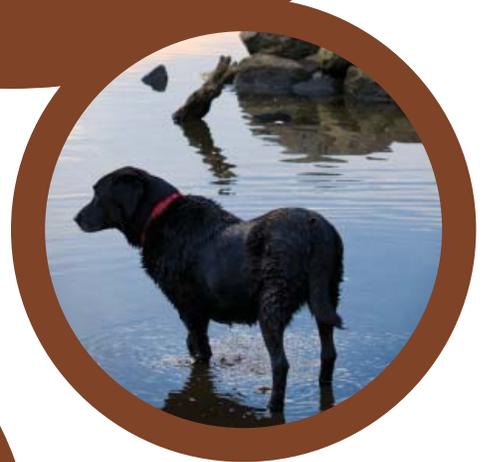
Glossary

Terms followed by an asterisk (*) are defined in the Glossary. When a term is not expressly defined, the usual and ordinary meaning of the term is to be used, consistent with the text, context, and, if available, the legislative history.

LAKE OSWEGO CINQUAIN
Village
Green, art-filled
Charming, growing, flowering
Splendid Mount Hood views
Lake Oswego

By Beth Yazhari

Land Use Planning



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Land Use Planning

Statewide Land Use Planning Goal

The Land Use Planning chapter implements Statewide Planning Goal 2: Land Use Planning.

Updates To Lake Oswego 1994 Comprehensive Plan

The Land Use Planning chapter updates the 1994 Comprehensive Plan chapter by the same name (Goal 2: Land Use Planning). The Comprehensive Plan is also being updated to incorporate the Vision 2035 Map (Figure 1.), which is referenced by this chapter and throughout the Plan. The Comprehensive Plan Map (Figure 2.) implements Vision 2035. The Plan Map is updated to include the Mixed Commerce (MC) designation.

2035 Vision Map

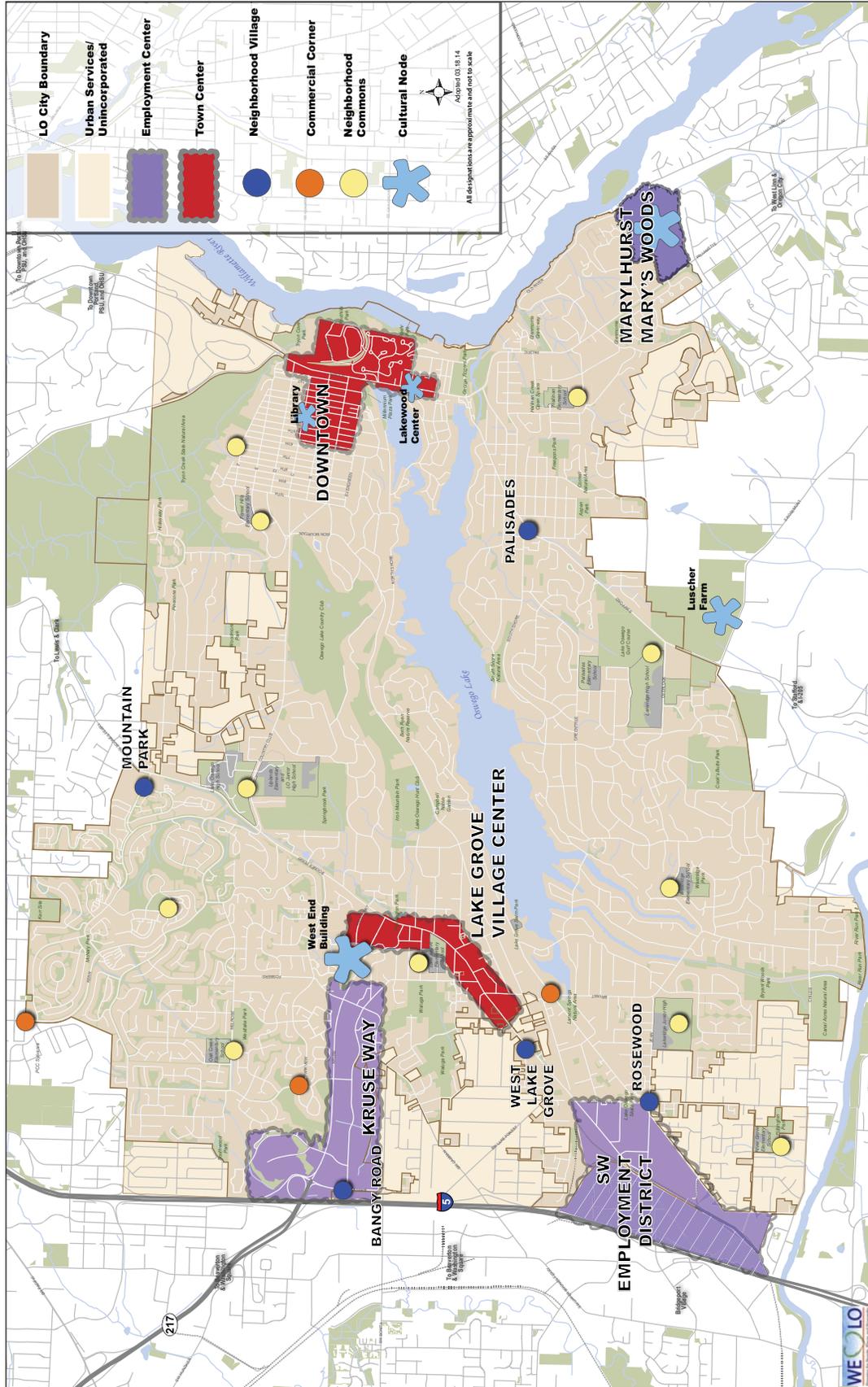


Figure 1.

Land Use Planning

Background

Statewide Planning Goal 2: Land Use Planning

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

Statewide Planning Goal 2 requires city, county, state and federal agency and special district plans and actions related to land use to be consistent with the comprehensive plans* of cities and counties, and with regional plans* adopted under ORS Chapter 268 (Metropolitan Service Districts).

Further, the goal requires land use plans to include identification of issues and problems, inventories, and other factual information for each applicable statewide planning goal. Evaluation of alternative courses of action and ultimate policy choices shall take into account consideration of social, economic, energy and environmental needs.

Specific implementation measures* shall be developed consistent with and adequate to carry out the Plan. Further, comprehensive plans and implementation measures shall be coordinated* with the plans of other affected governmental units.*

All adopted land use plans and implementing measures shall be periodically reviewed and revised to address changing public policies and circumstances.

Lake Oswego’s quality of life and unique character depends, to a great extent, upon the character of development and the City’s ability to provide needed and desired services. The Comprehensive Plan and implementing regulations are important tools to accomplish these objectives.

This element of the Plan ensures that Lake Oswego establishes the planning process and regulatory basis for land use actions by the City. Land Use Planning goals and policies emphasize that all land use actions, regulations and codes shall be consistent with and implement the Comprehensive Plan. To this end, the following six broad objectives are addressed by this element of the Comprehensive Plan:

1. All development shall conform to applicable land use regulations and City codes;
2. All development shall be adequately served by the full range of public facilities and services;
3. Development shall occur at densities appropriate to the scale and character of Lake Oswego’s neighborhoods and shall provide for preservation of open spaces and natural resources;

Adopted March 18, 2014

4. City-wide, natural resources shall be protected and open space shall be provided concurrent with large-scale development;
5. Specific criteria shall be observed when considering amendments to the Comprehensive Plan; and,
6. The Plan shall be periodically reviewed and updated.

The 1994 update to the Plan addressed significant legislative mandates that were enacted following the original adoption of the Comprehensive Plan in 1978. These mandates included new periodic review procedures and requirements for the preparation of public facility plans (OAR 660, Division 11) and plan sections addressing economic development (OAR 660, Division 9). In addition to satisfying the requirements of these administrative rules, the 1994 Plan demonstrated compliance with the Metropolitan Housing Rule (OAR 660, Division 7). The Housing Rule requires Lake Oswego and other Portland Metropolitan Area cities to provide the opportunity for overall housing densities at a minimum of 10 units per acre* and at a 50/50 multi-family/single family housing mix for new residential construction.

The character of Lake Oswego has changed since the Plan was first adopted in 1978. The community is now experiencing much less development than occurred in the past. This is because most of the developable land in the City has been built upon. Future development will likely consist of small land partitions, infill, and redevelopment. Opportunities for small subdivisions exist within the unincorporated portion of the City's Urban Services Boundary. However, these areas must first annex to the City before required public facilities and services can be extended.

This element of the Plan also is intended to ensure that Lake Oswego has the ability to enact, implement, and update regulations and standards governing appearance and design quality of development. This is significant because community aesthetics and design quality are important to Lake Oswego in many ways. The overall image that a community projects to others is strongly based on its appearance. In residential areas, appearance directly affects property values, neighborhood stability and residents' sense of wellbeing. Commercial areas have a vital stake in their aesthetic quality. A pleasant and comfortable shopping environment attracts customers and encourages them to stay and thus affects the economic health of the community.

Summary of Major Issues

The following are some of the issues, changed circumstances and conditions which were considered in the 2013 update of the Comprehensive Plan.

- Lake Oswego has either amended or adopted land use regulations necessary to implement relevant portions of the 1994 Comprehensive Plan. The City also complies with state land use laws and administrative rules.
- Lake Oswego entered into the Comprehensive Plan Periodic Review and Update in 2010 as required by state statutes and administrative rules.

- Lake Oswego is mostly developed. Future development within the current City limits will likely consist of small land divisions, infill and redevelopment.
- Since the 1994 update to the Comprehensive Plan, the City has continued to experience increased infill and redevelopment pressure in established residential neighborhoods. City and regional policies have encouraged infill rather than expansion of the Urban Growth Boundary (UGB) to accommodate regional population growth.
- The City adopted two sets of code changes to address compatibility of new infill development in single-family residential neighborhoods. Ordinance 2333 in 2003 included a front setback plane standard, side elevation plane standard, garage appearance and location standards; a floor-area ratio* (FAR) requirement; and amended building height. A new exception process (Residential Infill Design Review) was created to provide for exceptions to zoning rules where an alternative design could be shown to be equally or more compatible.
- Ordinance 2524 in 2010 instituted a second set of multiple code changes to promote more compatible infill development in residential zones, including a side yard setback plane standard and a revised FAR requirement.
- Since 1994, eight neighborhood plans* have been adopted by the City Council and incorporated into the Comprehensive Plan:
 - 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)
- The City has also adopted Special District Plans for Forest Highlands, Lake Grove Village Center, Lakewood Bay Bluff Area, Marylhurst Area, Old Town Design District, and Foothills District.
- The Metro Region 2040 growth concept designated “town centers” in Downtown and Lake Grove. The City’s Comprehensive Plan was amended to reflect these designations in 1998.
- In response to infill pressure and to encourage vibrant centers, the 2013 Comprehensive Plan update advances strategies to minimize impacts on existing low-density residen-

Adopted March 18, 2014

tial neighborhoods by focusing new medium- and high-density residential development in Town Centers, Employment Centers and Neighborhood Villages.* (See Complete Neighborhoods and Housing chapter, Policy A-1.)

Goals And Policies

A. Development (Community Development Code)

Goal

Ensure that the City's land use regulations found in the Community Development Code (CDC), actions, and related plans are consistent with, and implement, the Comprehensive Plan.

Policies

- A-1. Maintain land use regulations and standards to:
 - a. Ensure the provision of park and open space lands, and protection of natural resources;
 - b. Promote compatibility between development and existing and desired neighborhood character;
 - c. Minimize and/or mitigate adverse traffic impacts generated by new development on adjacent neighborhoods;
 - d. Provide for the implementation of adopted neighborhood plans;
 - e. Provide for necessary public facilities and services;
 - f. Protect life and property from natural hazards;
 - g. Promote architectural and site design quality;
 - h. Increase opportunities for alternate means of transportation; and
 - i. Enhance opportunities for mixed use development* in Employment Centers, Town Centers, Commercial Corners, and appropriately zoned areas within Neighborhood Villages.
- A-2. Ensure that land use regulations have sufficient flexibility to allow developers and the City to propose measures to:
 - a. Adapt development to unique and difficult site conditions;
 - b. Preserve open space and natural resources; and,
 - c. Avoid negative impacts on surrounding properties.
- A-3. Ensure high-quality building and site design through the application of clear and objective design standards for residential development, and design review; utilize the development review process for commercial, industrial, and institutional development to ensure high-quality building and site design and overall appearance.

- A-4. Use the Planned Development (PD) process as a mechanism to provide flexibility, allow innovative site design and building design, and preserve open space and natural resources.
- A-5. Allow mixed-use commercial and residential development within commercial zones.
- A-6. Require that residential densities and allowed land uses within the Lake Oswego Urban Services Boundary not exceed the capacity of planned public facilities and services.
- A-7. Prepare and maintain Community Development Code provisions that require all applications for major development to include an analysis of the development site and surrounding area which identifies:
 - i. Natural characteristics, features and potential hazards;
 - ii. Topography;
 - iii. Land use and transportation characteristics;
 - iv. Availability and capacity of public facilities and services;
 - v. Existing structures and historic features; and,
 - vi. Other factors determined necessary.

B. Development Review

Goal

Ensure that the City's land use planning processes and policy framework are based on factual information and serve as a basis for all decisions and actions related to the use of land.

Policies

- B-1. Require development to conform to the City's land use regulations.
- B-2. Use the City Code to require new development to be adequately served by public facilities and services including water, sanitary sewer, transportation facilities, parks and open space, and surface water management and storm drainage facilities. Services shall be available or committed prior to approval of development.
- B-3. Use the public facility planning process to ensure that development in the community does not exceed the capacity of planned public facilities and services, including water and sanitary sewer systems, transportation facilities, fire and police protection, parks and recreation facilities and services, surface water management and storm drainage systems, and schools.
- B-4. Ensure that developers construct the required public facilities and services concurrently with development, and adequately compensate the City for impacts on other public facilities, services, and infrastructure systems through System Development Charges (SDCs*) and other fees.

Adopted March 18, 2014

- B-5. Use the Community Development Code to require dedication* or reservation of park lands or open space appropriate to the scale of the development as part of development applications. The City may, at its discretion, require construction and dedication of recreation facilities when justified by the impacts of proposed development.
- B-6. Use the Community Development Code and non-regulatory programs to protect significant natural resources.
- B-7. Allow development within the designated density range when the development is in compliance with code standards that ensure:
 - a. Adequate public facilities and services can be provided; and
 - b. Negative impacts can be resolved.
- B-8. Allow development of permitted uses on legally created non-conforming lots subject to all applicable land use regulations.
- B-9. Allow for legalization of illegally created lots and the opportunity to develop these parcels, provided development occurs pursuant to applicable land use regulations including those intended to prevent negative impacts on the surrounding neighborhood.
- B-10. Maintain land use regulations and development standards that require new residential subdivisions and developments of four or more units to address all of the following design criteria:
 - a. Preservation of required open space and natural resources;
 - b. Provision of a street system which provides efficient connection to higher order streets and major activity centers;
 - c. Development of transit opportunities appropriate to the scale and character of the development;
 - d. Development of a safe and convenient pedestrian and bicycle circulation system;
 - e. Management of surface water and storm drainage consistent with the City's Surface Water Management Plan;
 - f. Assurance of privacy and quiet for future residents and abutting properties;
 - g. Balance energy conservation measures such as energy efficient design and solar access with the preservation of trees and the planting of new trees to provide summer cooling;
 - h. Buffering and screening from adjacent uses and streets;
 - i. Building placement and locational relationships;
 - j. Provision of adequate emergency vehicle access;
 - k. Minimize and/or mitigate adverse traffic impacts generated by new development on adjacent neighborhoods.

- B-11. Evaluate proposed land use actions to determine the full range of potential negative impacts as required by the Community Development Code (CDC) and require applicants to provide appropriate solutions.
- B-12. Require developers to bear the burden of proof to demonstrate how proposed land use actions are consistent with applicable land use regulations.
- B-13. Require developers, prior to application for permits, to discuss development proposals with neighborhood groups, residents and City staff.

C. Design Standards and Guidelines

Goal

Maintain and enhance the appearance and design quality of Lake Oswego through the use of appropriate design standards and guidelines.

Policies

- C-1. Enact and maintain regulations and standards which require:
 - a. New development to enhance the existing built environment in terms of size, scale, bulk, color, materials and architectural design;
 - b. Landscaping;
 - c. Buffering and screening between differing land uses;
 - d. Measures to foster a safe and interesting transit and pedestrian environment; and
 - e. Minimize and/or mitigate adverse traffic impacts generated by new development on adjacent neighborhoods.
- C-2. Require developers to submit site and building plans for all proposed new development which show building, site and landscape designs for all development phases.
- C-3. Ensure through development and design standards that both public and private developments enhance the aesthetic quality of the community.
- C-4. Establish and enforce regulations to abate unsightly conditions and other nuisance situations.
- C-5. Adopt and maintain clear and objective standards for needed housing, pursuant to state law.

D. Land Use Administration

Goal

Ensure that land use decision-making bodies and procedures are in place to implement the policies in the Comprehensive Plan and regulations in the Community Development Code.

Policies

- D-1. Coordinate the development and amendment of City plans and actions related to land use with other affected agencies, including county, state, Metro, federal agencies and special districts.
- D-2. Maintain a Development Review Commission to review quasi-judicial land use matters. Maintain a Planning Commission to review quasi-judicial and legislative land use matters and, when necessary, make recommendations to the City Council.
- D-3. A Neighborhood Association may request, or a group of citizens may submit a petition requesting, that the City Council initiate a process to prepare a Neighborhood Plan and implementing measures, without fee.
- D-4. Develop specific Neighborhood Plans and implementing measures as a means to enhance neighborhood livability and achieve desired neighborhood character. Adopt specific Neighborhood Plans upon finding that the proposed changes are in the public's interest and consistent with the Comprehensive Plan. If appropriate, implementation may be accomplished through creation of a new zoning district or a new overlay zone.
- D-5. Review and update the Comprehensive Plan periodically, to ensure it:
 - a. Remains current and responsive to community needs;
 - b. Contains reliable information and provides dependable policy direction; and,
 - c. Conforms to applicable state law, administrative rules, and Metro requirements.
- D-6. Legislative amendments* may be initiated only by staff, the Planning Commission or City Council. Any interested person may request that the Planning Commission or City Council initiate a legislative amendment.
- D-7. Allow quasi-judicial Comprehensive Plan Amendments to be submitted at any time.

E. Comprehensive Plan Amendments

Goal

Ensure that the Comprehensive Plan and its implementing ordinances are updated periodically and updates include adequate opportunity for citizen review and comment.

Policies

- E-1. Ensure that amendments to the Comprehensive Plan Map (Figure 2) and Zoning Map are subject to specific locational criteria* and other standards, including:
 - a. Location in relation to arterial or collector streets;
 - b. Capacity of public facilities and services;
 - c. Consistency with adjacent land use patterns or ability to buffer, screen and blend dissimilar land uses;

- d. Conformance with Comprehensive Plan goals and policies, applicable and adopted neighborhood plans and applicable land use regulations;
 - e. Effect on overall land supply, and the Metro Housing Rule (OAR 660-07-000);
 - f. Demonstration of public need for the change and that the proposed amendment will best meet identified public need versus other available alternatives; and,
 - g. Other criteria determined necessary to ensure conformance with the Comprehensive Plan.
- E-2. Maintain residential neighborhoods at existing zone and plan density designations, except where changes to higher residential density designations:
- a. Are necessary to be consistent with development on the subject property at the time of this policy's adoption; or,
 - b. An applicant demonstrates that a proposed zone/plan density change complies with the following criteria:
 - i. If the property is subject to an adopted neighborhood plan, the zone/plan change complies with applicable density change criteria as contained in the neighborhood plan; and
 - ii. The zone/plan change complies with all applicable Comprehensive Plan Policies and Goals, including the Housing Density policies contained in the Complete Neighborhoods and Housing chapter, and all of the following:
 - (A) A proposed zone/plan density change shall not allow development that would exceed the capacity of planned public facilities and services and shall be appropriately related to the capacity of such public facilities, especially residential streets;
 - (B) A proposed plan/map density change shall be appropriately located in relation to the functional classification of the access streets;
 - (C) Density changes shall be consistent with adjacent land uses or can be made compatible through the ability to buffer, screen and blend dissimilar land uses;
 - (D) A proposed plan/map density change shall address the effect of the change on overall land supply and shall comply with the Metro Housing Rule (OAR 666-07-000);
 - (E) The applicant shall demonstrate a public need for the proposed plan/map density change and that the pro-

posed change will best meet the need when compared to alternatives;

- (F) The applicant shall demonstrate that the proposed density is appropriate for the location given public facilities, natural resources and hazards, road or transit access and proximity to commercial areas and employment concentrations; and,
- (G) The applicant shall demonstrate that development allowed by the proposed zone/map residential density change will be compatible with the surrounding neighborhood, or can be made compatible pursuant to development review of an individual application pursuant to the criteria contained in the Community Development Code.

E-3. Applications for a Comprehensive Plan Map (Figure 2) amendment or Zoning Map amendment to change the designation of an area from residential to commercial or industrial shall be governed by the following procedures and criteria:

- a. No application shall be accepted during the neighborhood planning process for the affected neighborhood or neighborhoods or for two years after the date of the City Council's approval of a Neighborhood Association's application to begin the planning process, whichever is less.
 - i. For the purposes of this policy, "affected neighborhood" means the recognized Neighborhood Association or Community Planning organization in which the property proposed to be rezoned is located. If the subject property is located in two or more neighborhoods, all neighborhoods in which a portion of the subject property is located shall be considered affected neighborhoods. If the subject property is located in one neighborhood but the rezone is requested to expand an existing commercial or industrial use located in another neighborhood, both neighborhoods shall be considered affected neighborhoods.
 - ii. For the purposes of this policy, "neighborhood planning process" means the period of time from the City Council's decision to approve a Neighborhood Association's application to begin the planning process until the Neighborhood Plan is adopted and in effect. If there is more than one affected neighborhood, and both neighborhoods are in the neighborhood planning process, the two-year deadline period shall run from the latest application approval date.
- b. In order to obtain approval, the applicant shall demonstrate compliance with the policies and standards of an adopted Neighborhood Plan of an affected neighborhood. If more than one neighborhood plan is applicable and the policies conflict, the conflicting policies shall be balanced as provided in the Introduction to the Comprehensive Plan.

- c. In addition to compliance with any applicable neighborhood planning policies as provided in subsection (b), the applicant shall demonstrate compliance with all Comprehensive Plan Goals and Policies applicable to industrial and/or commercial plan/zone map amendments. Such applicable Goals and Policies include, but are not limited to, the following:
- i. Location in relation to arterial or collector streets; consistency with adjacent land use patterns or ability to buffer, screen and blend dissimilar land uses;
 - ii. Capacity of public facilities and services;
 - iii. Encourage land use patterns that are also compatible with existing neighborhoods;
 - iv. Separate noise sensitive and noise-producing land uses; minimize noise impacts on surrounding properties and protect and maintain the quiet character of those areas of the community unaffected by major noise sources, and locate, design and buffer noise producing land uses to protect noise sensitive land uses;
 - v. Regulate the type and intensity of land uses within areas subject to natural disasters and hazards;
 - vi. Prevent expansion of new strip commercial development* and expansion of existing strip commercial development, while allowing building remodels and redevelopment;
 - vii. Ensure neighborhood commercial* areas are conveniently located in Neighborhood Villages and designated Commercial Corners*;
 - viii. Designate the Downtown and Lake Grove Village Center (Town Centers) as the primary centers of general commercial* activity in Lake Oswego;
 - ix. Limit commercial development in the Lake Grove Village Center to that which is intended to accommodate neighborhood and community needs* for goods and services;
 - x. Regional draw* businesses other than those providing specialized services and unique goods* shall not be located in the Downtown or Lake Grove Village Center; further limitations on commercial use shall apply within the Foothills District and Village Transition Areas of the Lake Grove Village Center, to provide compatibility between land uses in those areas and residential neighborhoods;
 - xi. Limit commercial development in the Grimm's Corner Neighborhood Village and Rosewood Neighborhood Village to neighborhood commercial uses, or those which are intended to accommodate the frequently recurring needs* of the surrounding neighborhoods;

- xii. Limit development within the commercial districts associated with the Mountain Park Planned Unit Development to that which serves the frequently recurring needs of Mountain Park residents; except, in those locations where site conditions, such as parcel size and direct access to the major street system, allow businesses to provide for community needs and to offer specialized goods and unique services;
- xiii. Allow commercial and residential uses within the Southwest Employment Center and Kruse Way Area Employment Center at densities that support mass transit and which take advantage of the regional transportation system.* These activities, in appropriately-zoned areas, may include:
 - A. Employee intensive businesses such as major regional office complexes, high density housing, and associated services and retail commercial uses; and,
 - B. Commercial activities that meet the needs of the traveling public, and other highway-oriented retail uses which require access to a large market area, in areas adjacent to I-5.
- xiv. Do not allow regional shopping centers* within the City's Employment Centers;
- xv. The full range of public facilities and services shall be available to serve development allowed by a Comprehensive Plan/Zone Map amendment;
- xvi. Proposed Comprehensive Plan/Zone Map amendments shall be evaluated to determine their effect on the overall land supply and compliance with the Metro Housing Rule (OAR 660-07-000);
- xvii. Proposed Comprehensive Plan/Zone Map amendments shall demonstrate public need for the change and that the proposed amendment will best meet identified public need versus other available alternatives;
- xviii. A proposed increase in land use intensity shall be accompanied by a detailed traffic analysis which finds that existing streets and intersections both on- and off-site will accommodate the projected traffic increases, or necessary improvements can be constructed which are in conformance with the applicable Transportation System Plan and Functional Classification Map;
- xix. Commercial and industrial parking shall not intrude into adjacent residential neighborhoods;
- xx. The applicant shall demonstrate that development allowed by the proposed Comprehensive Plan/Zone Map amendment will: be compatible with surrounding residential neighborhoods; preserve natural resources;

es; protect water quality; provide for protection from natural hazards; and provide for efficient transportation and land use relationships including the accommodation of alternative transportation* modes, or that these criteria can be accomplished pursuant to the criteria contained in the Community Development Code;

- xxi. The applicant shall demonstrate consistency with Metro's Urban Growth Functional Plan and compliance with the Oregon Transportation Planning Rule (Chapter 660, Division 12).

Recommended Action Measures

- A. Develop a Public Facilities Plan* and an implementing Capital Improvement Program* to coordinate and guide the location, financing and timing of new public facilities.
- B. Encourage Clackamas County to grant land use planning and development authority to the City for lands within the unincorporated Urban Services Boundary.
- C. Coordinate review of new development proposals with the Lake Oswego School District to determine impacts on the local school system.
- D. Prioritize public facility plan projects as follows:
 - i. Correction of system deficiencies necessary to ensure public safety;
 - ii. Protection of the community's investment in existing infrastructure;
 - iii. Provision of service to allow new development within the City limits, except when paid for by the developer; and,
 - iv. Provision of service necessary for annexation of unincorporated areas, except when paid for by those desiring the service.
- E. Planning for new public facilities and services shall consider:
 - i. The costs and benefits of expansion and whether costs can be equitably allocated to those creating demand;
 - ii. The financial capacity of the City;
 - iii. Environmental impacts of facility construction;
 - iv. Need to accommodate future land uses and population growth; and,
 - v. Coordination with other required public facilities and services.
- F. Establish engineering, planning, inspection and other fees and charges which are reasonably related to the administrative costs required to review and monitor development.
- G. Periodically review and update system development charges and other development related fees to ensure equitable compensation to the City for impacts on public facilities and services.

Adopted March 18, 2014

- H. Monitor the performance of the Lake Oswego Comprehensive Plan and update it as needed every four to seven years.
- I. Evaluate the following concurrent with each review or major revision of the Plan:
 - i. Consistency among the Plan, implementing City regulations, adopted neighborhood plans, state and federal law and administrative rules, and Metro requirements;
 - ii. Past and ongoing City actions to determine if the intent of the Plan is being achieved; and,
 - iii. Reliability and timeliness of Plan information.
- J. Prioritize recommended action measures, and Public Facility Plan and Capital Improvement Program projects to implement desired Plan goals and policies.
- K. Work with responsible federal, state, and regional agencies to acquire information relevant to the City's land use planning program as it becomes available.
- L. Encourage Clackamas County to participate in the development and implementation of neighborhood planning programs for areas within the unincorporated portion of the Urban Services Boundary.
- M. Encourage all development to utilize innovative site and building design.
- N. Provide adequate resources and personnel to:
 - i. Implement the Comprehensive Plan;
 - ii. Monitor changing conditions which could affect City land use policy; and,
 - iii. Monitor the performance of the Comprehensive Plan and update it as needed.





RESTORATION

When the fires died down
On Lake Oswego's Iron Age,
The smoke cleared
And the ash settled out.
Left were a lake and a river
Which do nothing but flow
Or lie quietly in place.
Without industrial might,
We take things as they are...
Listen to summer concerts,
Picnic in Rogers Park
Where the stone furnace rises
Reborn to the song of birds.

By James Fleming

Community Culture



Community Culture

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

Vision

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 preservation enrich our cultural identity.

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 ensures 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 public involvement 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 22 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,

Adopted March 18, 2014

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, 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

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, 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, including information on the appeals process.
- D. Identify groups and citizens who may be affected by land use planning issues but who do not typically participate in planning and make 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.

Adopted March 18, 2014

- 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, listerves, 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.
- O. Maintain a list of community organizations to contact and invite to participate in the discussion of land use issues or projects.
- P. Provide workshops on how to prepare testimony for the public hearings process on land use plans and applications.
- Q. 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 fliers 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 hard copy 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.
- Holding community meetings to provide timely information on topics of current 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.

Adopted March 18, 2014

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 to the mid-1800s. (The City’s prehistory is documented more than 7,000 years before the present.) The cultural resources reflect evolving chapters in the community’s history. Preservation of these resources helps create an awareness of them, fosters a community’s sense of identity, encourages public knowledge, promotes public enjoyment and use of the resources, and strengthens the economy.

These resources are woven into Lake Oswego’s historical and architectural fabric. From simple worker cottages to elegant lake-front 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 provide 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 outweigh 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 challenge; 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 where such changes can create land use conflicts.*
- 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

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 reuse*, maintenance strategies, deconstruction techniques, and preservation by relocation to another site. Encourage the use of incentives that result in reinvestment in historic neighborhoods and buildings.
- 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. Provide information on private and public sources of funding available for use by property owners in the renovation and maintenance of historic structures.
 - J. Encourage community groups, such as neighborhood associations and business and arts organizations, to propose potential historic or cultural resource sites for inventory and evaluation.
 - K. Establish and maintain an appropriate system of signage to recognize historic resources on public and private properties.
 - L. Maintain code provisions that encourage preservation of historic structures through adaptive reuse*, or, if feasible, as an alternative to demolition, by moving the structure to a different location where it can be preserved if on-site preservation is not possible.

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:

- 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.



Adopted March 18, 2014

- 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

Goals

1. Plan, acquire, develop, and maintain and restore 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. Subject to financial constraints, 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 as 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. Coordinate 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.
- 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.

Adopted March 18, 2014

- 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.
- P. Continue to provide swimming access on Oswego Lake through the City's Swim Park and through coordination with the Lake Oswego School District to preserve the Lake Grove Swim Park.

LIBRARY

Background

While the provision of library services is not mandated by Statewide Planning goals, 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

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 any new Library facilities near safe and accessible transportation facilities, including transit routes and other multi-modal options.
2. Foster the evolving role of the library, including providing multi-functional spaces for community activities and promoting innovative lending programs/services.

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 local government planning for The Arts is not mandated by Statewide Planning Goals, the Arts are integral to quality-of-life in Lake Oswego, and thoughtful land use planning is essential in maintaining these resources in the 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



Adopted March 18, 2014

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

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.

EDUCATION

Background

Public education within the Urban Services Boundary is provided by the Lake Oswego School District. The district currently operates six elementary schools, two junior high and two senior high schools. In addition to the public schools, the following schools are located within the Urban Services Boundary: 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 Park Academy, a school serving students with dyslexia and other language learning difference in grades 4–12.



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 6,900 during the past seven years (2007–2013). District enrollment peaked in 1996 at 7,250 students. LOSD is known for its educational excellence. 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, 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 required the district to realign its programs and services.

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

Adopted March 18, 2014

A 5-year local option levy was renewed in 2008 and was passed by 78% of the voters in November, 2013 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 shortfalls include the closure of Palisades Elementary School for the 2011–2012 school-year, and the reuse of Bryant Elementary School and closure of Uplands Elementary School in 2012–2013. The remaining elementary schools were reconfigured to grades K–5, and Lakeridge Junior High and Lake Oswego Junior High School reconfigured to grades 6–8 middle schools.

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

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

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





HEART HOME LAKE OSWEGO

A beautiful place to live in my young
clear spacious pure dreams

Excerpt By Patricia Alston

Inspiring Spaces & Places



Inspiring Spaces and Places

Vision

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 for the balance of Goal 14 (Urbanization) requirements, including those related to urban growth boundaries, land needs, and extension of urban services and annexation.

Statewide Planning Goal 2 pertains to land use planning. This goal requires local jurisdictions to adopt comprehensive plans that 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 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 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 shaped the settlement Lake Oswego; they influenced development patterns, and they continue to define Lake Oswego’s identity:

- Oswego Lake, the City’s namesake, and its surrounding hillsides, frame much of the community and have shaped the development of Lake Oswego. Lake Oswego’s 22 neighborhoods adjoin and fan-out in all directions from Oswego Lake.
- Lake Oswego’s neighborhoods developed between the latter half of the 19th Century (Old Town) and the 1990s (e.g., Westlake), contain a great variety of building types and styles.
- Forest lands, including the present day Tryon Creek State Park, and rural/large-lot residential areas of Multnomah County border Lake Oswego to the north.
- The Willamette River borders Lake Oswego to the east; from many parts of the community, Mt Hood is visible to the east.
- Cook’s Butte (an extinct volcano), the Tualatin River, and rural* lands form a buffer or greenbelt 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.

Adopted March 18, 2014

- Country Club Road, Boones Ferry Road, and State Street/Highway 43, which traverse different parts of the city and carry significant traffic but are well landscaped, softening the transition into Lake Oswego.

There are many inspiring places within the community, too many to list every place. 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, historic barn, and mix of active and passive recreation,* connects Lake Oswego to the rural landscape and provides space for people to rest, play, and grow food.
- Both Luscher Farm, and Marylhurst University, with its pastoral campus along Highway 43, serves 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 sylvan 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 and local businesses; the plan for this area calls for buildings of up to 3–4 stories, with height transitioning down to neighborhood edges. The area serves as both a “main street” carrying significant vehicle traffic, and a walkable, mixed-use commercial district for nearby residents.
- Lake Oswego is a city of trees; most areas of town have a nearly continuous tree canopy, which regenerated after the area's logging and mining days.
- Many fine trails and wooded pathways connect 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

Vision 2035 is based on the community visioning process conducted to support the Comprehensive Plan update during 2010–2013. 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 Southwest Employment 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. (See Figure 1, 2035 Vision Map.) The Vision text is contained in the new Plan chapters adopted in 2013.

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 community developed a Vision that expresses what it wants to be in 2035. The Vision contains 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. (See Figure 1.) 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 Centers

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. (See Employment Centers Maps, Figures 3–5.)

Town Centers

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 Grove Village Center. Town centers have a strong sense of community with robust cultural opportunities, such as libraries, theaters, and public art, and are well served by transit. Walkability and access to services promotes the 20-minute neighborhood* concept. (See Figure 1, 2035 Vision Map and Town Centers Maps, Figures 6–7.)

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 that 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. (See Figure 1, 2035 Vision Map and Neighborhood Villages Maps, Figures 8–12.)

Commercial Corners

Commercial Corners accommodate a mix of limited, lower-intensity commercial and residential uses providing services for nearby residents. These locations are smaller in scale and size than Neighborhood Villages, typically located on one corner of an intersection, not more than one lot deep, and zoned commercial or mixed-use. They may provide neighborhood-scale gathering places. (See Figure 1, 2035 Vision Map and Figures 13–15, Commercial Corners.)

Neighborhood Commons

Neighborhood Commons are public lands with 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. A key issue identified through the planning process is where and to what extent limited commercial uses are allowed on public lands inside neighborhoods; allowing such uses, even on a temporary basis, would require changes to the Community Development Code and consent by the School District or City, as applicable. (See Figure 1, 2035 Vision Map.)

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)

The City has also adopted Special District Plans for Forest Highlands, Lake Grove Village Center, Lakewood Bay Bluff Area, Marylhurst Area, Old Town Design District and Foothills District. The neighborhood and district plans are contained in Comprehensive Plan, Volume II.

Summary of Major Issues

- The City, with advice from the Infill Housing Task Force, has adopted specific infill development codes, though residential infill and redevelopment will continue to be a challenge in maintaining neighborhood character.
- By focusing medium- and high-density residential development and redevelopment within Lake Oswego's designated centers, the Plan can reduce development pressure

Adopted March 18, 2014

on existing residential neighborhoods and contain growth within the existing urban growth boundary.

- 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.
- Some residential areas, such as Forest Highlands and Lake Forest, are designated in the current Comprehensive Plan Map for higher residential densities than characterize those neighborhoods today. Development proposals that approach planned densities often generate controversy, as neighbors prefer these areas 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.

Goals And Policies

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. Establish 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 and natural 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, where appropriate, 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 preserve the residential character of Lake Oswego's neighborhoods, safeguard places of historical significance (See also, Community Culture: Historic and Cultural Resources), and 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 and avoid sprawl development 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 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:

Adopted March 18, 2014

- 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 implementing the residential density policies of the Complete Neighborhoods and Housing chapter.
- d. Provide design guidelines that enhance and preserve the unique character of Lake Oswego's neighborhoods and commercial districts.
- 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.
- D. Maintain sign regulations to prevent adverse visual impacts on the community. (Note: Sign regulations are referenced here for informational purposes; they are not land use regulations under the Comprehensive Plan.)

Employment Centers

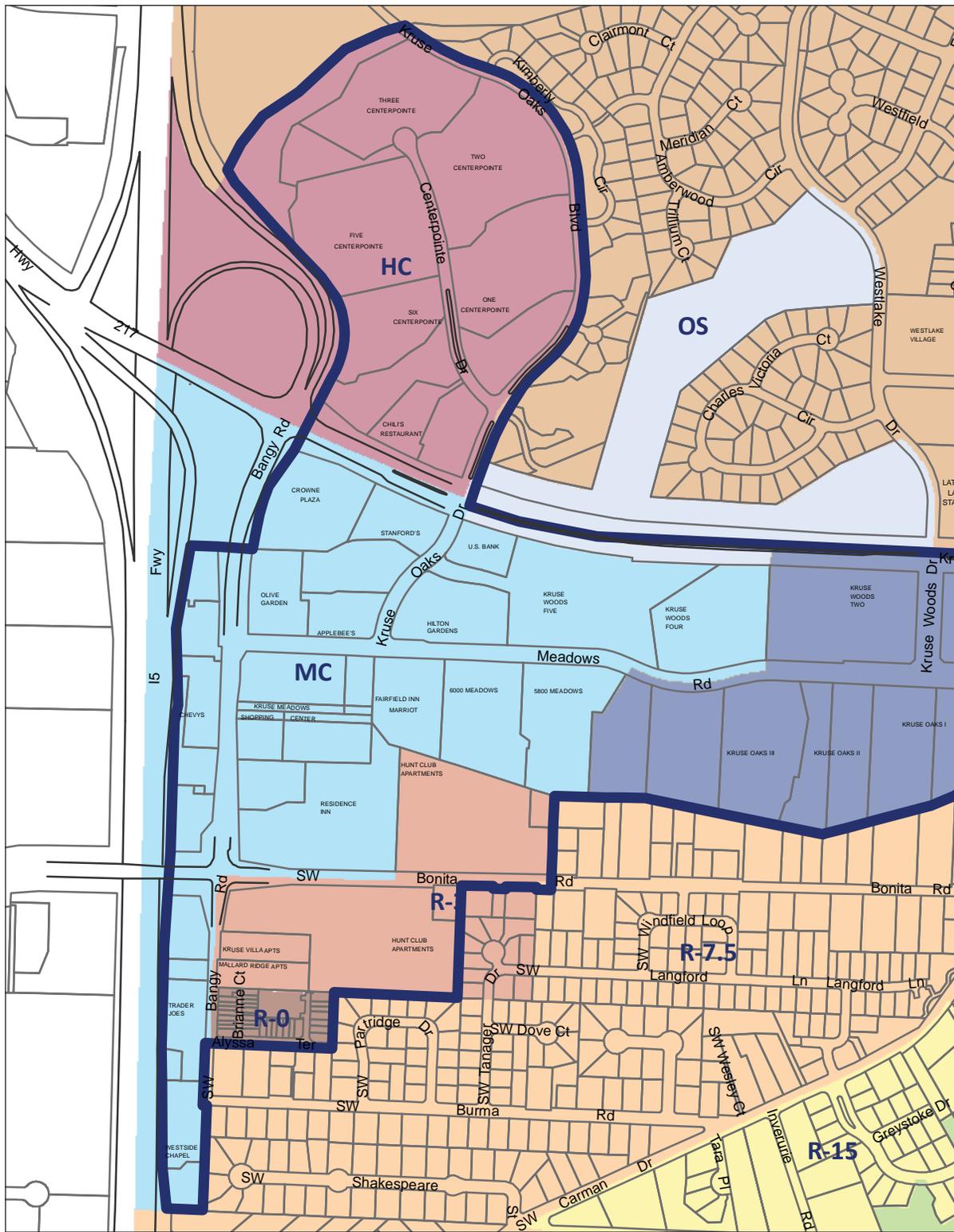


Figure 3 (left side)

Employment Centers

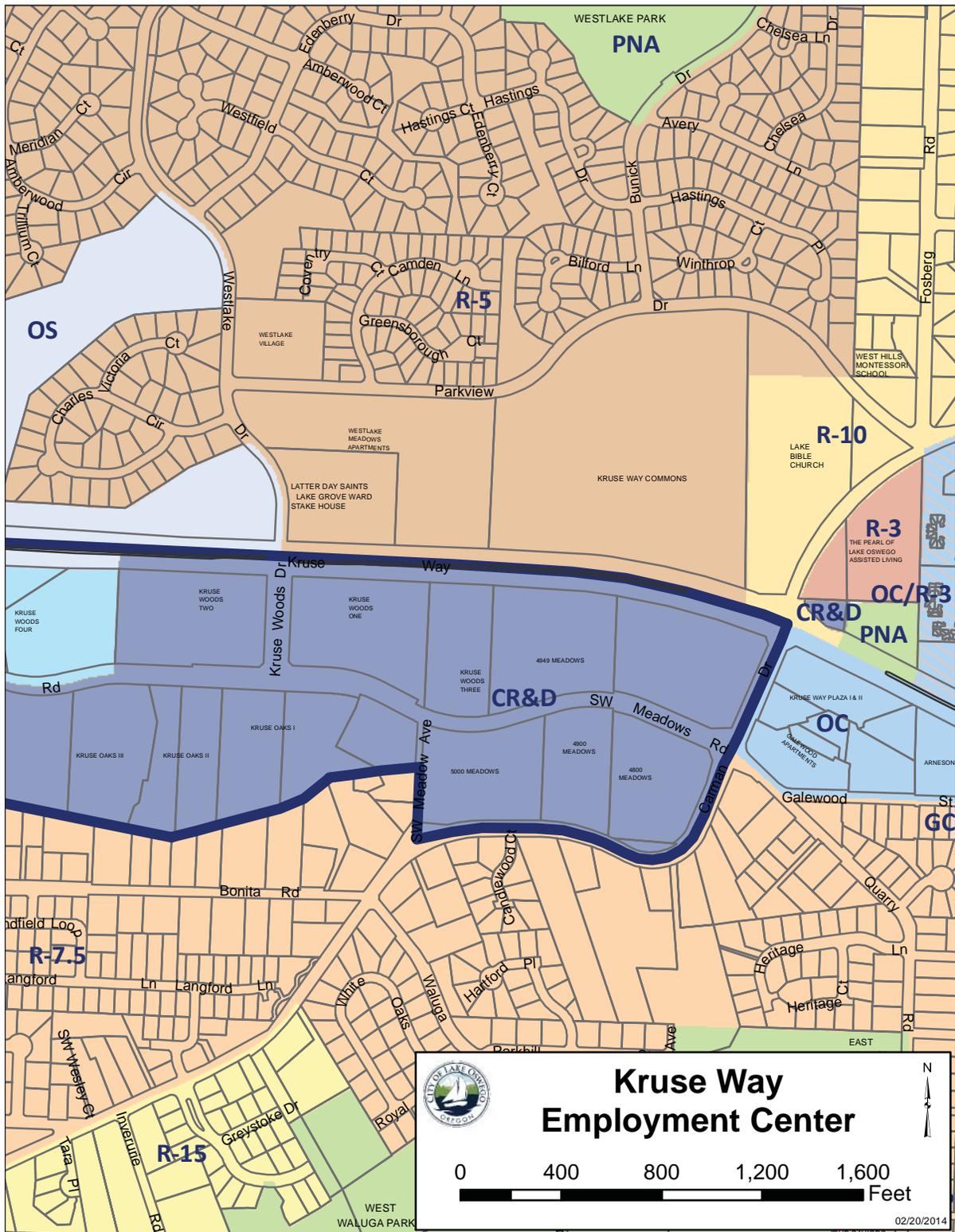


Figure 3 (right side)

Employment Centers

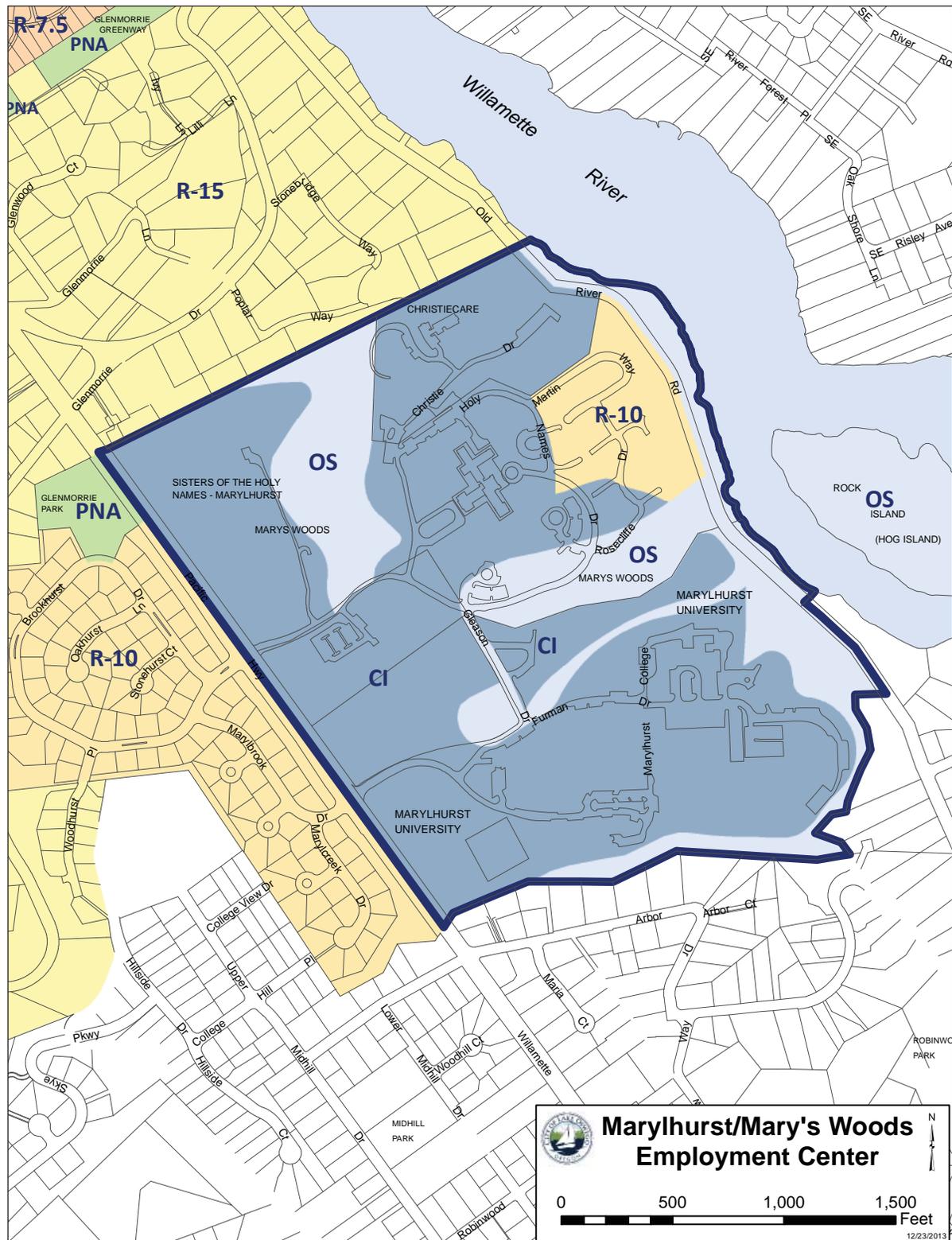


Figure 4

Please refer to the Official Comprehensive Plan Map online at <http://gis.ci.oswego.or.us/>

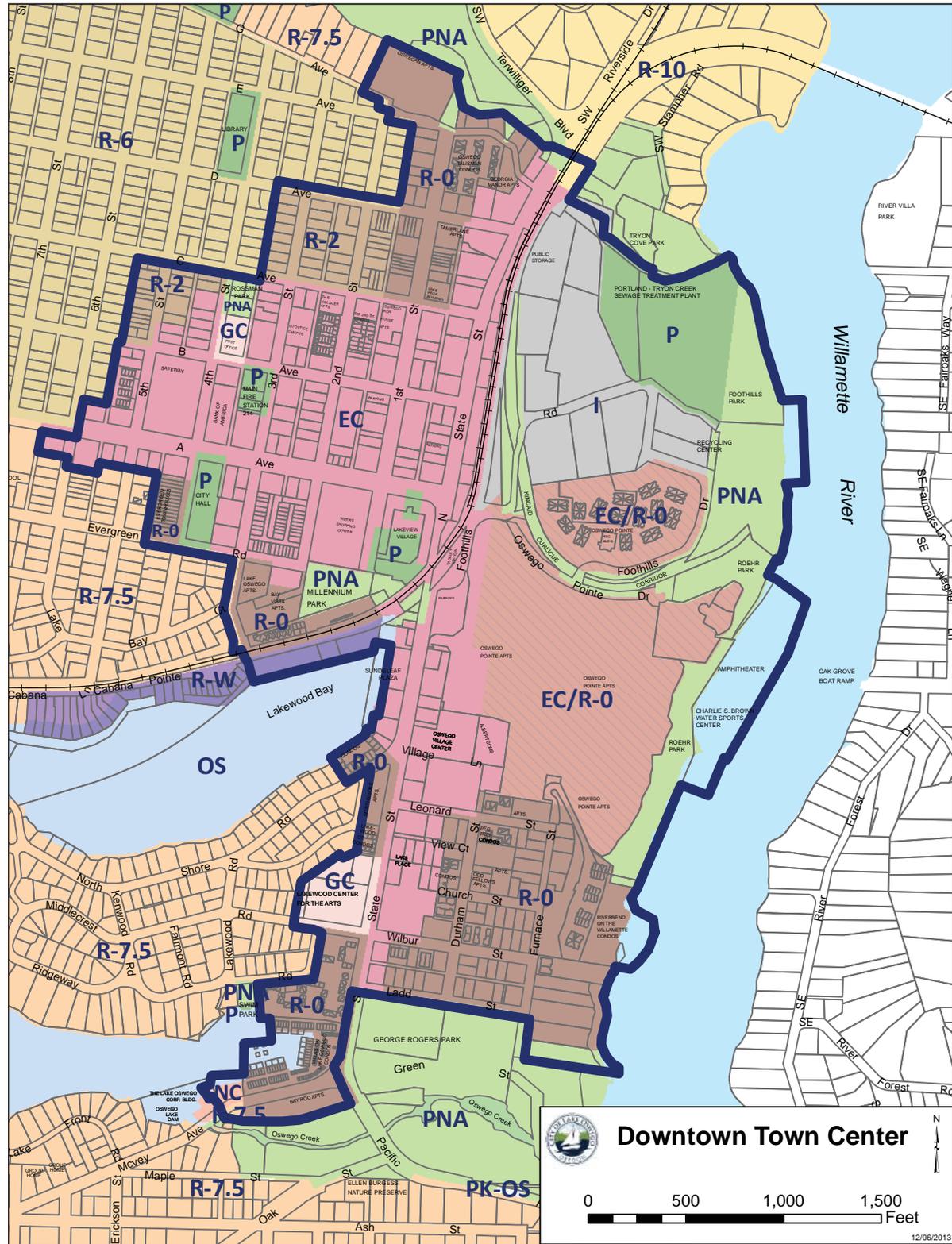


Figure 6

Town Centers

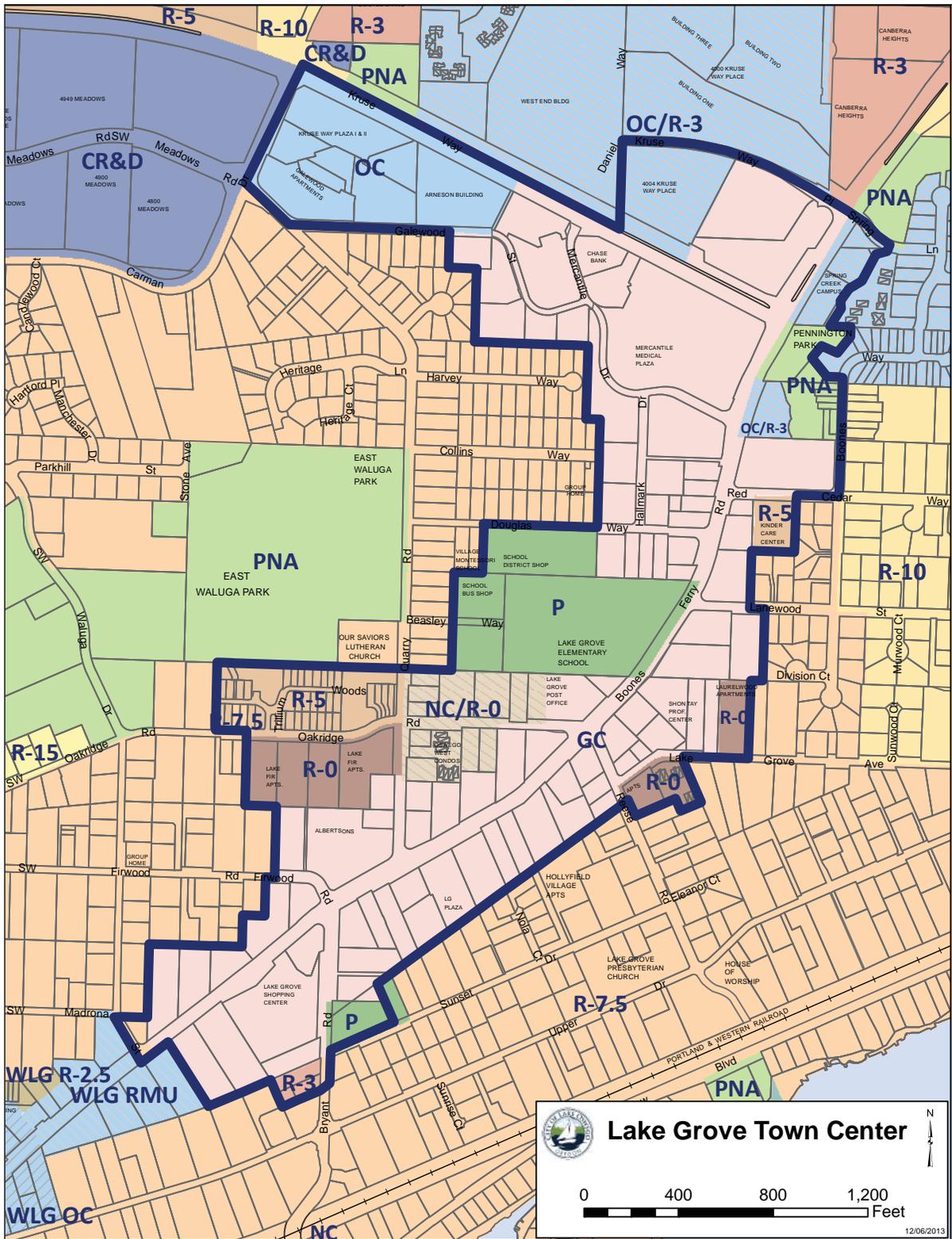


Figure 7

Neighborhood Villages

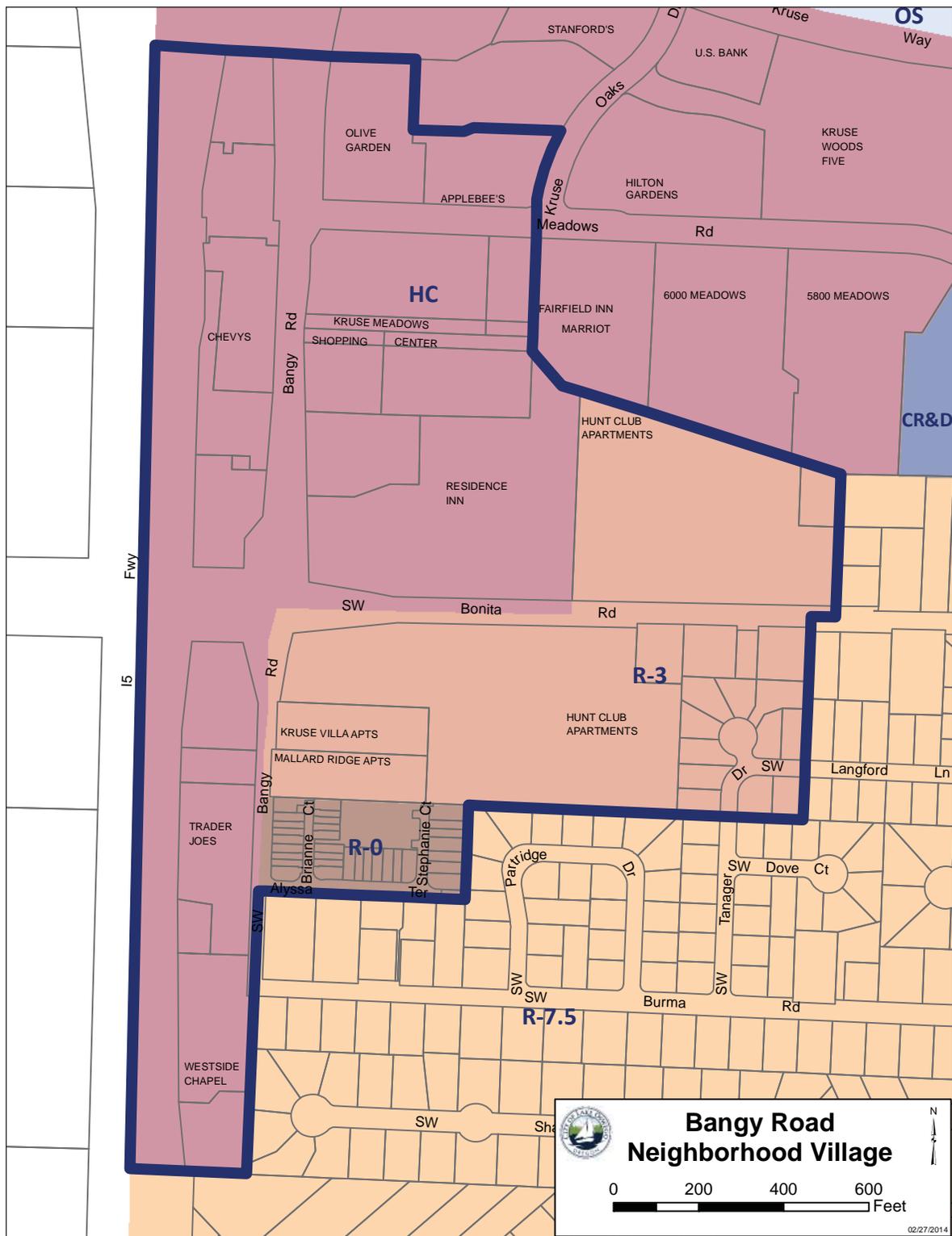


Figure 8

Neighborhood Villages

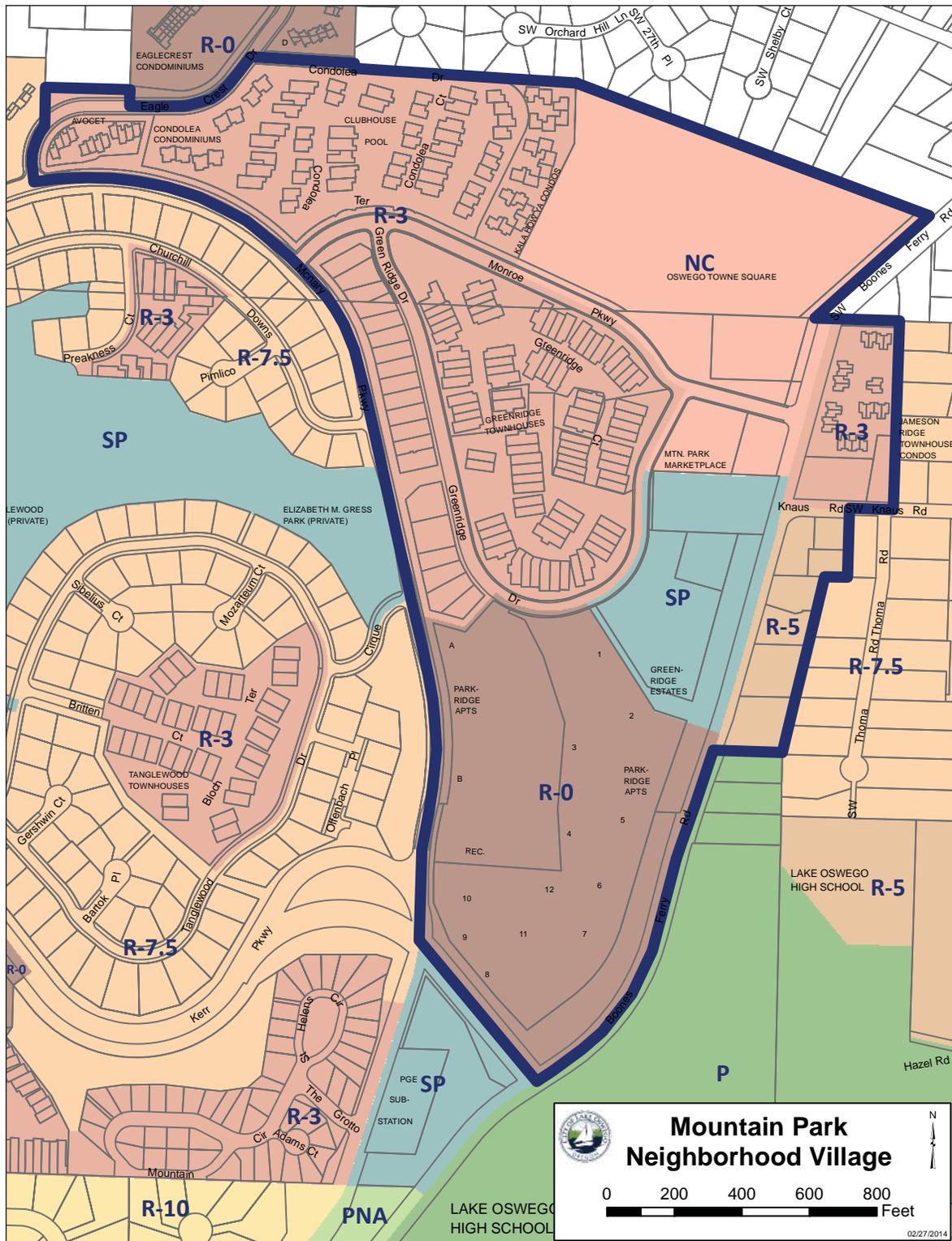


Figure 9

Neighborhood Villages

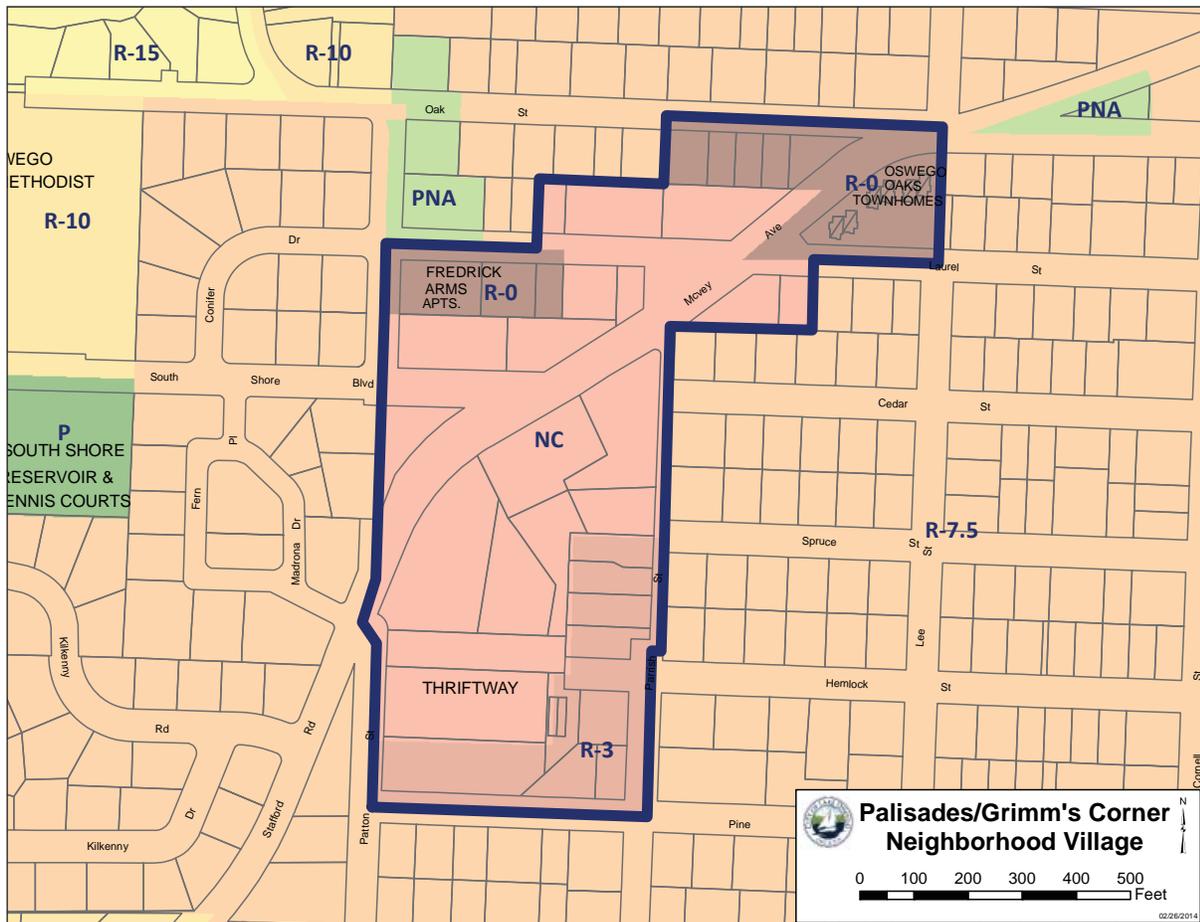


Figure 10

Neighborhood Villages

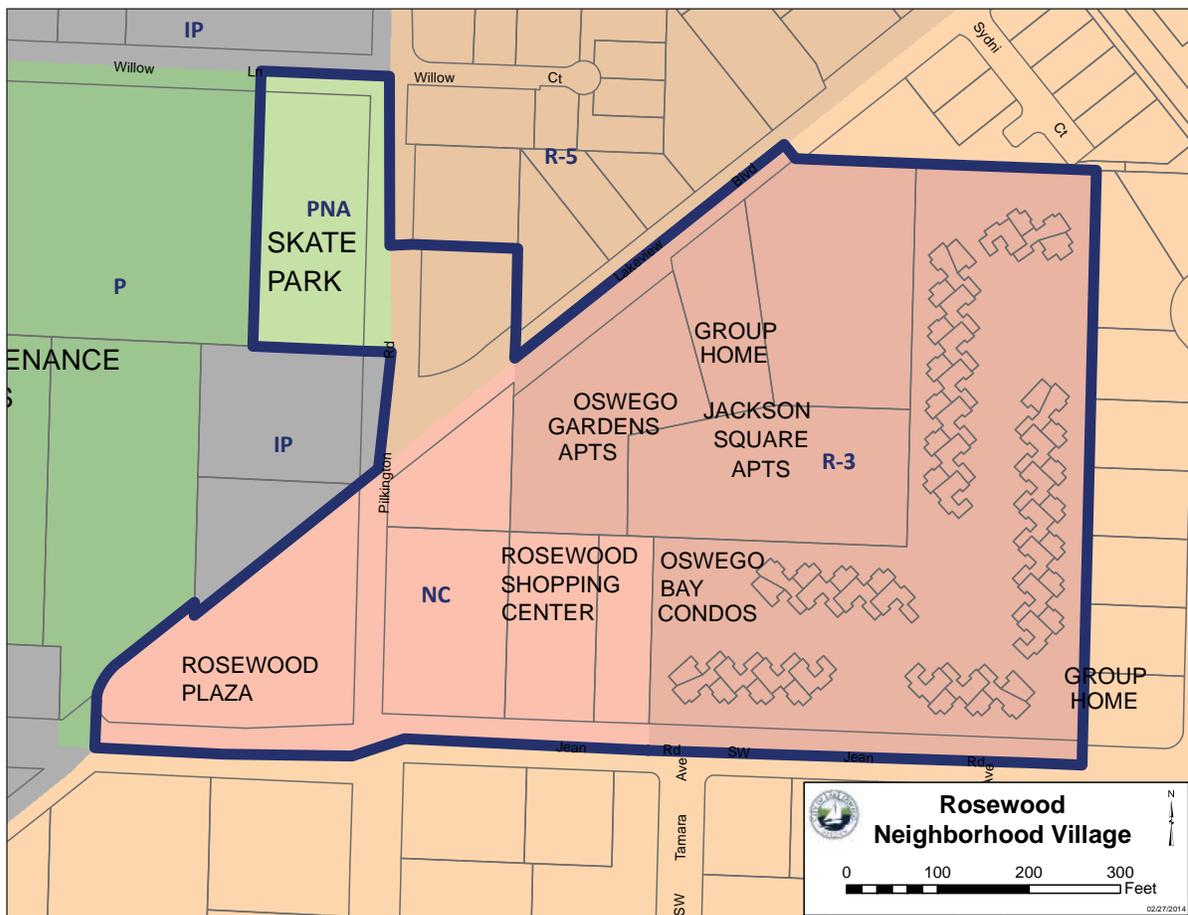


Figure 11

Neighborhood Villages

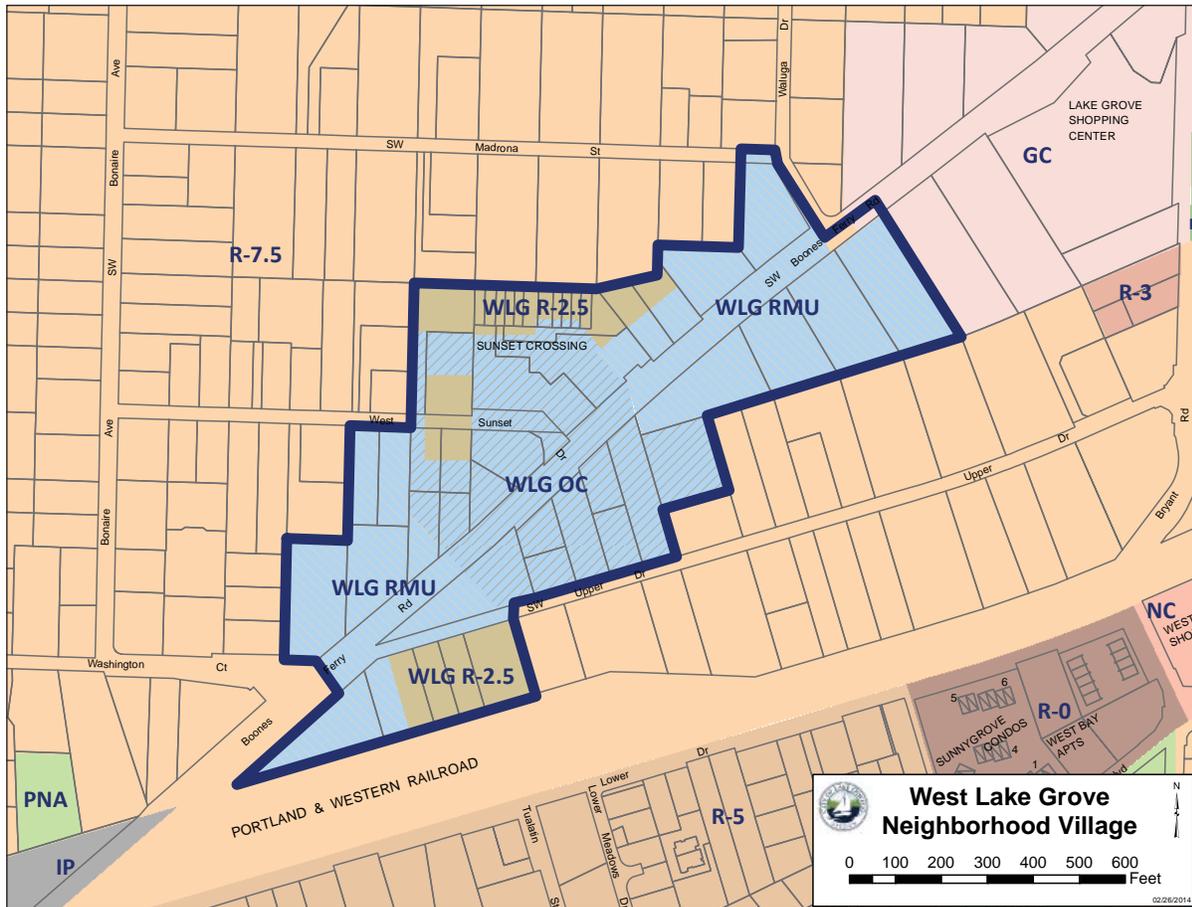


Figure 12

Commercial Corners

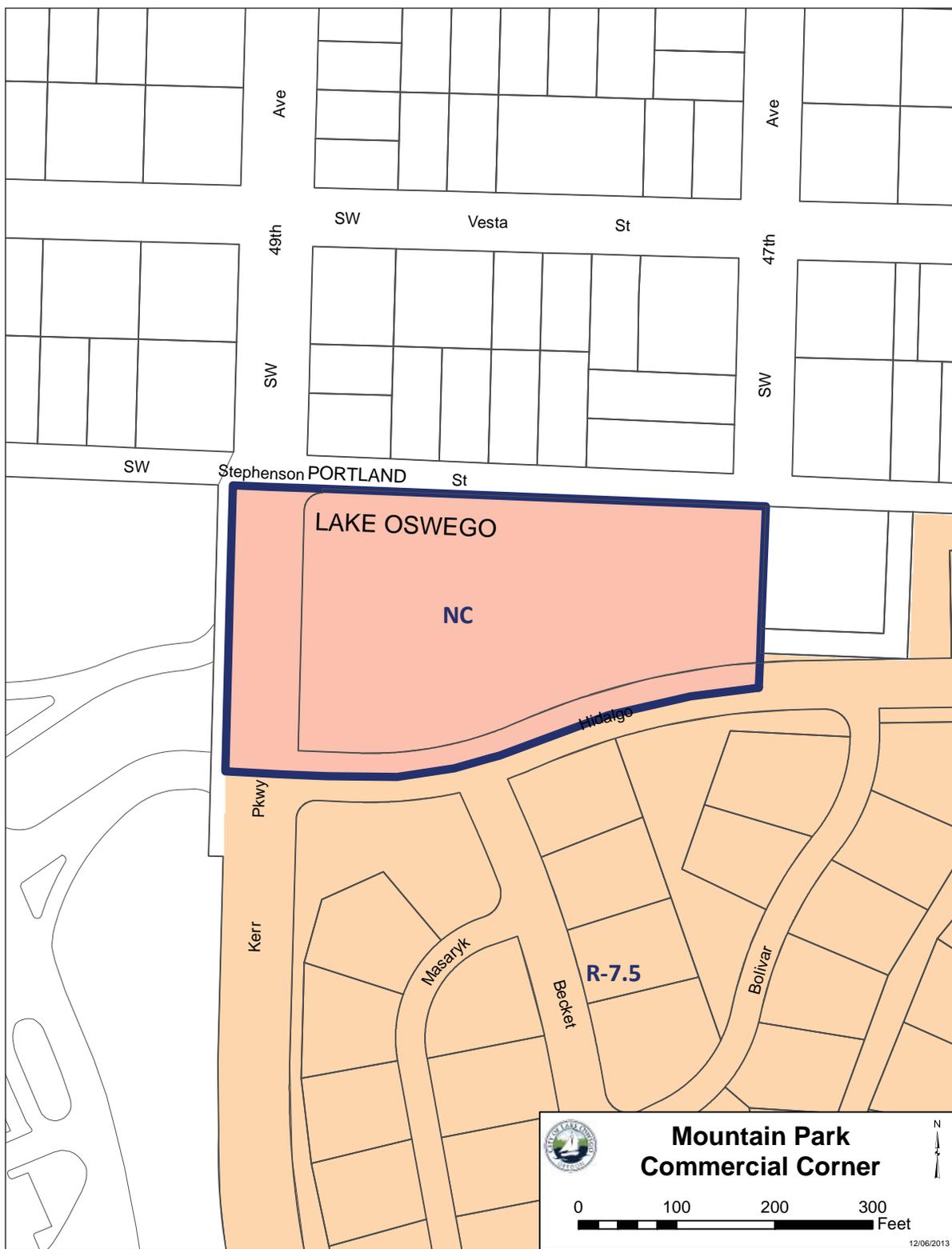


Figure 13

Commercial Corners

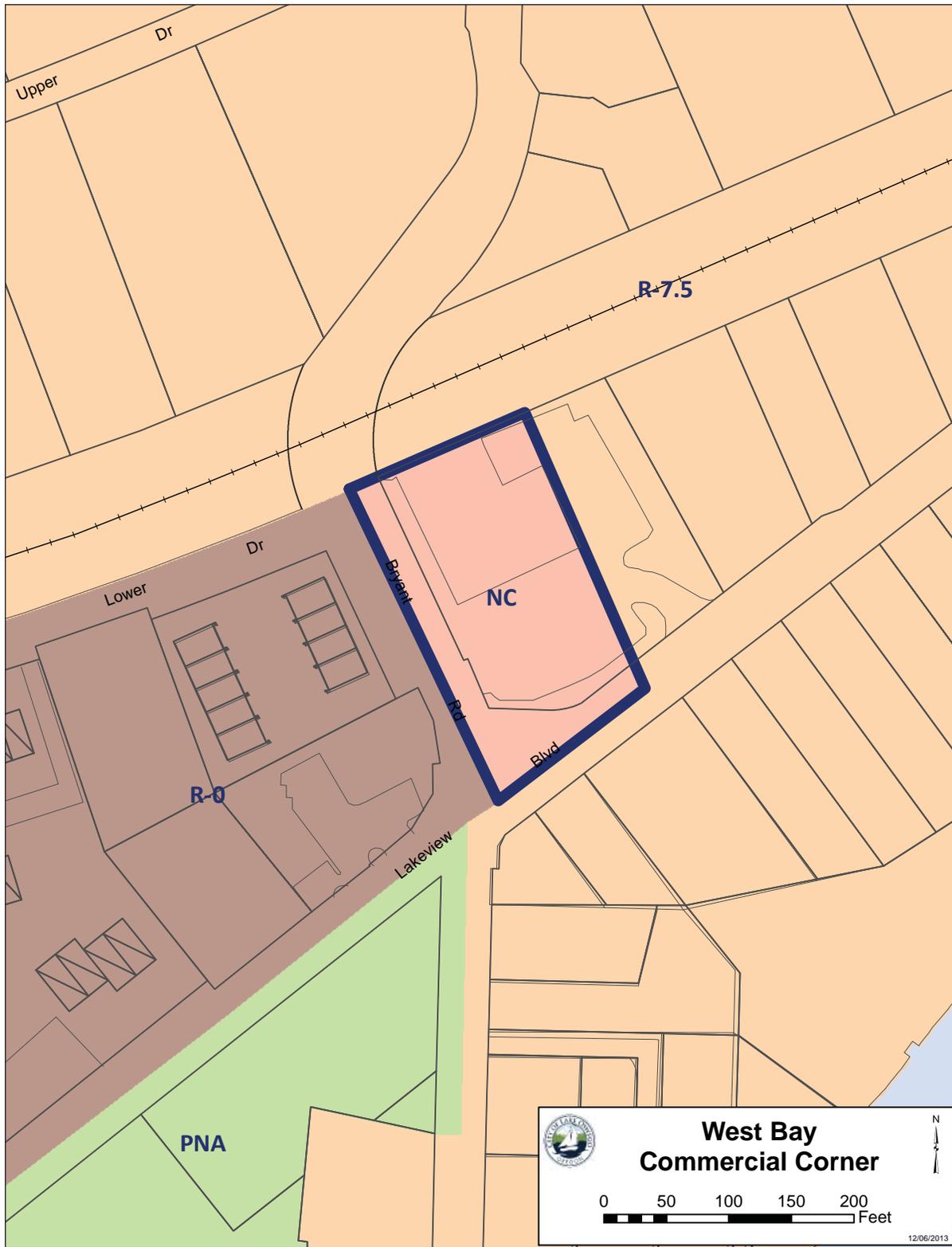


Figure 14

Commercial Corners

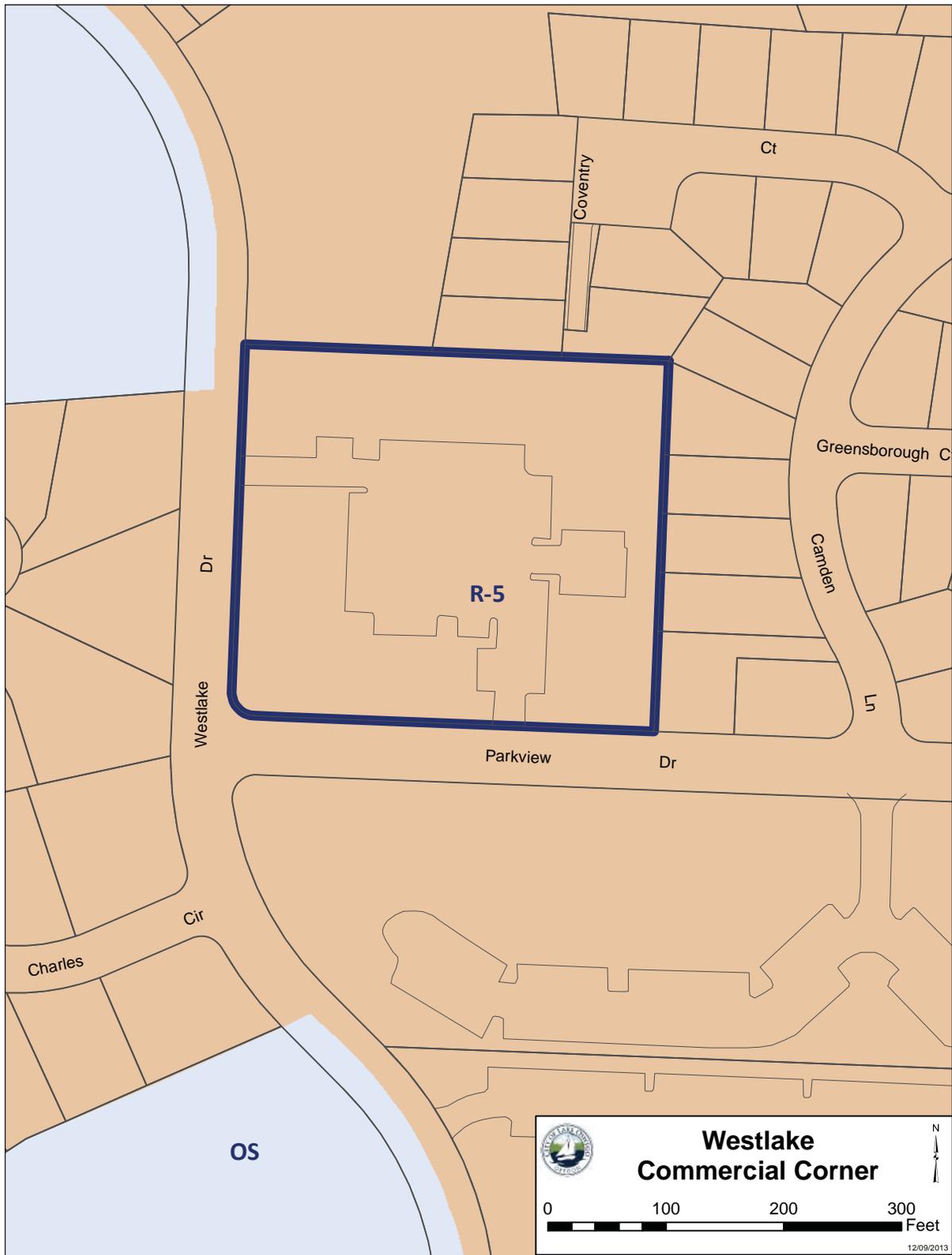


Figure 15

Walking daily up and down
tree-lined streets,
parks, neighborhoods and shops
beckon me.
I am feeling pride in this town.
Evenings show warm homes and
the glow of candlelit restaurants.
I am glad this is my town.
Gatherings introduce us as neighbors.
I am pleased this is your town too.

By Kathryn Sulter



Complete Neighborhoods & Housing



Adopted March 18, 2014

Complete Neighborhoods and Housing

Vision

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) as contained in Volume II of the Comprehensive Plan.

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 goal continues and states, *“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 [sic] 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 undertook 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

Population growth forecasts guide land use planning in Oregon; and in the Portland metro area, Metro coordinates its regional population forecasts with local governments inside the UGB. Each local jurisdiction then determines how to plan for future growth through updates to 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).

Forecast	2010 Total	2035 Total	2010–2035 Change
Final Metro Forecast–Population	36,619	45,693	9,074
Final Metro Forecast–Households	16,067	19,291	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:

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, and the preliminary City and Metro forecasts differ slightly. 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 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 and Attracting a Younger 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

Adopted March 18, 2014

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 CNH-3–2035 Distribution of Housing Needs by Housing Type	% of Future Dwelling Units
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 partially-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

Adopted March 18, 2014

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 that 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;
- 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* centered on parks, schools, and other public places. They are neighborhood-scale gathering places that allow for occasional limited commercial or community activities and support the surrounding neighborhoods. A key issue identified through the planning process is where and to what extent limited commercial uses are appropriate on public lands inside neighborhoods; allowing such uses would require changes to the Community Development Code; allowing such uses, even on a temporary basis, would require changes to the Community Development Code and consent by the School District or City, as applicable.
- 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

Adopted March 18, 2014

A office park, and its proximity to one of Lake Oswego's two Town Centers, the Lake Grove Village Center.

- Some residential areas, such as Forest Highlands and Lake Forest, are designated in the current Comprehensive Plan Map for higher residential densities than characterize those neighborhoods today. Development proposals that approach planned densities often generate controversy, as neighbors prefer these areas 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.

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 opportunity 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 policies, the following locational criteria apply:
- a. **High 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. 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

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.

- b. **Medium Density:** 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:

Medium Density:

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

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.

- c. **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.

- d. **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.

Adopted March 18, 2014

- 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, privacy 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. (See also, the policies under Connected Community, Goal 6 Livability.)

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 that accommodate the needs of existing and future Lake Oswego residents.
- B-2. Provide and maintain land use regulations that allow secondary (accessory) dwelling units,* subject to standards that ensure compatibility with existing residences and residences on adjoining lots.
- 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. 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.
- C-8. 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.

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. Encourage the remodeling, restoration, and reuse of existing housing as an alternative to tearing down functional buildings.
- C. 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.
- D. 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.
- E. 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.
- F. 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.
- G. 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.
- H. When opportunities arise, improve streets and enhance walking and bicycling connectivity in existing residential neighborhoods, consistent with neighborhood plans.
- I. Encourage innovation in development of housing types, financing, and use of construction methods and materials to reduce costs and increase housing availability.
- J. 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.

Adopted March 18, 2014

- K. Develop and maintain a system development charge methodology and ordinance that requires developers to be responsible for their proportionate share of the cost of providing required public facilities and services.
- L. Review and revise the City's codes and standards to maintain and enhance neighborhood quality and livability.
- M. 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.
- N. Promote appropriate planting and maintenance of trees and other landscaping in residential neighborhoods as important elements of neighborhood identity and livability.
- O. Utilize traffic calming* techniques and other traffic management strategies, including enforcement, to address neighborhood traffic safety problems.





LAKE OSWEGO CINQUAIN

Village

Peaceful, beautiful

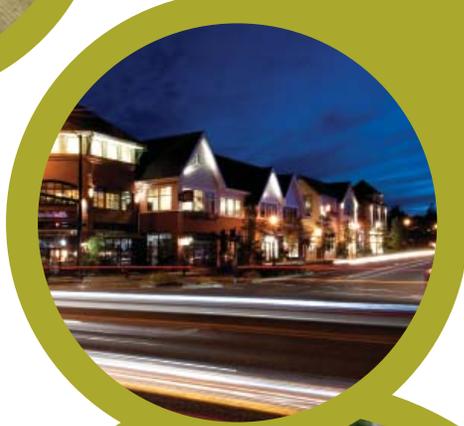
Welcoming, absorbing, enchanting

Unique and lush contour

Lake Oswego

By Mark Yazhari

Economic Vitality



Adopted March 18, 2014

Economic Vitality

Vision

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 Opportunities Analysis (March 18, 2013).

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.

Economic Opportunities

As part of its Comprehensive Plan update, pursuant to Statewide Planning Goal 9 (Economic Development), Lake Oswego conducted an Economic Opportunities Analysis (EOA) in 2011 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, updated in March of 2013 projects industry demand or job growth for the next 20 years and examines whether there is sufficient employment land to accommodate that growth.

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 Comprehensive Plan incorporates and refines Metro's Employment Area (and Town Center and Corridor) designations, as shown on the 2035 Vision Map (Figure 1) and on the Metro Design Type Boundary Maps (Figures 17–20). (See also, the Urbanization chapter.)

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

The following conditions, as outlined in the 2011 Economic Opportunities Analysis (EOA), form the basis for addressing issues related to Statewide 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 redevelopable 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.
- Bangy Road/Meadows Road and Mountain Park are designated as Neighborhood Villages on the 2035 Vision Map (Figure 1). 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 Mountain Park is a unique 1970s Planned Unit Development with a mixed-use plan.
- Other existing neighborhood business and commercial areas designated as Neighborhood Villages on the 2035 Vision Map (Figure 1) are West Lake Grove, Rosewood, and Palisades.
- Commercial Corners, which are found on the 2035 Vision Map (Figure 1), 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 (Figure 1) 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.

Goals And Policies

A. Economic Development

Goal

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

Policies

- A-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.
- A-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.
- A-3. Provide flexibility for a diversity of spaces and sites to support the opportunity for business incubation and employment growth.
- A-4. Provide flexibility in employment zones* to adapt to economic change.
- A-5. Pursue a range of employment opportunities with an emphasis on target industry clusters* identified in the City's 2011 Economic Opportunities Analysis and be open to new opportunities as they develop.
- A-6. Maintain an inventory documenting the supply of land for industrial and other employment uses.
- A-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.
- A-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;

Adopted March 18, 2014

- iii. Served by minor arterial roads and major collectors, and are located near residential areas;
 - iv. Served by pedestrian and bicycle connections;
 - v. Developed at a scale and in character with the immediately surrounding residential 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.
- A-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.
- A-10. Permit home occupations as a source of business activity and growth while respecting neighborhood character and compatibility.

B. Employment Zones

Goal

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

Policies

- B-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* parking for customers and employees, according to national transportation standards;
 - 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.
- B-2. Prevent new strip commercial developments and expansion of existing strip commercial developments; and encourage redevelopment and remodels of existing strip commercial projects to promote pedestrian orientation, active streetscapes, access to businesses and transit.
- B-3. Place new and existing utilities underground.

Recommended Action Measures

- A. Support businesses by coordinating City requirements with business needs, and through good urban design and urban renewal programs.
- B. Encourage sustainable business and development practices by maintaining a Sustainability Advisory Board and implementing related programs.
- C. Harness the entrepreneurial and management experiences of the City's citizens, including the 50+ population, to support business development.
- D. 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.
- E. Coordinate with state and regional economic development agencies and groups to identify developments and trends affecting Lake Oswego.
- F. Recognize and promote community events as having a potential for positive economic impacts and as important for community identity.
- G. Work with property owners, businesses, and adjacent neighborhoods to manage business district parking, and to minimize parking impacts on residential areas.
- H. Encourage private investment.