

**COMPREHENSIVE PLAN  
VOLUME II**

**SUPPORTING DOCUMENTATION**



**CITY OF LAKE OSWEGO**

**Adopted July 1979**



SUPPORTING DOCUMENTATION

VOLUME TWO

LAKE OSWEGO COMPREHENSIVE PLAN

JULY, 1979

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## I. The Comprehensive Planning Process in Lake Oswego

The City of Lake Oswego and its residents have carried out an unusually systematic and thorough comprehensive planning process. The City's planning has also emphasized citizen involvement in each step of the process.

The following outline summarizes the major steps in the overall comprehensive planning process from 1973 to 1978. This outline is intended to provide an overview of the whole planning process, so that the descriptions of each plan element which follow can be placed into context. It is also intended to show how the City set up a planning process that would meet local objectives and follow the requirements established by the State Land Conservation and Development Commission.

Generally speaking, the City's planning objectives and the statewide planning goals were in close agreement, so the statewide goals and guidelines were followed closely. No goal exceptions were requested by the City from the statewide goals.

### A. STEP 1: COMMUNITY GOALS AND OBJECTIVES

On May 1, 1973, the City Council appointed a 36-member committee (3 Council, 3 Planning Commission, and 30 residents) and charged it with developing goals for Lake Oswego. The goals were to be used as a basis for City policy formulation and planning.

The committee worked for over a year. Their activity was regularly reported in the Lake Oswego Review. The committee sought public input through announcements in the City Manager's Newsletter, which is distributed to about 6500 households receiving City water, through three public hearings, attended by about 100 people, and by mailing a copy of the draft goals, together with a questionnaire, to all 6500 households.

About 340 responses were received, indicating overwhelming approval of the goals.

Consequently, following Planning Commission and Council review, the Community Goals were adopted on November 19, 1974, as the "official guideline to be used in determining the future growth, development and character of the City". The adopting resolution (R 74-86) also states that the Goals "will be given careful consideration in the adoption and/or revision of the City's comprehensive plan".

The goals statements are included in the adopted comprehensive plan on pp. 5 and 6. They were used throughout the comprehensive plan by citizen groups. A review of the goals and objectives shows very strong parallels with the statewide goals, including encouragement of citizen involvement.

B. STEP 2: REVIEW OF STATEWIDE GOALS

The statewide goals were issued in January, 1974, in interim form. When the Community Goals were adopted, the City's next step was to set up a comprehensive plan research program to collect information that would be needed to address both the Community Goals and the statewide goals, and to organize a citizen involvement program in accordance with statewide Goal 1.

C. STEP 3: CITIZEN INVOLVEMENT PROGRAM

On June 17, 1975, the Council appointed a 15-member Committee on Citizen Involvement and assigned it the responsibilities included in the community and statewide goals. The first priority of the committee was to recommend a citizen involvement program specifically for the comprehensive plan.

The CCI studied the citizen involvement efforts of several other Oregon communities, and communities across the nation. They then recommended a program which:

- a) identified responsibilities of the City Council, Planning Commission, CCI, Design Review Board, City staff and the public in comprehensive planning.

- b) set up nine citizen task forces which would study issues in depth to make recommendations to the Planning Commission, including:
- . Growth and Public Facilities
  - . Community Identity, Design and Esthetics
  - . Open Space and Natural Resources
  - . Residential Land Use and Housing
  - . Commercial Land Use
  - . Industrial Land Use
  - . Transportation
  - . Parks and Recreation
  - . Energy Conservation
- c) encouraged the formation of and established criteria for neighborhood associations, to assure that they could act as structured, reliable representatives of neighborhood needs in planning.
- d) recommended support services for citizen involvement.

This program was reviewed by the Planning Commission and City Council at public hearings and adopted by the Council on December 18, 1975.

The CCI then began study on "Phase III" of the citizen involvement program, to develop on-going policies encouraging and supporting citizen involvement.

#### D. STEP 4: RESEARCH PROGRAM

During early 1975, the information needs for the comprehensive plan were identified by the staff and Planning Commission. Priority needs were:

- a) physical and environmental characteristics, related to ground, water, vegetation and other natural resources,
- b) existing land uses and vacant land and the rate and character of physical growth,
- c) public costs for capital improvements and operating costs of growth, and related revenues,

- d) projected population growth, demographic mix and required land use or development to support,
- e) analysis of traffic and transportation at present and for future growth and land use needs,
- f) analysis of public facilities' existing capacities and future expansion requirements, and
- g) analysis of local commercial business needs.

Because of the extensive research which would be required to develop the information, it was also decided to seek as much volunteer citizen assistance as practicable. Such an effort would fit with the adopted citizen involvement policy as well. As a result, a major citizen research effort was organized.

Based on the above priorities, staff were assigned research topics. All research and information collection efforts were organized and designed to meet requirements of the statewide goals as well. Staff also provided research and assistance to citizen task forces, neighborhood associations, and special interest groups. Staff developed major reports on:

- a) Population
- b) Public Costs and Revenues
- c) Land Use
- d) Traffic
- e) Water System
- f) Sewer System

E. STEP 5: LAKE OSWEGO PHYSICAL RESOURCES INVENTORY (LOPRI)

This report was prepared through the efforts of more than 167 citizens who dedicated a conservatively estimated 4000 man-hours to the project. The project took approximately 15 months to complete. The report's contents include:

- a) Historic Buildings and Sites
- b) Existing Land Use

- c) Water Resources
  - streams, marshes, springs, surface runoff, water quality
- d) Geology and Geologic History
- e) Soils Analysis
- f) Engineering Geology - Hazards Evaluation
- g) Vegetation
  - plant associations, locations, rare plants and distinctive trees
- h) Distinctive Areas
- i) Wildlife
- j) Noise
- k) Air Quality
- l) City Owned Land Inventory
- m) Minerals and Energy Inventory

The report is based on field surveys made by 56 volunteers who walked each quarter-section of the Planning Area while recording observations of natural features on maps and photographs, on research by volunteers and on professional analysis, especially the USDA Soil Conservation Service's detailed soils analysis and the Engineering Geology analysis. Most sections of the report were reviewed by experts in the field.

This report also identified many issues related to natural resources in the community. It was completed in March, 1976.

#### F. STEP 6: TASK FORCE REPORTS

In January, 1976, a public meeting was held to organize citizen volunteers into comprehensive plan task forces. About 200 people attended; 147 actually worked in the nine groups.

Each task force received guidelines for its research and recommendations. The Lake Oswego Goals and Objectives and statewide goals and guidelines were emphasized as requirements to be met, including especially citizen involvement, the steps in the planning process and the specific requirements for each subject

goal.<sup>1</sup> The groups were also asked to use the applicable policies of the Columbia Region Association of Governments and Clackamas County Comprehensive Plan.

The groups met at least weekly for periods ranging from 4½ to 15 months. They collected information, held public meetings, sent out surveys and questionnaires, discussed issues and policy alternatives, held coordination meetings between task forces, and prepared reports summarizing their deliberations and recommendations. Each report was released in draft form for review by the public and by other public agencies. The final reports were reviewed by the Planning Commission, which met with each task force to discuss its conclusions and ask questions.

#### G. STEP 7: NEIGHBORHOOD ASSOCIATION RECOMMENDATIONS

Eight of the recognized neighborhood associations covering about three-fourths of the Planning Area prepared comprehensive plan policy recommendations related to issues affecting their neighborhood. Each association used somewhat different methods to arrive at its conclusions, but all generally followed steps of surveying the neighborhood to identify concerns, collecting information about these issues, examining alternatives and reviewing them with the residents of the area, writing reports and presenting them to the Planning Commission at one or more study sessions.

Major issue areas included commercial expansion into residential areas, traffic, open space preservation, preservation of neighborhood character, neighborhood parks and expansion of public uses within residential areas.

#### H. STEP 8: STAFF STUDIES

City staff and professional consultants prepared several reports which were used as information for the comprehensive plan.

##### I. POPULATION STUDY

The population study was completed in January, 1976. The staff compiled land use information by 40 acre units for the 10,000 acre Planning Area. The

<sup>1</sup> Refer to "Task Force Guidelines"

residential unit counts were used, together with average family sizes, to estimate current population. The staff then projected probable future development for each 40 acre unit, using a low, a high, and a probable estimate. (Each estimate's assumptions about future densities are recorded in the work sheets, not in the report itself.)

No small area population estimates or estimates of regional "need" were available from CRAG when the City's study was completed.

Family sizes were based on estimates prepared by the Center for Population Research and Census at Portland State University, and later updated by an actual sample survey of the City's households.

The study also summarized population and employment characteristics available from the 1970 U.S. Census.

## 2. FISCAL IMPACTS OF URBAN DEVELOPMENT

### COST-REVENUE STUDY

Completed in November, 1976, this study analyzed the cost of providing public services to commercial, industrial, single-family and multi-family residential, and public and semi-public land uses. It then analyzed the revenues generated by each of these land uses and compared the public costs/revenues. This process was repeated for City and school district operating costs and capital costs. All information came from actual records documenting where services are delivered in the City.

The report includes estimates of future capital needs in the community, with appropriate costs.

## 3. DETAILED LAND USE INFORMATION SYSTEM

The staff used parcel maps prepared by the County Tax Assessor's Office as a basis for recording all land uses in the planning area on each parcel of property. Land uses were categorized by zone. Records and maps were established for each 40 acre unit by July, 1975.

In addition, the square footage of all commercial buildings was estimated, and the measurements refined in cooperation with the Chamber of Commerce.

Land use records have been updated from building permit information.

The detailed land use information was incorporated into the population study, cost-revenue study, traffic study, sewage treatment plant expansion study, water system study, commercial needs study, growth and density projections, and was used by the task forces, especially Parks and Recreation and Open Space and Natural Resources, to locate sites which met their criteria.

This detailed information allowed the City to examine alternative land uses and intensities and their consequences for population growth, traffic generated, load in public facilities, public costs and revenues.

#### 4. STREET SYSTEM ANALYSIS

The first phase of an overall analysis of the Planning Area street system was completed in July, 1977. This analysis was based on an inventory of current traffic volumes and street characteristics, land use information, and a trip generation and distribution model created especially for the Lake Oswego area's streets and land uses. The analysis identified major potential traffic problems throughout the Planning Area, and in adjacent areas.

In the second phase, several sub-areas, especially those previously identified as potential problems, were studied in more detail. These are on file as a series of letters from the traffic engineering consultant. The staff and consultant considered many alternatives and prepared a sequence of recommendations to increase street capacity for traffic, such as street widenings, intersection improvements, signalization, access lanes, relocation of limiting access points, overpass ramp and so on. Other recommendations were also made to improve transit access, alternate transportation and other uses of rights-of-way. In certain locations, it was recommended that land use intensities be limited or decreased to avoid intolerable levels of congestion,

because all feasible street improvements appeared unlikely to have sufficient capacity.

Because of community concerns regarding traffic, very extensive efforts were made to assure the reliability of these traffic analyses.

#### 5. WATER SYSTEM STUDY (REVISED) 1977

Following the failure of the City's water bond election in 1976, the staff prepared a revised study of the City's needs for water system expansion, completed August, 1977. This study was closely coordinated with land use planning occurring at the same time, so that improvements needed to serve planned uses could be determined, as well as system upgrading in developed areas. The boundaries of the planned water service area were also set in conjunction with the Urban Service Area in the Comprehensive Plan.

The study distinguishes water demands created by existing development from demands yet to occur in future development, for water treatment plant capacity, reservoir capacity (in each pressure zone), and pumping stations.

#### 6. SEWER SYSTEM STUDY 1969

By the time the City initiated comprehensive planning, most of the major sewer lines had been installed in the Lake Basin. Exceptions were the Bonita Meadows area, which was to be sewered by the Unified Sewerage Agency, and the Glenmorrie/Skylands/Marylhurst area.

This study provided the basis for determining the Urban Service Boundary, estimating costs of sewer, capital improvements, and designating the Future Urbanizable area.

It contains detailed plans for the location and sizing of sewer lines, service areas and an expansion program which has been carried out by the City.

#### 1. STEP 9: PLANNING COMMISSION DRAFTS POLICIES

All task forces, neighborhood associations and staff reports were presented to the Planning Commission at informal study sessions (the Commission held 63 study sessions to work on the plan) open to public

attendance and participation. The reports were all studied and discussed at length by the Commission.

The task of organizing the many recommendations of the reports into a coherent set of policies was approached by the Commission through a series of policy analysis papers, which summarized issues, and discussed alternatives. Each paper served as a basis for discussion, public comment, and a series of basic major policies. "Summary of Policy" papers were written to conclude each discussion series.

The eight papers included urban service area definition, growth management (3), natural resources, land uses, transportation and role of government.

A set of initial, major plan policies was completed in March, 1977, entitled "General Policy Directions for the Lake Oswego Comprehensive Plan". This document was reviewed by the public, other public agencies and was discussed at two joint Commission-Council study sessions. Council direction was received on several policies.

The general policies were then used by staff and Commission as the basis for drafting comprehensive plan elements, between April and October, 1977. All draft elements were reviewed by the Planning Commission for conformance to community goals, statewide goals, citizen recommendations, agency comments, for consistency with other policies, feasibility, and the dictates of common sense.

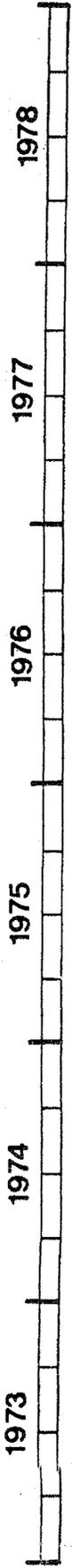
#### J. STEP 10: REVIEW OF DRAFT COMPREHENSIVE PLAN

Beginning in November, 1977, the Planning Commission held six public hearings on the drafted elements. At the same time, copies of the draft elements were distributed to other public agencies for their comments. Based on testimony and responses, many changes were made in the draft elements.

Final drafts were reviewed by the public at four public hearings between February and May. These hearings were heavily attended by the public. The Council reviewed the drafts closely at seventeen study sessions, and made extensive changes.

A final public hearing was held on June 13, 1978.

The plan was adopted on July 18, 1978.



Community Goals and Objectives

Citizen Involvement Program

Phase I      Phase II

Land Use Inventory

Task Forces

Physical Resources

Neighborhood Reports

Population Study

Cost - Revenue

Traffic Analysis Phase I, II

Policy Papers      General Polices

GENERAL SCHEDULE OF MAJOR ACTIVITIES  
LAKE OSWEGO COMPREHENSIVE PLAN

Planning Commission Study Sessions

Planning Commission Hearings

Council Study Sessions      Council Hearings

Adoption

THE CITIZEN INVOLVEMENT PROGRAM

Summary of Major Citizen Involvement Program Activities in the  
Comprehensive Plan



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I. CITIZEN INVOLVEMENT PROGRAM

A. Introduction

The Lake Oswego comprehensive planning process has placed a strong emphasis on citizen involvement, and did so even prior to the issuance of the statewide planning goal calling for citizen involvement in planning. For example, the Lake Oswego Community Goals and Objectives, which were initiated in early 1973, were formulated by a 36-member citizen's committee which was purposely broadly representative of residents' interest groups and geographic areas. The committee made a survey of community attitudes in Lake Oswego and held two public hearings on its draft goals, after mailing a copy of them to all the households in the City.

When the Committee on Citizen Involvement was set up by the City Council, the committee members spent their first weeks studying the citizen involvement programs of several Oregon communities and counties, as well as communities in other parts of the country. Following extensive discussion of these various programs, the CCI chose to emphasize citizen involvement in the formation of the Lake Oswego Comprehensive Plan. The CCI did so for basically the following reasons:

- (1) That Lake Oswego residents had extensive talents and skills which could be applied to planning their own community, and which would benefit by producing a plan which was very specifically oriented to local conditions and needs.
- (2) To create real citizen support for the Comprehensive Plan and for its implementation, and to resolve the many issues related to community growth and development which would be raised during such a planning process.
- (3) To gain the advantage of citizen-prepared information about the community, which was bound to be more accurate and detailed than information prepared from more generalized resources or by people outside the community.
- (4) To create a body of citizens who were familiar with the comprehensive planning process, the issues it involved, and how decisions had been made regarding its policies.

While the emphasis on citizen involvement did have the result of slowing down the comprehensive planning process somewhat, it more than offset this in benefits, including all those foreseen by the CCI originally. It did result in a comprehensive plan which can truly be called a citizen or community plan. The Lake Oswego Citizen Involvement Program was commended by the Oregon State Citizen Involvement Advisory Committee for its exceptional accomplishments.

B. Formation of the CCI and Citizen Involvement Program

The Lake Oswego CCI was established through a process which assured that the entire community would be aware that the committee was being set up, what

the criteria for membership in the committee would be, and how to apply. The publicity also included brief explanations of the general responsibilities of such a committee. Notification of the formation of the CCI was provided through articles in the Lake Oswego Review, through notification in the water bill newsletter, which is mailed to every household which receives City water, through posters which were placed in public locations around the City, through announcements in Church bulletins, and by telephone calls to various individuals representing interest groups throughout the City. The applications for CCI were reviewed by the City Council to assure that they met the State's criteria of creating a committee "broadly representative of geographic areas and interests related to land use and land use decisions", and decided to set up a committee of 15 members to assure that the committee would continue to be so representative.

The City Council, in establishing the CCI, charged it with the following responsibilities:

- (a) To formulate and recommend to the City Council a program that promotes and enhances the citizen involvement in land use planning,
- (b) To assume primary responsibility for implementation of the adopted citizen involvement program, and
- (c) To evaluate the program periodically.

The Committee was specifically directed to carry out the Lake Oswego community goals and objectives related to citizen involvement, and the LCDC Statewide goals and guidelines related to citizen involvement.

The new CCI members were appointed in June of 1975, and by November had recommended to the City Council the first phase of a proposed program for citizen involvement in the Lake Oswego Comprehensive Plan.

#### C. Phase I of the Citizen Involvement Program

The CCI chose to emphasize two principle methods for creating citizen involvement opportunities in the Comprehensive Plan. First, it recommended the establishment of nine citizen task forces as the primary means of acquiring citizen input and involvement in the development of the plan. These task forces were envisioned as citizen groups which would meet for a long enough time to do meaningful research into issues affecting the community, to deliberate these issues, and to arrive at solutions to problems or policy alternatives which made sense for the particular needs of Lake Oswego. It was recognized by the CCI that a relatively small proportion of citizens in the community would volunteer to be on the task forces. (147 people on 9 task forces, as it turned out.) But the committee felt that the citizens who did volunteer and worked on the task forces, as established, would provide for more meaningful recommendations, because they would have been able to take the time and effort to study their subject area and to consider it in depth.

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The CCI also recommended that the City encourage the development of ongoing neighborhood associations in accordance with criteria in the Citizen Involvement Program to represent the special concerns of their respective neighborhoods. The neighborhood associations were intended to compliment the task forces which were studying the City at large by providing input about detailed needs within particular neighborhood areas.

The CCI also encouraged the City to use volunteers as much as possible in collecting information to be used in the Comprehensive Plan, and for other planning related tasks. Over the course of the Comprehensive Plan, over 200 Lake Oswego citizens were involved in collecting information (refer to "E - Steps in Chapter I, The Comprehensive Planning Process").

The Phase I Citizen Involvement Program also set forth the responsibilities of participants in the comprehensive planning process, including the City Council, Planning Commission, the CCI itself, the City staff, the general public, the task forces, neighborhood associations, and Design Review Board. It was felt that it was important for citizens to understand the planning procedures and what particular role they might be playing at any point in the process. The Citizen Involvement Program also included a graphic layout of a general framework showing planning activities and responsible participants for the Comprehensive Plan.

Over 200 copies of Phase I of the Citizen Involvement Program were printed and distributed after City Council approval. The Program was carried out essentially as set up by the CCI and approved by the City Council.

In response to the Citizen Involvement Program and the City's encouragement, six neighborhood associations were organized early in the comprehensive planning process, including the First Addition Neighbors, Evergreen, Lake Grove, Waluga, Bryant and Forest Highlands Neighborhood Associations. The activities of these groups are further described below.

The nine task forces were set up and put into operation in March, 1976, and worked anywhere from four months to about fifteen months to complete their recommendations to the Planning Commission.

The CCI and its Citizen Involvement Program thus assured that the planning process itself was established to assure that citizens of Lake Oswego would be involved in all phases of the comprehensive planning process, and in fact, that the Comprehensive Plan would be to the greatest degree possible one which was formulated by members of the community itself.

D. Phase II of the Citizen Involvement Program

Phase II of the Citizen Involvement Program established methods for ongoing continuous citizen involvement in land use planning matters within the City. In addition to the policies included in Phase I, Phase II included specific policies on:

- (a) Public hearing notices

- (b) Early notification of government actions
- (c) The preparation of a handbook which would be a citizen's guide to local government
- (d) Policy on general public input to City sponsored meetings
- (e) Semi-annual public meetings or "town meetings" which would provide an informal opportunity for City officials and public to meet to discuss various current issues
- (f) Annual joint City Council, Planning Commission, and CCI meetings
- (g) A requirement for responses to citizen's recommendations
- (h) Regular meetings of the Chairman of neighborhood associations with the Mayor and City Manager and members of Council.

The public notification procedures expected of staff were spelled out in specific policy statements in this program. Included were the timing of notification, the methods of notification, the types of proposals which should require public notification, individuals and groups which should be notified, steps which should be followed in dealing with major land use issues, and the time allowed for consideration of public input.

Support services for citizen involvement including the necessary funding and staff assistance to meet the objectives of the program, were included in the program. The staff responsibilities, the City budget allocations, citizen involvement procedures in each City department, and the procedure for budget committee and CCI review of the annual proposed budget for citizen involvement were included.

The program called for an annual evaluation of the Citizen Involvement Program. In December of 1978, this evaluation took the form of a joint workshop between the Planning Commission, City Council, and CCI at which the mutual roles of these bodies in citizen involvement were discussed, and priorities established for the CCI's work for the upcoming year.

The program also set up a procedure for advisory groups to hold public meetings, including how their meeting notice should be sent out, and the role of the City Council in approving public meetings held by advisory groups.

Finally, the program established a procedure for the ongoing appointment of new CCI members. These procedures were again intended to assure that the CCI would continue to be broadly representative of interests and areas within the City, as well as responsive to direction by the City Council.

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E. Supporting Documentation

- (1) Lake Oswego Goals and Objectives, adopted by City Council December, 1974.
- (2) Record of Meetings of Lake Oswego Committee on Citizen Involvement, 1974 to date, on file in the City Planning Department.
- (3) Phase I, Citizen Involvement Program, including City Council Resolution 75-39, establishing the Committee on Citizen Involvement.
- (4) Phase II, Citizen Involvement Program.



SUMMARY

SUPPORTING MATERIALS FOR  
COMPREHENSIVE PLAN ELEMENTS

The following lists include supporting reports, studies, public testimony, maps and other materials which were considered by the Lake Oswego Planning Commission during preparation of the draft Comprehensive Plan and Land Use Map.

Each includes a brief statement of the material's content.

The materials are in addition to those major studies and reports listed in the introduction to each element of the Comprehensive Plan.



GROWTH MANAGEMENT ELEMENT

LETTER Tualatin to Portland Metropolitan Area Local Government Boundary Commission	7-25-77	Regarding area between Tualatin, Lake Oswego, and Rivergrove - No city willing to provide services.
REPORT Lower Tualatin Valley Homeowners' Preservation League	6-77 (?)	Zoning proposed for the Lower Tualatin Valley area - for rural/ agricultural uses.
REPORT Lake Grove Neighborhood Assoc. to Planning Commission	5-12-77	Lake Grove neighborhood association's recommendations regarding growth, commercial land use, housing, open space in area.
MEMO Michael O'Brien to Don Eppley, City Manager	3-7-78	Background information on population and density impacts of draft comprehensive plan land use map.
LETTER Lower Tualatin Valley Homeowners' Preservation League to Planning Commission	7-1-77	Expressing support for Planning Commission recommended USB on south side of Planning Area.
MEMO Dick Hutchison to Michael O'Brien and Jeanne Robinette	4-15-77	Growth element of comprehensive plan outlines growth element.
REPORT Bill Gerber to Planning Commission	12-16-76	Spatial distribution of present and future land uses - comparison.
SURVEY Several Neighborhood Associations	5-4-77	Results of survey regarding growth management policies from Lake Grove, Bryant, Waluga neighborhood associations.
MEMO Planning Department to Planning Commission	6-6-77	Updated information on growth management systems - evaluation of three cities' growth management.
MEMO Michael O'Brien to Planning Commission	6-30-77	Planning Commission discussion with Clackamas Co. Commissioners, Lower Tualatin Valley Homeowners' Preservation League, area residents regarding Urban Growth Boundary in Tualatin Valley.
POSITION PAPER Clackamas County	6-23-77	Clackamas County Commissioners' paper in support of rural land uses in Tualatin Valley.

Growth Management Element

LETTER Clackamas Comm. to CRAG	10-11-77	Reiterating support for rural/ agricultural land use in Tualatin Valley.
STAFF REPORT Don Eppley, City Manager, to City Council	11-10-77	Southern Urban Service Boundary.
MEMO Planning Department to Planning Commission	7-25-77	Marylhurst-West Linn Urban Service Boundary - Record of joint meeting of Lake Oswego Planning Commission, West Linn Planning Commission, and Marylhurst staff regarding Urban Service Boundary.
MEMO Planning Department to Planning Commission	7-18-77	Joint session of Planning Commission- Tualatin-Rivergrove regarding Urban Service Boundary.
MEMO Planning Department to Planning Commission	9-26-77	Remaining Natural Resources Policies and Growth Management Techniques.
REPORT Planning Department to Planning Commission	9-14-77	6-year building permit summary.
REPORT City	3-78	Growth and the Comprehensive Plan summary of growth management policies and notice of Council public hearing - mailed to all households in City.
REPORT All City Staff	10-77	Staff report to City Manager regarding growth issues and effects on City services, capital costs, environment, political process, community identity.
REPORT Mary Neely, Councilman	7-13-77	Record of development approvals in Lake Oswego and potential financial impacts.
REPORT Planning Department	7-77	Buildable lot survey (by section) of Planning Area - summary list.
REPORT Planning Department	7-77	Projection of Residential Dwelling Units and Population by Section and Sixteenth Section as of 6/76.
WORKSHEETS Planning Department	12-75	Dwelling unit counts and land use inventory by Sixteenth Section (40 acres).
WORKSHEETS Planning Department	10-75	Lake Oswego Population Study.

Growth Management Element

MEMO Planning Department to Carol Hildebrand, Library		Staff response to analysis of population study by Springbrook Park Neighborhood Association.
MEMO S. Kazmarek to Springbrook Park Neighborhood Association		Critique of Population Study - essentially, criticizes population study for projecting too high a growth rate.
LETTERS West Linn to Planning Commission	10-19-76 1-26-76	Stating West Linn's recommended Urban Service Boundary.
MAP Planning Department	9-20-76	Urban Service Boundary alternatives adjacent to Tualatin Valley.
MEMO Planning Commission to City Council	5-4-77	Possible interim policy on development, additional citizen involvement on General Policies, parks and open space acquisitions.
SUMMARY OF PLANNING COMMISSION RECOMMENDED GROWTH MANAGEMENT POLICIES AS OF 9-15-77		
MEMO Planning Department to Planning Commission	9-12-77	Summary of decisions on growth management at study session 9-8-77.
MEMO Planning Department to Planning Commission	9-13-77	Effects of growth management policies on future population growth.
MEMO Planning Department to Planning Commission	7-28-77	Alternate growth management methods and evaluation.
MEMO Michael O'Brien to Planning Commission	6-30-77	Record of Planning Commission, Clackamas County Commissioners, Lower Tualatin Valley Homeowners' Preservation League, residents discussion, location of Urban Growth Boundary (Type II to I).
MEMO Don Eppley, City Manager, to Planning Commission	7-7-77	City services to Marylhurst could be provided if included in Urban Service Boundary.
MEMO Planning Department to Planning Commission	6-20-77	Record of study session 6-16-77, consideration of alternative growth rate policies.

Growth Management Element

MEMO Planning Department to Planning Commission	6-6-77	Description of four cities' growth management programs.
SUMMARY Planning Commission	5-5-77	Review of growth management policies in response to Council directives.
SUMMARY - GENERAL POLICIES FOR GROWTH MANAGEMENT	3-14-77	List of policies.
POLICY PAPERS Planning Department to Planning Commission	10-18-76	#1 - Definition of Urban Service Boundary
	10-27-76	#2 - Management of Growth
	11-12-76	#3 - Objectives of Growth Management
	11-18-76	#4 - Growth Management Policy Direction
MEMO Planning Department to Planning Commission	10-28-76	Policy decision on Urban Service Boundary.
MEMO Planning Department to Planning Commission	10-29-76	Policy Decision on General Policy #2 Should the City Control Growth?
MEMO Planning Department to Planning Commission	3-8-77	General Policies Relating to the Rate of Growth.
MEMO Dick Hutchison to Michael O'Brien	11-12-76	Planning Commission Discussion of Growth Management Alternatives.
MEMO Planning Department to Planning Commission	11-24-76	Policy Directions for Growth Management.

NATURAL RESOURCES ELEMENT

PAPER Planning Department to Planning Commission	(Undated)	Solid Waste - Discussion of two alternatives for City's solid waste (ORE plan and separation facility).
MEMO. Planning Department to Planning Commission	9-26-77	Remaining Natural Resources Policies and Growth Management Techniques.
MEMO Jeanne Robinette to Nawzad Othman	11-17-77	Staff review of letter from P.W. Hughes, Engineering Geologist, criticizing designation of potential hazard areas.
REPORT Planning Department	(Undated)	Describes noise problems in Lake Oswego, recommends draft policies.
REPORT Planning Department	(Undated)	Comparison of energy use by residential types in Clackamas County cities.
POLICY PAPERS Planning Department to Planning Commission	11-22-76 12-9-76	#5 - Natural Resources Planning #5 - SUPPLEMENT
MEMO Planning Department to Planning Commission	12-21-76	Policy Directions for Natural Resources (Record of study session on 11-29-76, 12-16-76).
REPORT		Fish Habitat Protection Plan for Lake Oswego, Oregon Dept. of Fish and Wildlife.
REPORT		Nongame Wildlife Habitat Protection Plan for Lake Oswego, Oregon Dept. of Fish and Wildlife.

COMMERCIAL LAND USE

REPORT Lake Grove Neighborhood Association to Planning Commission	5-12-77	Lake Grove Neighborhood Association's recommendations regarding Growth, Commercial land use, Housing, Open Space in area.
MEMO Planning Department to Planning Commission	3-10-77	Explains issues needing resolution for commercial land uses.
MEMO Planning Department to Chamber of Commerce Land Use Committee	2-22-77	Summarizes differences in commercial land use areas between City and Chamber studies; requests meeting to reconcile.
MEMO Burton Goodrich to Planning Commission	3-9-77	Describes commercial needs.
PETITION Lake Grove Neighborhood Association	5-5-77	410 residents request Planning Commission support of three neighborhood association recommendations for Comp Plan.
PETITION Lake Grove Businesses	5-5-77	55 businessmen approving Planning Commission recommendations for Lake Grove.
MEMO Planning Department to Planning Commission	5-26-77	Summary of decisions on Lake Grove area 5-19-77.
MEMO Planning Department to Planning Commission	3-18-77	Comments regarding Study Sessions on Commercial Expansion - suggested criteria for land use location.
MEMO Planning Department to Planning Commission	5-19-77	Decisions to be made about Lake Grove Commercial District.
MEMO Planning Department to Planning Commission	4-20-77	Mt. Park Town Center.
MEMO Planning Department to Planning Commission	5-12-77	Summary of Decisions regarding Mt. Park Town Center (Study Session of 5-2-77).
REPORT State Street Task Force	(Undated)	State Street Task Force - "A Solution to the Heavy Traffic Congestion on State Street".

Commercial Land Use

MEMO Planning Department to Planning Commission	7-7-77	Rear Access and Parking, Lake Grove.
MEMO Planning Department to Planning Commission	1-3-78	Commercial Policy Amendments - relationship of land use intensities to intersection capacities.
REPORT Planning Department	3-78	New commercial space added to Lake Oswego Central Business District since 1-1-60.
REPORT Planning Department	7-77	Square feet of buildings in commercial and office use - assumptions which provided the basis for Street Systems Analysis.
PAPER Planning Department	9-77 (?)	Suggested definitions of commercial land uses.
MEMO Planning Department to Planning Commission	7-11-77	Amount of commercial expansion approved in Lake Grove.
MEMO Planning Department to Planning Commission	5-2-77	Oral progress report on staff discussions with Lake Grove - Waluga neighborhood associations and Lake Grove property owners regarding Lake Grove commercial expansion.
MEMO Planning Department to Don Eppley, City Manager	8-30-77	Rear access project history.
MEMO Planning Department to Planning Commission	5-26-77	Summary of decisions 5-19-77 - land uses Lake Grove commercial area.
MEMO Planning Department to Planning Commission	4-20-77	Report on Town Center - development and legality.
MEMO Planning Department to Planning Commission	2-16-77	Comparison of Commercial Area Study Committee and Chamber commercial land use recommendations; basis for estimates of need (detailed).
MEMO Planning Department to Planning Commission	3-14-77	Summary of decisions - commercial land use in Lake Grove/Kruse Way area.

Commercial Land Use

MEMO Planning Department to Planning Commission	3-22-77	Summary of decisions - Study Session 3-21-77 - Commercial land use Lake Grove/Kruse Way area.
PAPER Planning Department	4-8-77	Concept policies for Lake Grove commercial area.
WORKSHEETS	1976	Commercial Area Study Committee - commercial floor area inventory.
LETTER First Addition Neighbors to Planning Department	11-30-77	Comments on draft comprehensive policies for Central Business District.

RESIDENTIAL/HOUSING

REPORT Lake Grove Neighborhood Association to Planning Commission	5-12-77	Lake Grove neighborhood association's recommendations regarding Growth, Commercial land use, Housing, Open Space in area.
REPORT Planning Department	6-17-76	Location criteria for multi-family housing.
REPORT Planning Department	7-77	Buildable lot survey (by section) of Planning Area - summary list.
REPORT Planning Department	7-77	Projection of Residential Dwelling Units and Population by Section and Sixteenth Section as of 6-76.
WORKSHEETS Planning Department	12-75	Dwelling unit counts and land use inventory by Sixteenth Section (40 acres).
WORKSHEETS Planning Department	10-75	Lake Oswego Population Study.
REPORT Planning Department	2-77	Apartment Buildings in Lake Oswego - # units in each building.
REPORT Planning Department to Planning Commission	1-22-76	Population Base Study for Lake Oswego Comprehensive Plan.
LETTER CRAG to Planning Department	1-21-76	Comments on Population Base Study - CRAG accepts population projections as reasonable.
LETTER First Addition Neighbors to Planning Commission	3-15-78	Comments on draft residential policies as they would affect neighborhood.

INDUSTRIAL LAND USE

MEMO Planning Department to Planning Commission	5-20-77	Kruse Way Industrial Park - development conditions.
REPORT Industrial Task Force	1-79	Draft industrial land use policies from task force.
MEMO Planning Department to Planning Commission	5-20-78	Proposed industrial park, south of Kruse Way - description of properties recommended by task force for industrial park.

PUBLIC FACILITIES ELEMENT

MEMO Planning Department to City Council	9-8-77	Report to Planning Commission by Public Works Director regarding water system expansion to serve projected land uses.
REPORT Civic Center Task Force	1-6-78	Civic Center Task Force - final report recommends alternative locations, uses to be included in future civic center.
REPORT Library Advisory Committee	9-19-77	Library Advisory Committee - evaluates alternative sites for library expansion.
REPORT OF LIBRARY ADVISORY COMMITTEE - MINORITY REPORTS	9-19-77	Locations, history of process.
CIVIC CENTER TASK FORCE REPORT	1-6-78	Recommended locations, areas.

ROLE OF GOVERNMENT ELEMENT

MEMO Planning Department to Planning Commission	10-7-76	Comprehensive Plan amendment process (policy proposed for Role of Government element).
MEMO Committee on Citizen Involvement to Planning Commission	10-7-76	Committee on Citizen Involvement recommendations regarding amendment procedure for Comprehensive Plan.
MEMO Committee on Citizen Involvement to Planning Commission	9-16-76	Recommendations to Planning Commission for future City advisory groups; evaluation of Task Force recommendations
MEMO Planning Department to Planning Commission	2-9-77	General plan policies for Role of Government record of Study Session 2-3-77.
POLICY PAPERS Planning Department to Planning Commission	1-24-77	#8 - Role of Government.
MEMO Planning Department to Planning Commission	2-9-77	General Plan Policies for Role of Government.

OPEN SPACE ELEMENT

REPORT Lake Grove Neighborhood Association to Planning Commission	5-12-77	Lake Grove neighborhood association's recommendations regarding Growth, Commercial land use, Housing, Open Space in area.
MEMO Michael O'Brien to Don Eppley, City Manager	4-14-78	Description of development pressures on proposed park/open space sites.
REPORT Planning Department to Planning Commission	9-15-77	Responses of property owners to notification of draft open space element designation of their property for potential acquisition.
MEMO Planning Department to Planning Commission	11-3-77	Results of questionnaire on parks and open space summary.
PARKS AND OPEN SPACE QUESTIONNAIRE AND SUMMARY	9-77	
RECORD Springbrook Park Association of Neighbors	1976-78	History of acquisition of Springbrook Park as an open space site, survey of neighborhood regarding park use.
LETTER Bryant Neighborhood Association to City Council	5-18-76	Comments regarding purchase of neighborhood open space (Bryant Woods).

LAND USE PLANNING PROCESS

MEMO Planning Department to Planning Commission	4-7-77	Summary of how the general policy directives were derived.
MEMO Michael O'Brien to Don Eppley, City Manager	11-30-76	City Council orientation on Comprehensive Plan.
MEMO Jeanne Robinette to Michael O'Brien	4-10-76	Comprehensive Plan Models - summary of several comp. plan formats and organization.
REPORT Planning Department	9-17-76	Outline of Policy Formulation Paper - explains organization of policy papers according to LCDC criteria.
REPORT Forest Highlands Neighborhood Association	2-24-77	Forest Highlands Neighborhood Association description of land use, property ownerships, neighborhood issues, neighborhood survey, physical and environmental character recommendations for future land use, density, rate of development, growth management, and rationale for recommendations.
REPORT Bonita Neighborhood Association	5-19-77	Bonita Neighborhood Association recommendations for land uses in unincorporated area west of City.
LAND USE PLAN Bonita Neighborhood Association	5-18-77	Bonita Neighborhood Association land use recommendations.
REPORT To Planning Commission	4-8-77	Jim Pease, OSU Extension Agent, performance standards, incentive zoning.
MEMO Planning Department to City Council	9-8-77	Report to Planning Commission by Public Works Director regarding water system expansion to serve projected land uses.
MEMO Planning Department to City Council	9-8-77	Description of Clackamas County comprehensive plan amendment proposal for unincorporated area (425 acres) along Kruse Way.
REPORT Planning Department to Planning Commission	9-14-77	6-year building permit summary.

Land Use Planning Process

MEMO Planning Department to Don Eppley, City Manager	9-30-76	Supplement and update of the Lake Oswego Population Study and the Existing Land Use Report of Lake Oswego Physical Resources Inventory (update to 7-1-76). Summary of existing land use, density, dwelling units, and annual population growth.
MEMO Planning Department to Planning Commission	2-1-77	Draft general policies for the Comprehensive Plan.
MEMO Planning Commission to Clackamas County Planning Commission and Planning Department	5-31-77	Summary of Planning Commission recommendations for land uses in unincorporated area along Kruse Way.
MEMO Jeanne Robinette to Michael O'Brien	3-28-78	Degree of detail in Comprehensive Plan.
MEMO Michael O'Brien to Don Eppley, City Manager	4-15-77	Record of City Council/Planning Commission joint discussion regarding general policies.
MEMO Planning Department to Planning Commission	4-7-77	How general policies were derived.
MEMO Planning Department to City Council	5-26-77	Example of planning process - Lake Grove commercial area.
SUMMARY MAJOR LAND USE RECOMMENDATIONS WEST END AREA, AS OF 8-77 Lake Oswego Planning Commission		
MEMO Planning Department to Planning Commission	6-3-77	Summary of decisions Study Session 6-2-77, land uses at I-5/Kruse Way.
MEMO Planning Department to Planning Commission	3-10-77	Procedure for making land use decisions regarding commercial in Lake Grove/Kruse Way.
TASK FORCE GUIDELINES Planning Department to Task Force	2-76	Requires Task Force to collect information, identify issues, alternatives; evaluate alternatives, make recommendations, gives examples, lists all Task Force members.

Land Use Planning Process

POLICY PAPERS Planning Department to Planning Commission	10-18-76	#1 - Definition of Urban Service Boundary
	10-27-76	#2 - Management of Growth
	11-12-76	#3 - Objectives of Growth Management
	11-18-76	#4 - Growth Management Policy Direction
	11-22-76	#5 - Natural Resources Planning
	12-9-76	#5 - SUPPLEMENT
	1-3-77	#6 - Regulation of Land Uses and Activities
	1-17-77	#7 - Transportation System Planning
	1-24-77	#8 - Role of Government
RECORDS OF POLICY RECOMMENDATIONS BASED ON POLICY PAPERS		
MEMO Planning Department to Planning Commission	1-31-77	Policies Formulated at Policy Meetings on Land Uses and Activities (PP#4) on 1-3, 1-6, and 1-13-77.
MEMO Planning Department to Task Force	5-24-76	Format to be used in Task Force reports.
REPORT Planning Department to Planning Commission	1-22-76	Population Base Study for Lake Oswego Comprehensive Plan.
LETTER CRAG to Planning Department	1-21-76	Comments on Population Base Study - CRAG accepts population projections as reasonable.
LETTER Existing Land Use Task Force (Lake Oswego Physical Resources Inventory) to Michael O'Brien	(Undated)	Explains methodology of existing land use inventory.
REPORT Forest Highlands Neighborhood Association to Planning Commission	(Undated)	Forest Highlands Neighborhood Association Land Use Plan - recommended Comprehensive Plan policies; letters of 12-15-77 recording vote of membership.
REPORT Waluga Neighborhood Association to Planning Commission	2-10-77	Reviews procedure for developing neighborhood's plan recommendations, description, issues, survey, recommended policies.
MEMO Planning Department to City Manager	11-28-76	Description and history of planning issues in Bonita Meadows area.
REPORT Evergreen Neighborhood Association to Planning Commission and Commercial Areas Study Committee	11-76	Report stating problems affecting neighborhood, objectives, recommendati for land uses, justifications.

CITIZEN INVOLVEMENT PROCESS

REPORT Lake Grove Neighborhood Association to Planning Commission	5-12-77	Lake Grove Neighborhood Association's recommendations regarding Growth, Commercial land use, Housing, Open Space in area.
PUBLIC INFORMATION MEETING	9-11-77	Staff summarizes draft Comprehensive Plan.
CITY MANAGER'S NEWSLETTER	12-31-75	Explains Comprehensive Plan procedures.
PUBLIC INFORMATION MEETING	1-8-76	Mayor, Planning Commission Chairman, staff explain Comprehensive Plan program.
MEMO Planning Department to Planning Commission and City Council	7-29-77	Summary of comments received on General Policy Directions for the Lake Oswego Comprehensive Plan. Comments from two neighborhood associations, coalition of neighborhood associations, Growth Task Force, 6 people.
REPORT Forest Highlands Neighborhood Association	2-24-77	Forest Highlands Neighborhood Association description of land use, property ownerships, neighborhood issues, neighborhood survey, physical and environmental character recommendations for future land use, density, rate of development, growth management and rationale for recommendations.
SURVEY Several Neighborhood Associations	5-4-77	Results of survey regarding growth management policies from Lake Grove, Bryant, Waluga Neighborhood Associations.
PETITION Lake Grove Neighborhood Association	5-5-77	410 residents request Planning Commission support of three neighborhood association recommendations for Comprehensive Plan.
PETITION Lake Grove Businesses	5-5-77	55 businessmen approving Planning Commission recommendations for Lake Grove.
REPORT Bonita Neighborhood Association	5-19-77	Bonita Neighborhood Association recommendations for land uses in unincorporated area west of City.
LAND USE PLAN Bonita Neighborhood Association	5-18-77	Bonita Neighborhood Association land use recommendations.

Citizen Involvement Process

REPORT State Street Task Force	(Undated)	State Street Task Force - "A Solution to the Heavy Traffic Congestion on State Street".
MEMO Michael O'Brien to Planning Commission	6-30-77	Planning Commission discussion with Clackamas County Commissioners, Lower Tualatin Valley Homeowners' Preservation League, area residents regarding Urban Growth Boundary in Tualatin Valley.
MEMO Planning Department to Planning Commission	7-25-77	Marylhurst-West Linn Urban Service Boundary - Record of joint meeting of Lake Oswego Planning Commission, West Linn Planning Commission and Marylhurst staff regarding Urban Service Boundary location.
MEMO Planning Department to Planning Commission	7-18-77	Joint session of Planning Commission- Tualatin-Rivergrove regarding Urban Service Boundary.
REPORT City	3-78	Growth and the Comprehensive Plan summary of growth management policies and notice of Council public hearing- mailed to all households in City.
MEMO Committee on Citizen Involvement	9-16-76	Recommendations to Planning Commission for future City advisory groups; evaluation of Task Force recommendations.
REPORT Industrial Task Force	1-79	Draft industrial land use policies from Task Force.
REPORT Civic Center Task Force	1-6-78	Civic Center Task Force - Final report recommends alternative locations, uses to be included in future civic center.
REPORT Library Advisory Committee	9-19-77	Library Advisory Committee - Evaluates alternative sites for library expansion.
REPORT Planning Department to Planning Commission	9-15-77	Responses of property owners to notification of draft open space element designation of their property for potential acquisition.
MEMO Planning Department to Carol Hildebrand, Library		Staff response to analysis of population study by Springbrook Park Neighborhood Association.
MEMO S. Kazmarek to Springbrook Park Neighborhood Association		Critique of Population Study-essentially criticizes population study for projecting too high a growth rate.

Citizen Involvement Process

MEMO Planning Department to Planning Commission	5-2-77	Oral progress report on staff discussions with Lake Grove. Waluga neighborhood association and Lake Grove property owners regarding Lake Grove commercial expansion.
MEMO Planning Department to Lake Grove Neighborhood Association (Mary Stageberg)	5-4-77	Response to neighborhood association questions regarding land uses and planning procedures.
MEMO Staff to Planning Commission	9-20-76	- Task Force reports sent to neighborhood associations. - Task Force reports sent to coordinating agencies. - Task Force reports requested by many individuals (initial printing of 150 copies - some reports had additional printings).
MEMO Planning Commission to City Council	5-4-77	Possible interim policy on development, additional citizen involvement on General Policies. Park and Open Space acquisition.
MEMO Planning Department to Planning Commission	11-3-77	Results of questionnaire on parks and open space summary.
REPORT OF LIBRARY ADVISORY COMMITTEE - MINORITY GROUPS	9-19-77	Locations; history of process.
CIVIC CENTER TASK FORCE REPORT	1-6-78	Recommended locations, areas.
PARKS AND OPEN SPACE QUESTIONNAIRE AND SUMMARY	9-77	Basic acquisitions and reasons.
MEMO Michael O'Brien to Planning Commission	6-30-77	Record of Planning Commission/Clackamas County Commissioners/Lower Tualatin Valley Homeowners' Preservation League/ residents discussion, location of Urban Growth Boundary (Type II to I).
MEMO Michael O'Brien to John Bustraan, Parks and Recreation Task Force	5-19-77	Record of major points raised at public meeting on Parks and Recreation report.
TASK FORCE GUIDELINES Planning Department to Task Force	2-76	Requires Task Force to collect information, identify issues, alternatives; evaluate alternatives, make recommendations, gives examples, lists all Task Force members.

Citizen Involvement Process

MEMO Planning Department to Task Force	5-24-76	Format to be used in Task Force reports.
RECORD Forest Highlands Neighborhood Association	1976-78	Minutes and other records of neighborhood consideration of its policy recommendations.
RECORD Lake Grove Neighborhood Association	1976-78	Minutes and other records of neighborhood consideration of its policy recommendations.
REPORT Waluga Neighborhood Association to Planning Commission	2-10-77	Reviews procedure for developing neighborhood's plan recommendations, description, issues, survey, recommended policies.
RECORD Springbrook Park Association of Neighbors	1976-78	History of acquisition of Springbrook Park as an open space site, survey of neighborhood regarding park use.
LETTER Bryant Neighborhood Association to City Council	5-18-76	Comments regarding purchase of neighborhood open space (Bryant Woods).
REPORT Evergreen Neighborhood Association to Planning Commission and Commercial Areas Study Committee	11-76	Report stating problems affecting neighborhood, objectives, recommendations for land uses, justifications.
LETTER First Addition Neighbors to Planning Department	11-30-77	Comments on draft comprehensive policies for Central Business District.
LETTER First Addition Neighbors to Planning Commission	3-15-78	Comments on draft residential policies as they would affect neighborhood.
RECORD First Addition Neighbors	1975-78	Minutes of First Addition Neighbors Task Forces on Traffic, Parks and Quality of Life; responses to neighborhood survey and analysis.

TRANSPORTATION ELEMENT

MEMO Michael O'Brien to Bob Amptman, John Bustraan	3-14-77	Requests Public Works review of Kruse Way traffic analysis in ODOT's Environmental Impact Study; Tigard- Lake Oswego Sub Area Analysis (TLOSA).
REPORT State Street Task Force	(Undated)	State Street Task Force - "A Solution to the Heavy Traffic Congestion on State Street".
MEMO Planning Department to Planning Commission	7-1-77	Report of Traffic Consultant on Year 2000 Traffic Projections - presentation by Carl Buttke to Planning Commission of traffic impacts of proposed land uses.
REPORT Traffic Engineering Consultant	8-9-77	Carl Buttke's presentation of Phase I Street System Analysis to City Council.
REPORT Planning Department	4-7-78	East End Circulation Plan - assumptions regarding land uses.
MEMO Jeanne Robinette to Joe Glaze	5-9-77	Street access, Kruse to Gatewood (record of access points allowed on Kruse Way).
STREET STANDARDS COMMITTEE REPORT	11-17-77	Recommended residential street standards.
POLICY PAPERS Planning Department to Planning Commission	1-17-77	#7 - Transportation System Planning
MEMO Planning Department to Planning Commission	1-26-77	Policy Directions for Transportation Plan.
PAPER	1-77	Transportation Planning - A Summary . Summarizes and compares street plans and studies, including 1970 Arterial Streets Plan, CRAG Interim Transportation Plan, Kruse Way EIS, Residential Streets Standards, Planning Commission's arterial loop plan and neighborhood proposals. Analyzes differences in projected traffic volumes and street designs in these plans, differences in population/ land use projections.

Transportation Element

PAPER	1-77	SUMMARY of all task force recommendations regarding transportation.
PAPER	1-14-77	SUMMARY of general policies formulated by Planning Commission regarding streets as of January 14, 1977.
MEMO Planning Commission to City Council	2-28-77	Report to Council on transportation planning, request for professional assistance.

PARKS AND RECREATION ELEMENT

MEMO Planning Department to Planning Commission	5-25-77	Parks and Recreation Task Force Report, staff comments on report.
MEMO Michael O'Brien to Don Eppley, City Manager	4-14-78	Description of development pressures on proposed park/open space sites.
MEMO Planning Department to Planning Commission	11-3-77	Results of questionnaire on parks and open space summary.
PARKS AND OPEN SPACE QUESTIONNAIRE AND SUMMARY	9-77	
MEMO Michael O'Brien to John Bustraan, Parks and Recreation Task Force	5-19-77	Record of major points raised at public meeting on Parks and Recreation report.



INDEX

PLANNING COMMISSION STUDY SESSIONS

1976 - 1978



RECORD OF PLANNING COMMISSION STUDY SESSIONS ON COMPREHENSIVE PLAN  
1976 - 1978

<u>DATE</u>	<u>TOPICS</u>	<u>DESCRIPTION OF ACTION OR SUMMARY OF DISCUSSION</u>
3-29-76	Planning Commission/Task Force Coordination	
7-14-76	Industrial Task Force	
7-19-76	Community Design Task Force	
7-27-76	Growth Task Force	
7-28-76	Growth Task Force	
8-2-76	Open Space Task Force	
8-5-76	Energy Task Force	
8-12-76	Housing Task Force	
8-16-76	Parks	
8-19-76	Transportation	
10-21-76	General Policy Formulation Paper #1 Growth Management Issues, establishment of Urban Service Boundary	Defining drainage basin line; discussion on rural services, plan enforcement; West Linn-Tualatin, tentative Urban Service Boundary
10-28-76	General Policy Formulation Paper #2 Growth Management Alternatives	"Shall we control growth?" discussion
12-2-76	Commercial Areas Study Committee	
12-9-76	First Addition Neighbors Assoc., Inc. and Evergreen Neighborhood Association	
1-5-77	Draft Commercial, Open Space, and Natural Resource policies	Discussion of changes
1-17-77	Transportation - Review of past transportation plans and policies, future alternatives	Review of Policy Paper #7
1-20-77	Forest Highlands - Policy alternatives presented by neighborhood association	Review and comment

Record of Planning Commission Study  
Sessions on Comprehensive Plan

<u>DATE</u>	<u>TOPICS</u>	<u>DESCRIPTION OF ACTION OR SUMMARY OF DISCUSSION</u>
2-7-77	"An Evaluation of 1990 Commercial Land Use Requirements, Lake Oswego Planning Area"	Report presented by Chamber of Commerce Land Use Committee
	"Commercial Land Use Recommendations, 3 Study Areas"	Three maps presented by W. Emery of Chamber of Commerce Land Use Committee
2-10-77	Proposed park site at Jean and Bryant Roads	Discussion
2-17-77	Transportation Plan LCDC Testimony General Policies on Growth and Land Use Commercial-Chamber/CASC comparison	Discussion of rate of growth - review of general policy not to control
2-24-77	Forest Highlands Neighborhood Association	
3-3-77	Lake Grove-West End commercial use expansion	Discussion of existing zoned/approved commercial, and reports of CASC and Chamber of Commerce
3-7-77	Lake Grove-West End commercial areas	Discussion of offices, effect of expansion of Central Business District
3-10-77	Lake Grove-West End commercial use expansion	Discussion on regional draw facilities; Mt. Park oversupply of commercial land
3-17-77	General policies on rate of growth and land use	Discussion of "10.7 people/acre average density" concept and implications as a measure
3-21-77	Lake Grove-West End commercial area	Discussion of Oakridge Road area, Boones Ferry and Kruse Way, objectives of mixed-use
3-24-77	Kruse Way 1-5 Grimm's Corners	Commission recommended that highway-oriented non-retail regional draw use be located on north side of Kruse Way. Discussion of Grimm's Corners.
4-7-77	Jim Pease-OSU-Performance Zoning	Discussion of Kruse Way-Boones Ferry commercial proposal regarding current development. Planning Commission authorized staff to discuss area with owners to maintain potential commercial site.

Record of Planning Commission Study  
Sessions on Comprehensive Plan

<u>DATE</u>	<u>TOPICS</u>	<u>DESCRIPTION OF ACTION OR SUMMARY OF DISCUSSION</u>
5-2-77	Mt. Park  Town Center	Discussion on design concept, integration with City, traffic impacts, PUD ordinance and legality.  Discussion
5-5-77	Mt. Park Town Center Clackamas Co. zone change Growth Management Alternatives	Discussion of design concepts, no expansion of commercial strip on Lower Boones Ferry Road, growth rate management alternatives and criteria (equitability, minimum interference in private market, etc.)
5-12-77	Lake Grove commercial expansion	Discussion on neighborhood position
5-19-77	Bonita Meadows Neighborhood Association Presentation on Lake Grove commercial area - Oakridge Rd. - SW Boones Ferry - Bryant to Reese - SW Quadrant - Boones Ferry/Kruse Way	Discussion of land use alternatives presented by neighborhood representatives
5-26-77	Parks and Open Space draft element	Discussion of Planning Commission's priorities and rationale
6-2-77	Bonita Meadows Industrial/ Commercial development control alternatives	Discussion of site conditions
6-9-77	Lake Grove Commercial Kruse Way Industrial Growth Management Techniques	Discussion of plan proposals - methods used in Petaluma and Marin, California
6-16-77	Growth	
6-23-77	Urban Growth Boundary - south side of drainage basin	Discussion of line location, LCDC criteria, testimony by residents, County Commissioners
6-30-77	Carl Buttke reports on traffic volumes	
7-7-77	Marylhurst-West Linn Urban Service Boundary	Discussion of City's ability to provide services

Record of Planning Commission Study  
Sessions on Comprehensive Plan

<u>DATE</u>	<u>TOPICS</u>	<u>DESCRIPTION OF ACTION OR SUMMARY OF DISCUSSION</u>
7-18-77	Tualatin-Rivergrove Service Boundary Lake Grove Rear Access	Discussion of location Discussion of alternatives
7-21-77	Open Space/Natural Resources major policy alternatives	Presentation and discussion of draft policy alternatives
8-1-77	Clackamas Co. commercial zone change request on Boones Ferry Water System Expansion Study Economic Resource Policy draft policies	Discussion of conflicts with Lake Oswego plan policies Public Works Director presented report Discussion
8-4-77	Natural Resources	
8-24-77	Kruse Way Plan Change Application-Clackamas Co. Open Space Plan Element	Comparison of plan proposed to County and Planning Commission's recommended land uses Discussion
9-1-77	Growth Management Growth Rate	Discussion of Planning Commission's priorities and concerns
9-8-77	(Subject matter not listed on tape)	
9-22-77	Growth	
10-3-77	Growth Management	
10-13-77	(Subject matter not listed on tape)	
10-20-77	Commercial Area Policies	Review of commercial districts policies
10-22-77	Natural Resource Policies Growth Management	Public Works review Discussion of introduction
10-27-77	Industrial Element	
11-3-77	Residential draft policies Parks questionnaire	Report on results of City-wide survey
11-9-77	Public information session	
1-5-78	Comprehensive plan revisions	

Record of Planning Commission Study  
Sessions on Comprehensive Plan

<u>DATE</u>	<u>TOPICS</u>	<u>DESCRIPTION OF ACTION OR SUMMARY OF DISCUSSION</u>
1-7-78	Discussion on plan's definitions and concepts  Growth, industrial, economic land bounded by Carman-Davis-Boones Ferry	Approval of definitions of commercial/office uses  Discussion of alternative uses
1-10-78	Mt. Park - Phase II Traffic Analysis	Discussion
1-12-78	Commercial Policy  East End A & B  Grimm's Corners	Discussion of Glenn Gregg's letter of December 23, 1977 to Joe Glaze  Discussion of area of commercial expansion  Discussion of sq. ft. limitation
1-16-78	Residential Density Housing Choice Role of Government Update on Transportation	Review of draft
1-19-78	Transportation	
1-23-78	Scenario	
1-28-78	Commercial Draft Changes - Grimm's Corners - Rosewood - Bryant to Reese Transportation Draft Changes  Parks and Recreation	Classification question regarding "major collectors"  Discussion
2-2-78	Residential Density Role of Government	Criteria for mapped densities General policies affirmation
2-9-78	Residential Land Use Map and Element Role of Government Element Implementation Review  Social Resources Element	Comparison of zoning vs. planning  Review
2-16-78	Residential densities, housing choice, role of government	

Record of Planning Commission Study  
Sessions on Comprehensive Plan

<u>DATE</u>	<u>TOPICS</u>	<u>DESCRIPTION OF ACTION OR SUMMARY OF DISCUSSION</u>
3-23-78	Phase B Testimony Parks and Recreation	Discussion on golf course and Springbrook Park
3-30-78	Transportation Bryant to Reese	Revise transportation map 80% owner approval of rear access plan by provision if necessary of rights-of-way before City will condemn land
	Parks	Discussion of Kruse Way stadium
4-17-78	Clackamas Co. Kruse Way plan amendment	
5-11-78	McVey-South Shore Neighborhood Association	Discussion of draft plan

RECORD OF COORDINATION WITH PUBLIC AGENCIES

All public agencies on the City's coordination list approved by LCDC in the Comprehensive Plan work program were mailed the draft Comprehensive Plan elements.



COORDINATION WITH OTHER AGENCIES

DISTRIBUTION LIST  
GENERAL POLICIES

4-78

- . CRAG
- . LCDC
- . Clackamas County Planning Department
- . Multnomah County Planning Department
- . Washington County Planning Department
- . School District #7
- . TRI-MET
- . Portland
- . Metropolitan Service District
- . Unified Sewerage Agency of Washington Co.
- . Oregon Dept. of Transportation
- . DEQ
- . Housing Division
- . Forestry
- . Fish and Wildlife

AGENCY RESPONSES ON DRAFT  
COMPREHENSIVE PLAN

1. Emergency Services Division
  - . recommended policy on mobile homes for disaster relief
2. DEQ
  - . recommend procedure to notify developers of discharge permit requirement; improve noise policies - more specific; determine air quality impacts of land uses/transportation system
3. ODOT
  - . recommend bike trail interties to regional system
4. ODOT
  - . recommend more specific plan policies
5. Dept. of Economic Development
  - . City needs to coordinate housing/economic policy with CRAG; commends planning process
6. City of Tigard
  - . recommends drainage management for Ball Creek because of drainage into Fanno Creek
  - . criticize growth policies if these shift growth to other areas
7. CRAG
  - . recommends findings be included in plan to explain rationale for policies
8. 1000 Friends
  - . density and growth limits conflict with Goal 10
9. MSD
  - . letter evaluating proposed solid waste policies

7-13-77

Coordination with Other Agencies

MEMO  
Staff to Planning  
Commission

9-20-76

- . Task Force reports sent to Neighborhood Associations.
- . Task Force reports sent to coordinating agencies.
- . Task Force reports requested by many individuals (initial printing of 150 copies - some reports had additional printings).

RECORD OF PLANNING COMMISSION AND CITY COUNCIL  
PUBLIC HEARINGS AND REVISIONS TO DRAFT COMPREHENSIVE PLAN



RECORDS OF PLANNING COMMISSION AND CITY COUNCIL

PUBLIC HEARINGS AND REVISIONS TO DRAFT COMPREHENSIVE PLAN

- |   |                      |  |
|---|----------------------|--|
| 1. FIRST DRAFT (YELLOW COVER)<br>PHASE "A" PLAN ELEMENTS  | 11-77                | Open Space<br>Industrial Land Use<br>Part I - Residential Land Use<br>Natural Resources<br>Economic Resources<br>Growth Management<br>Commercial Land Use                |
| 2. FIRST DRAFT (YELLOW COVER)<br>PHASE "B" PLAN ELEMENTS  | 2-78                 | Social Resources<br>Parks and Recreation<br>Part II - Commercial Land Use<br>Transportation<br>Public Facilities<br>Part II - Residential Land Use<br>Role of Government |
| 3. RECORD OF PUBLIC TESTIMONY<br>WRITTEN SUBMISSIONS PLANNING<br>COMMISSION PUBLIC HEARINGS   | 11-16-77<br>11-30-77 | . List of persons or groups<br>submitting testimony<br>. Copy of each testimony<br>. Staff summary of testifier's<br>main points   |
| 4. LIST OF REQUESTED AMENDMENTS<br>TO FIRST DRAFT PLAN ELEMENTS<br>RECEIVED AT PLANNING<br>COMMISSION PUBLIC HEARINGS                     | 11-16-78<br>11-30-78 | . Summary of each testimony<br>. Staff evaluation of each proposal<br>and recommendation to Commission   |
| 5. RECORD<br>FINAL PLANNING COMMISSION<br>PUBLIC HEARING ON FIRST<br>DRAFT - PHASE "A" OF<br>COMPREHENSIVE PLAN                           | 12-15-79             | . Staff summary of testifier's<br>main points<br>. Copies of written submissions   |
| 6. RECORD OF PLANNING COMMISSION<br>PUBLIC HEARINGS ON PHASE "B"<br>FIRST DRAFT ELEMENTS<br>. MARCH 8, 1978<br>. MARCH 15, 1978           |                      | . Written testimony received<br>. Summary of testimony<br>. Staff evaluations of testimony   |
| 7. RECORD OF PLANNING<br>COMMISSION AMENDMENTS TO<br>FIRST DRAFT PLAN ELEMENTS  |                      | Marked copies of draft elements<br>considered at Commission study<br>sessions of<br>. January 5, 1978<br>. January 7, 1978   |
| 8. STAFF EVALUATIONS OF<br>WRITTEN TESTIMONY RECEIVED<br>AT PLANNING COMMISSION PUBLIC<br>HEARINGS<br>. MARCH 8, 1978<br>. MARCH 15, 1978 | March<br>8-17, 1978  | . Summary of testimony<br>. Copy of each written submission<br>. Staff evaluation, recommendation<br>to Commission   |

- |     |   |  |   |
|-----|---|--|---|
| 9.  | SECOND DRAFT (BLUE COVER)<br>PHASE "A" PLAN ELEMENTS                                | 1-78   | Open Space<br>Industrial Land Use<br>Part I - Residential Land Use<br>Natural Resources<br>Economic Resources<br>Growth Management<br>Part I - Commercial Land Use<br>(dated 10/77)                           |
| 10. | SECOND DRAFT (BLUE COVER)<br>PHASE "B" PLAN ELEMENTS                                | 4-78   | Social Resources<br>Parks and Recreation<br>Part II - Commercial Land Use<br>Transportation<br>Public Facilities<br>Part II - Residential Land Use<br>Role of Government                                      |
| 11. | RECORD OF PUBLIC TESTIMONY<br>WRITTEN SUBMISSIONS CITY<br>COUNCIL PUBLIC HEARINGS   | 2-20-78<br>2-28-78<br>3-6-78<br>4-25-78<br>5-1-78  | . Copy of each testimony<br>. Staff summary of testifier's<br>main points at<br>. 4-25-78 hearing<br>. 5-1-78 hearing<br>. 2-20-78 }<br>2-28-78 } combined<br>3-6-78 }<br>. Staff summary of 2-20-78, 2-28-78 |
| 12. | RECORD OF PUBLIC TESTIMONY<br>WRITTEN SUBMISSIONS TO CITY<br>COUNCIL PUBLIC HEARING | 6-13-78  | . Summary of testimony<br>. Copy of each written submission   |
| 13. | STAFF NOTES AND MINUTES<br>CITY COUNCIL STUDY SESSIONS<br>ON COMPREHENSIVE PLAN     | 7-11-78    5-20-78    4-22-78    3-28-78<br>5-30-78    5-15-78    4-17-78    3-20-78<br>5-27-78    5-9-78     4-11-78    3-14-78<br>5-23-78    5-6-78     4-3-78 |   |
| 14. | RECORD  | 2-14-78  | City Council Study Session;<br>discussion of Council questions<br>regarding draft elements,<br>clarifications by Commission<br>chairman and staff   |
| 15. | MEMO<br>Jeanne Robinette to File  | 4-12-78  | Record of City Council general<br>policies regarding Growth<br>Management   |
| 16. | MEMO<br>Michael O'Brien to<br>Nawzad Othman   | 7-10-78  | Alternative commercial/high density<br>residential mix for SW Quadrant of<br>Kruse Way/Boones Ferry Intersection,<br>evaluation of traffic impacts  |

- |   |      |   |
|---|------|---|
| 17. RECORD<br>RESPONSES TO SUMMARY OF<br>GROWTH MANAGEMENT POLICIES   | 3-78 | 57 responses from residents<br>with comments on draft Growth<br>Management policies mailed to<br>all households in water bill<br>newsletter, March 1978             |
| 18. RECORD OF CITY COUNCIL<br>AMENDMENTS TO SECOND<br>DRAFT PLAN ELEMENTS   |      | Marked copies of draft elements<br>considered at Council study<br>sessions of<br>. February 20, 1978<br>. February 28, 1978<br>. March 6, 1978                      |
| 19. RECORD OF CITY COUNCIL<br>AMENDMENTS TO SECOND<br>DRAFT PLAN ELEMENTS   |      | Memos of record dated<br>. April 14, 1978<br>. April 23, 1978<br>. May 8, 1978<br>. May 20, 1978<br>. May 30, 1978<br>. June 19-June 27, 1978<br>Draft Land Use Map |
| 20. RECORD OF STAFF EVALUATIONS<br>OF WRITTEN TESTIMONY RECEIVED<br>AT CITY COUNCIL PUBLIC HEARINGS<br>" GREEN SHEETS " |      | Staff responses to testimony<br>for consideration by City<br>Council at Study Sessions  |
| 21. RECORD OF CITY COUNCIL<br>AMENDMENTS TO SECOND<br>DRAFT PLAN ELEMENTS   |      | Marked copies of draft elements;<br>not marked as to dates of study<br>sessions   |
| 22. RECORD<br>FINAL WRITTEN TESTIMONY<br>ON COMPREHENSIVE PLAN  | 7-78 | Letters submitted following<br>final Council public hearing   |
| 23. OFFICIAL MARK-UP COPY, ALL<br>SECOND DRAFT PLAN ELEMENTS<br>AMENDMENTS BY CITY COUNCIL                              | 7-78 | All changes to final draft plan   |



## FINDINGS

Summarized information and conclusions which were relied on by the Planning Commission and City Council in formulating the General Policies of each Comprehensive Plan Element.



FINDINGS

I. GROWTH MANAGEMENT: URBAN GROWTH BOUNDARY POLICIES

A. General Policy 1: Establish an Urban Service Boundary

1. The statewide goals and CRAG Land Use Framework element require the City to identify its future growth area in cooperation with the County and affected service districts.
2. Clackamas County comprehensive plan designates the drainage basin boundary between the Oswego Lake basin and the Lower Tualatin Valley as the divide between urban and rural land uses.
3. The Willamette River is a physical limit to eastern expansion of the City.
4. The I-5 Freeway is a physical limit to western expansion of the City.
5. The adjacent city limits of Portland and Tualatin set the boundaries along parts of the northern and western edges.
6. The Clackamas/Multnomah County boundary is a reasonable limit to expansion on the north.
7. The City of Portland concurs in number 5.
8. Marylhurst Education Center, Christie School and the Convent of the Holy Names (the Marylhurst Campus) can be served by Lake Oswego or West Linn, and have expressed a desire to annex to Lake Oswego.
9. Tualatin cannot provide water or sewer service north of Jean Road, which limits their service area; Lake Oswego can provide these services.
10. Rivergrove does not wish to expand its present city limits.
11. The Indian Hills area could be partially served by Lake Oswego, but the area is already largely developed and will not need services unless septic tank failures become a problem.
12. The limit of gravity-flow sewer from the Oswego Lake basin in the Indian Hills area is the south side of Kenny Street and the east side of Tualata Lane.
13. Forest Highlands residents have expressed a preference for eventual annexation to Lake Oswego.
14. Glenmorrie can be provided with sewer service only by Lake Oswego.
15. Dunthorpe is almost completely developed and a decision regarding its ultimate annexation to a city does not have to be made at present.
16. The southern urban service boundary should be congruent with the regional Urban Growth Boundary.

## FINDINGS

Clackamas County Commissioners, the area residents, the City, and CRAG/MSD have concurred in the Boundary.

17. The City can provide, or can contract for, the full range of urban services within the Urban Service Area. The only principal service that will have to be contracted for is sewer in the Bonita Meadows area.
18. Skylands and Southwood Park residents do not object to being included in the Urban Service Boundary if annexation is not obligatory.
19. The Urban Service Boundary corresponds fairly closely to the School District No. 7 boundary.
20. The Planning Commission held study sessions to review the proposed boundaries with representatives of CRAG, Tualatin, Rivergrove, Lower Tualatin Valley, Clackamas County, West Linn, Marylhurst, and Forest Highlands. The staff reviewed the boundaries with Portland, Multnomah County, Clackamas County and CRAG staff. Testimony was received at public hearings. The only opposition to the City's final proposed Urban Service Area was from the Lake Grove Water District.
21. The City provides fire service in most of the Urban Service Area, including Lake Grove, Riverdale, Alto Park and Marylhurst districts.
22. The City provides water to most of the Urban Service Area including the Lake Grove, Skylands, Alto Park, Marylhurst and Forest Highlands Water Districts. (The Lake Grove District can and has purchased water from the City of Portland.)
23. The City provides emergency police responses in the Urban Service Area.
24. The City provides library, recreation programs and parks for the Urban Service Area.
25. The Urban Service Boundary is projected to develop to a probable population of approximately 47-49,000 by the year 2000, which is more population than is currently projected by the regional planning agency, CRAG.

CRAG has not required cities to meet any specific density or population targets. The population projections are indicative of projected housing needs. Using CRAG projections, the Urban Service Area apparently will provide for a reasonable share of the regional population growth.

26. The Urban Service Boundary contains a land area and facilities which will support a full range of land uses and a diversified community.

## FINDINGS

### B. General Policy II: Annexation Policy

1. The annexation procedure can provide a practical means of assuring that development proceeds only when the necessary complement of public services are available.
2. The City is the only jurisdiction that can provide a full range of adequate public services within the Urban Service Area.
3. Annexation is necessary when vacant property is developed, or to correct a public health hazard caused by failure of sub-surface disposal systems, to assure coordinated, adequate public services.
4. Sub-surface disposal failure has been common in the Urban Service Area. Installation of sewers after development occurs has proven to be politically difficult and substantially more expensive than concurrent installation.
5. The cooperation of Clackamas County is essential to any City annexation policy because the County has jurisdiction in the unincorporated area.

### C. General Policy III: Manage and Phase Urban Growth

1. The CRAG Framework Plan Land Use Element provides that cities should designate short-term ("Immediate Growth") and long-term ("Future Urbanizable") areas within their Urban Service Boundary.

## FINDINGS

2. CRAG has recommended that immediate growth areas be defined as those which can be provided with services within 5 years; future urbanizable after 5 years.
3. Major areas within the Urban Service Boundary which are partially or not developed and have only partial public services include Bonita Meadows, and Forest Highlands.
4. In Forest Highlands, 29% of the land parcels are 1½ acres or larger; about 70% are ¾ acre or larger. 63% of houses occupy 5% or less of their lot. The area has a low level of development and a rural character.
5. No sewer is available to the unincorporated Forest Highlands area at present. The Tryon Creek main will be extended to serve the area.
6. A 1977 neighborhood survey found that 93% of Forest Highlands survey respondents did not need sewers, 7% did.
7. A majority of property owners in the Forest Highlands area favor maintenance of its rural character and oppose annexation, services and development.
8. Designation of Forest Highlands as a future urbanizable area will allow the City to stage provision of services.
9. Capital improvements, especially water and streets provided through Local Improvement Districts, may force the subdivision and development of property against owners' wishes.
10. Provision of public services and facilities is most efficient and economical when provided prior to or in conjunction with development. Significant costs and difficulties are encountered when services are needed after development occurs.
11. Major capital improvements will be necessary to maintain adequate services for planned growth.
12. Advance planning and programming of capital investments will save costs and avoid service deficiencies.
13. The City has planned its capital expansion of sewer, water, and arterial streets since 1969.
14. Water and sewer plans and construction schedules will provide for installation of most major facilities by 1982, including:
  - a. expansion of Tryon Creek treatment plant
  - b. Marylhurst interceptor

# SEWER SYSTEM

SEWER SYSTEM

1	12" Dia. Sewer
2	18" Dia. Sewer
3	24" Dia. Sewer
4	30" Dia. Sewer
5	36" Dia. Sewer
6	42" Dia. Sewer
7	48" Dia. Sewer
8	54" Dia. Sewer
9	60" Dia. Sewer
10	66" Dia. Sewer
11	72" Dia. Sewer
12	78" Dia. Sewer
13	84" Dia. Sewer
14	90" Dia. Sewer
15	96" Dia. Sewer
16	102" Dia. Sewer
17	108" Dia. Sewer
18	114" Dia. Sewer
19	120" Dia. Sewer
20	126" Dia. Sewer
21	132" Dia. Sewer
22	138" Dia. Sewer
23	144" Dia. Sewer
24	150" Dia. Sewer
25	156" Dia. Sewer
26	162" Dia. Sewer
27	168" Dia. Sewer
28	174" Dia. Sewer
29	180" Dia. Sewer
30	186" Dia. Sewer
31	192" Dia. Sewer
32	198" Dia. Sewer
33	204" Dia. Sewer
34	210" Dia. Sewer
35	216" Dia. Sewer
36	222" Dia. Sewer
37	228" Dia. Sewer
38	234" Dia. Sewer
39	240" Dia. Sewer
40	246" Dia. Sewer
41	252" Dia. Sewer
42	258" Dia. Sewer
43	264" Dia. Sewer
44	270" Dia. Sewer
45	276" Dia. Sewer
46	282" Dia. Sewer
47	288" Dia. Sewer
48	294" Dia. Sewer
49	300" Dia. Sewer
50	306" Dia. Sewer
51	312" Dia. Sewer
52	318" Dia. Sewer
53	324" Dia. Sewer
54	330" Dia. Sewer
55	336" Dia. Sewer
56	342" Dia. Sewer
57	348" Dia. Sewer
58	354" Dia. Sewer
59	360" Dia. Sewer
60	366" Dia. Sewer
61	372" Dia. Sewer
62	378" Dia. Sewer
63	384" Dia. Sewer
64	390" Dia. Sewer
65	396" Dia. Sewer
66	402" Dia. Sewer
67	408" Dia. Sewer
68	414" Dia. Sewer
69	420" Dia. Sewer
70	426" Dia. Sewer
71	432" Dia. Sewer
72	438" Dia. Sewer
73	444" Dia. Sewer
74	450" Dia. Sewer
75	456" Dia. Sewer
76	462" Dia. Sewer
77	468" Dia. Sewer
78	474" Dia. Sewer
79	480" Dia. Sewer
80	486" Dia. Sewer
81	492" Dia. Sewer
82	498" Dia. Sewer
83	504" Dia. Sewer
84	510" Dia. Sewer
85	516" Dia. Sewer
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98	594" Dia. Sewer
99	600" Dia. Sewer
100	606" Dia. Sewer
101	612" Dia. Sewer
102	618" Dia. Sewer
103	624" Dia. Sewer
104	630" Dia. Sewer
105	636" Dia. Sewer
106	642" Dia. Sewer
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115	696" Dia. Sewer
116	702" Dia. Sewer
117	708" Dia. Sewer
118	714" Dia. Sewer
119	720" Dia. Sewer
120	726" Dia. Sewer
121	732" Dia. Sewer
122	738" Dia. Sewer
123	744" Dia. Sewer
124	750" Dia. Sewer
125	756" Dia. Sewer
126	762" Dia. Sewer
127	768" Dia. Sewer
128	774" Dia. Sewer
129	780" Dia. Sewer
130	786" Dia. Sewer
131	792" Dia. Sewer
132	798" Dia. Sewer
133	804" Dia. Sewer
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192	1158" Dia. Sewer
193	1164" Dia. Sewer
194	1170" Dia. Sewer
195	1176" Dia. Sewer
196	1182" Dia. Sewer
197	1188" Dia. Sewer
198	1194" Dia. Sewer
199	1200" Dia. Sewer
200	1206" Dia. Sewer
201	1212" Dia. Sewer
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319	1920" Dia. Sewer
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324	1950" Dia. Sewer
325	1956" Dia. Sewer
326	1962" Dia. Sewer
327	1968" Dia. Sewer
328	1974" Dia. Sewer
329	1980" Dia. Sewer
330	1986" Dia. Sewer
331	1992" Dia. Sewer
332	1998" Dia. Sewer
333	2004" Dia. Sewer
334	2010" Dia. Sewer
335	2016" Dia. Sewer
336	2022" Dia. Sewer
337	2028" Dia. Sewer
338	2034" Dia. Sewer
339	2040" Dia. Sewer
340	2046" Dia. Sewer
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348	2094" Dia. Sewer
349	2100" Dia. Sewer
350	2106" Dia. Sewer
351	2112" Dia. Sewer
352	2118" Dia. Sewer
353	2124" Dia. Sewer
354	2130" Dia. Sewer
355	2136" Dia. Sewer
356	2142" Dia. Sewer
357	2148" Dia. Sewer
358	2154" Dia. Sewer
359	2160" Dia. Sewer
360	2166" Dia. Sewer
361	2172" Dia. Sewer
362	2178" Dia. Sewer
363	2184" Dia. Sewer
364	2190" Dia. Sewer
365	2196" Dia. Sewer
366	2202" Dia. Sewer
367	2208" Dia. Sewer
368	2214" Dia. Sewer
369	2220" Dia. Sewer
370	2226" Dia. Sewer
371	2232" Dia. Sewer
372	2238" Dia. Sewer
373	2244" Dia. Sewer
374	2250" Dia. Sewer
375	2256" Dia. Sewer
376	2262" Dia. Sewer
377	2268" Dia. Sewer
378	2274" Dia. Sewer
379	2280" Dia. Sewer
380	2286" Dia. Sewer
381	2292" Dia. Sewer
382	2298" Dia. Sewer
383	2304" Dia. Sewer
384	2310" Dia. Sewer
385	2316" Dia. Sewer
386	2322" Dia. Sewer
387	2328" Dia. Sewer
388	2334" Dia. Sewer
389	2340" Dia. Sewer
390	2346" Dia. Sewer
391	2352" Dia. Sewer
392	2358" Dia. Sewer
393	2364" Dia. Sewer
394	2370" Dia. Sewer
395	2376" Dia. Sewer
396	2382" Dia. Sewer
397	2388" Dia. Sewer
398	2394" Dia. Sewer
399	2400" Dia. Sewer
400	2406" Dia. Sewer
401	2412" Dia. Sewer
402	2418" Dia. Sewer
403	2424" Dia. Sewer
404	2430" Dia. Sewer
405	2436" Dia. Sewer
406	2442" Dia. Sewer
407	2448" Dia. Sewer
408	2454" Dia. Sewer
409	2460" Dia. Sewer
410	2466" Dia. Sewer
411	2472" Dia. Sewer
412	2478" Dia. Sewer
413	2484" Dia. Sewer
414	2490" Dia. Sewer
415	2496" Dia. Sewer
416	2502" Dia. Sewer
417	2508" Dia. Sewer
418	2514" Dia. Sewer
419	2520" Dia. Sewer
420	2526" Dia. Sewer
421	2532" Dia. Sewer
422	2538" Dia. Sewer
423	2544" Dia. Sewer
424	2550" Dia. Sewer
425	2556" Dia. Sewer
426	2562" Dia. Sewer
427	2568" Dia. Sewer
428	2574" Dia. Sewer
429	2580" Dia. Sewer
430	2586" Dia. Sewer
431	2592" Dia. Sewer
432	2598" Dia. Sewer
433	2604" Dia. Sewer
434	2610" Dia. Sewer
435	2616" Dia. Sewer
436	2622" Dia. Sewer
437	2628" Dia. Sewer
438	2634" Dia. Sewer
439	2640" Dia. Sewer
440	2646" Dia. Sewer
441	2652" Dia. Sewer
442	2658" Dia. Sewer
443	2664" Dia. Sewer
444	2670" Dia. Sewer
445	2676" Dia. Sewer
446	2682" Dia. Sewer
447	2688" Dia. Sewer
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449	2700" Dia. Sewer
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459	2760" Dia. Sewer
460	2766" Dia. Sewer
461	2772" Dia. Sewer
462	2778" Dia. Sewer
463	2784" Dia. Sewer
464	2790" Dia. Sewer
465	2796" Dia. Sewer
466	2802" Dia. Sewer
467	2808" Dia. Sewer
468	2814" Dia. Sewer
469	2820" Dia. Sewer
470	2826" Dia. Sewer
471	2832" Dia. Sewer
472	2838" Dia. Sewer
473	2844" Dia. Sewer
474	2850" Dia. Sewer
475	2856" Dia. Sewer
476	2862" Dia. Sewer
477	2868" Dia. Sewer
478	2874" Dia. Sewer
479	2880" Dia. Sewer
480	2886" Dia. Sewer
481	2892" Dia. Sewer
482	2898" Dia. Sewer
483	2904" Dia. Sewer
484	2910" Dia. Sewer
4	





## FINDINGS

- c. Evergreen-Middle Tryon mains
  - d. USA interceptors in Bonita Meadows
  - e. expansion of water treatment plant
  - f. major reservoirs: Waluga, Knaus Road, City View, Cook's Butte, Forest Highlands
  - g. pump stations and water mains
15. All major arterial streets and most collectors needed in the Urban Service Area exist; some have capacity deficiencies. Expansions presently underway include Lower Boones Ferry, Oswego Creek Bridge, and State Street.
16. Clackamas County maintains jurisdiction over several streets within the City.
17. The City and County have different standards for public facilities improvements and capacities, and for the level of services necessary for development to occur.

The only mechanism available for resolving the differences is the Planning Area Agreement required by the State.

## FINDINGS

### II. GROWTH MANAGEMENT: IMPACT MANAGEMENT POLICIES

#### A. General Policy I: Protect Natural Resources and Processes

1. Development has caused significant deterioration of natural resources, including:
  - a. soil erosion, siltation and localized flooding
  - b. filling of wetlands and flood plains
  - c. sedimentation of Oswego Lake and canals
  - d. pollution of the Lake by surface runoff carrying oil wastes, fertilizers, pesticides and herbicides
  - e. loss of trees and vegetation
  - f. loss of wildlife habitat and safety
  - g. degradation of air quality
  - h. noise
  - i. loss of esthetic visual qualities
2. Feasible methods exist by which deterioration of natural resources from development can be substantially mitigated or prevented, including:
  - a. site and building design
  - b. construction practices
  - c. street design
  - d. drainage management
  - e. density or intensity of use management to coordinate density with site conditions
  - f. utility design and construction
  - g. landscaping design
3. Substantial natural qualities and character remain which warrant protection during development.
4. The effects of development on natural features often are not confined to the project itself, but also affect adjacent properties or residents.

## FINDINGS

5. The City's subdivision and zoning ordinances do not provide flexibility for site and building design, or require any preservation of natural features.
6. The City's present Planned Unit Development ordinance provides flexibility but contains provisions which discourage its use, especially for small residential projects.
7. The City has had no preservation or conservation program for natural resources.
8. Natural features are perceived as an essential part of the City's esthetic character and are valued as much by residents.
9. The City's natural environment supports property and home values; and conversely, damages to the natural environment can adversely affect values.
10. Substantial information has been collected regarding the natural resources systems of the City which will provide a basis for resource protection policies.

### B. General Policy II: Comprehensive Evaluation of Development

1. New developments create impacts which affect the City's natural environment, public costs and revenues, social and demographic makeup, businesses, physical character, public facilities, and schools.
2. The City's subdivision, zoning, and other development ordinances and review procedures have made coordinated, comprehensive review and evaluation of the impacts of development difficult.
3. The statewide goals and community goals require that the City's plans and implementation methods account for and coordinate the variety of impacts which are associated with land use and development.
4. Most of the residents' concerns over the growth of the City are more specifically related to some or all of the potentially adverse impacts of development.
5. Direct impacts of development are normally related to its density or intensity, but present ordinances do not reflect this relationship.
6. To provide for efficient review, development impacts should be analyzed and resolved as early in the procedure as feasible.
7. Development can be directed positively by the use of incentives and performance criteria.
8. Developmental impacts on the school system affect all residents and are the jurisdiction of the School District.

## FINDINGS

9. The capacities of public services should be analyzed in advance of development, to determine projected needs, and to allow choices of the most practical alternatives between expanding capacity or limiting demand. Once development occurs, alternatives are restricted.

Page 63 missing

## FINDINGS

### D. General Policy IV: Development to Pay Equitable Share of Administrative Costs

1. All developments require review by City staff and boards, and sometimes City Council, to determine their compliance with development regulations and standards.
2. Complete, timely reviews require significant staff time and materials.
3. Notification requirements for reviews have been consistently expanding, increasing the City's costs substantially.
4. The City's reviews benefit development and consumers by assuring safe, esthetic design and execution of projects.

### E. General Policy V: Plan and Program for Adequate Public Services for Future Growth

1. Statewide goals require the City to (a) plan for the coordinated provision of services to the Urban Service Area, (b) provide public services at levels (capacities) necessary and suitable for urban uses, and (c) use capital programming and budgeting to achieve desired levels (capacities) of facilities and services.
2. The City may determine suitable capacities for the public facilities and services which will serve planned land uses.
3. Advance planning of facilities and services will assure that development proceeds in an orderly fashion.
4. The City has experienced a partial moratorium on development, in critically deficient water service areas.
5. Coordination of City services and facilities with development will assure that the most efficient and cost-effective systems are planned and constructed.
6. Advance planning for future demand provides use and cost information necessary to establish equitable user fees and charges for system expansion.
7. Provision of coordinated public facilities and services will allow the annexation of lands in the Urban Service Area and avoid piecemeal development in the unincorporated area.
8. Advance facilities planning allows the City to take advantage of federal and state grant programs for substantial financial assistance.

## FINDINGS

9. In order to coordinate planned land uses with public facilities planning and construction, the City has
  - a. analyzed capacity and condition of the major systems, including water, sewer, streets, drainage and parks
  - b. analyzed projected demand which would be created by land use alternatives
  - c. determined the most feasible alternatives for expansion of systems or changes in land use intensity
  - d. established probable future demand for public services by land use designations in the Comprehensive Plan.

## FINDINGS

9. Coordination of public facilities with planned land uses supports regional planning. CRAG/MSD has used the City's projected land uses and analyses of services as part of its overall regional planning for streets, water, and sewer systems.

### III. GROWTH MANAGEMENT: OVERALL DENSITY POLICY

#### A. General Policy 1: Maintain Overall, Average Residential Density Within Capacities of Planned Public Facilities

1. The City maintains detailed land use information which describes all tax lots (approximately 12,000) in the Urban Service Area, including existing land use, zone, number of dwelling units, and vacant land.
2. The average family size of City households is known and continuously updated.
3. Specific information on land uses and family sizes allows for detailed estimates of present and projected population.

The attached table (Table 1, Population Study) shows the City's dwelling unit count by section as of July 1, 1974. The data is maintained in sixteenth-section (40 acre) units.

Table 2 shows the overall land use distribution as of the same date, in acres.

Table 3 shows vacant land by zoning designation.

Table 4 shows the projected saturation residential development of the Planning Area, prior to the comprehensive plan, based on:

- a. the existing land use patterns
- b. character of existing residential development
- c. lot sizes and ownership patterns
- d. current zoning
- e. past development trends
- f. physical character and terrain
- g. potential park and open space sites
- h. availability and capacity of streets and utilities
- i. existence of hazards
- j. special features, such as Willamette Greenway



TABLE 1

EXISTING\* RESIDENTIAL UNITS AND ESTIMATED EXISTING POPULATION  
FOR THE LAKE OSWEGO PLANNING AREA

SECTION NUMBER	AREA IN ACRES	SINGLE FAMILY		MULTI FAMILY		TOTAL POPULATION
		# OF UNITS	POPULATION	# OF UNITS	POPULATION	
2	204	110	332	-	-	332
3	650	785	2370	386	900	3270
4	657	378	1140	-	-	1140
5	626	510	1540	357	832	2372
6	642	251	758	-	-	758
7	651	605	1827	25	58	1885
8	648	517	1561	47	110	1671
9	597	295	890	-	-	890
10	660	1047	3160	274	638	3798
11	124	65	196	120	280	476
14	365	57	172	-	-	172
15	611	140	423	-	-	423
16	643	305	921	-	-	921
17	647	776	2344	-	-	2344
18	616	690	2084	65	152	2236
19	298	298	900	-	-	900
20	306	70	211	-	-	211
21	218	24	73	-	-	73
Mult. Co.	312	37	111	273	636	747
Wash. Co.	79	3	9	-	-	9
TOTALS	9554	6963	21,022	1368	3606	24,628

Note: This represents the existing number of residential units counted as of July 1, 1974. The estimated existing population inside the Lake Oswego City Limits as of July 1, 1975 is approximately 19,400, based on a determination by the Portland State University Center for Population Research and Census. This figure is subject to change, depending on the results of a survey to be conducted by the Population Research

TABLE 2

Table 2 presents an acreage breakdown by type of land use for each section in the Planning Area. Developed land is broken down into the following categories:

- Single Family Residential
- Duplex
- Multi-Family Residential
- Commercial
- Industrial
- Streets
- Public and Semi-Public

Acreage of Vacant Land is also shown.

TABLE

EXISTING LAND USE PATTERN LAKE OSWEGO PLANNING AREA\*

Type Of Use

SECTION NUMBER	SIN. FAM. RESIDENTIAL	DUPLEX	MULTI FAM. RESIDENTIAL	COMMERCIAL	INDUSTRIAL	STREETS	VACANT	SEMI-PUBLIC	PUBLIC & SEMI-PUBLIC	TOTALS
2	106	-	-	-	45	18	28	6	6	204
3	250	3	8	29	6	138	189	28	28	650
4	223	-	1	-	4	59	232	137	137	657
5	125.5	2.5	17	17.4	1.1	69	231.5	161	161	626
6	61	-	-	-	-	53	527	.9	.9	642
7	262.8	-	2	15.7	1.7	69.5	299.1	-	-	651
8	226.9	-	5.1	17.2	15.5	69.8	287.8	26	26	648
9	123	-	-	-	12	48	408.6	5.3	5.3	597
10	265.6	0.8	13.9	16.7	15.3	119.7	189.5	38.2	38.2	660
11	41.9	-	7.8	-	27.6	12.2	27.3	6.9	6.9	124
14	41.1	-	-	-	-	26.3	297.4	-	-	365
15	51.8	-	-	-	-	45.9	512.4	.6	.6	611
16	144.4	-	-	-	-	74	338	86.6	86.6	643
17	230.99	-	-	-	-	74.47	339.80	1.63	1.63	647
18	217	3.9	5.2	1.3	61.7	69.6	225	32.1	32.1	616
19	109.5	-	-	-	-	-	178.9	9.6	9.6	298
20	30.8	-	-	-	-	20	254.7	.2	.2	306
21	15	-	-	-	-	9.4	192.3	-	-	218
Co.	7.4	.5	28.7	-	-	21.6	249	5.5	5.5	312
Co.	13.2	-	-	-	36.3	1.5	28.3	-	-	79
ALL	2548	11	89	98	226	999	5036	547	547	9554**
TOTAL	26.8%	0.1%	0.9%	1.0%	2.4%	10.5%	52.7%	5.6%	5.6%	100%

11 figures are in acres. Rounding effects cause figures not to total exactly  
 \*\* 5100 acres in city limits.  
 4454 outside city limits.

TABLE 3

Table 3 breaks down the total vacant land in the Planning Area by the type of existing zoning designation. The number of acres inside the Lake Oswego city limits and the number of acres outside the Lake Oswego city limits is also shown.

TABLE 3

VACANT LAND ANALYSIS BY EXISTING ZONING DESIGNATION\*

SINGLE FAMILY  
RESIDENTIAL

In Lake Oswego City Limits		Outside City Limits	
ZONE	ACRES	ZONE	ACRES
SR-10	213.1	R-7.5	154.08
R-15	31.5	R-8.5	79.63
R-20	27.2	R-10	350.58
R-10	264.0	R-20	1383.4
R-7.5	483.0	R-30	717.56
WR	1.3	Subtotal	2685.3
PUD	79.5		
Subtotal	1099.6		

DUPLEX AND MULTI-  
FAMILY RESIDENTIAL

DR-3.75	-		
DR-3	-		
DR-2.5	-	MR	0.9
MR-2	-		
LMR	-		
PUD	264.0		
Subtotal	264.0		

COMMERCIAL

GC	2.3	C	0.30
CC	2.5		
NC	0.2		
PUD	20		
Subtotal	25.0		

INDUSTRIAL

M	0.9	M	56.0
MP	43.5		
Subtotal	44.4		

PUBLIC AND SEMI-PUBLIC

747.5\*\*

112.3

TOTALS

2180.5

+

2854.8 = 5035.3

57%

The Lake Oswego Physical Resources Inventory will contain detailed information on all physical characteristics of vacant land in the Planning Area.

TABLE 4  
ESTIMATED SATURATION POPULATION LEVELS FOR THE LAKE OSWEGO PLANNING AREA\*

Section Area #	SINGLE FAMILY										MULTIPLE FAMILY						TOTALS			
	EXISTING					SATURATION					EXISTING			SATURATION			SATURATION POPULATION			
	UNITS	POP.	UNITS	POP.	UNITS	LOW	HIGH	UNITS	POP.	UNITS	POP.	UNITS	POP.	UNITS	POP.	UNITS	POP.	LOW	HIGH	PROB.
2	204	110	332	118	356	133	402	-	-	-	-	-	-	-	-	-	356	402	370	
3	650	785	2370	375	2623	689	2080	386	900	404	941	816	1901	-	-	-	3584	3991	3538	
4	657	378	1140	721	2177	998	3074	-	-	-	-	-	-	-	-	-	2177	3014	2598	
5	626	510	1540	880	2658	1151	3476	357	832	1046	2437	1220	2843	-	-	-	5095	6319	5700	
6	642	251	758	1509	4557	1906	5756	-	-	109	294	566	1319	-	-	-	4811	7075	6294	
7	651	605	1827	1168	3527	1143	3452	25	58	125	291	550	1282	-	-	-	3818	4734	4131	
8	648	517	1561	749	2262	662	2000	47	110	231	538	1049	2444	-	-	-	2800	4444	3428	
9	597	295	890	660	1995	782	2362	-	-	-	-	-	-	-	-	-	1993	2362	2126	
10	660	1047	3160	1158	3497	1152	3480	274	638	293	683	450	1049	-	-	-	4180	4529	4360	
11	124	65	196	80	242	80	242	120	280	220	513	240	559	-	-	-	755	801	801	
14	365	57	172	129	390	303	915	-	-	-	-	100	233	-	-	-	390	1148	780	
15	611	140	423	566	1709	857	2588	-	-	-	-	-	-	-	-	-	1709	2588	1845	
16	643	305	921	671	2026	1051	3174	-	-	-	-	-	-	-	-	-	2026	3174	2795	
17	647	776	2344	1392	4204	1675	5058	-	-	-	-	-	-	-	-	-	4204	5058	4517	
18	616	690	2084	1070	3231	1350	4077	65	152	-	-	-	-	-	-	-	3231	4077	3600	
19	298	298	900	468	1413	482	1456	-	-	-	-	-	-	-	-	-	1413	1456	1450	
20	306	70	211	142	429	253	764	-	-	-	-	-	-	-	-	-	429	764	548	
21	160	24	73	50	151	68	205	-	-	-	-	-	-	-	-	-	151	205	185	
Mu. Co.	312	37	111	281	849	281	849	273	636	1921	4475	1921	4475	-	-	-	5324	5324	5324	
La. Co.	79	3	9	3	9	3	9	-	-	-	-	-	-	-	-	-	9	9	9	
TOTAL	9496	6963	21,022	12,690	38,323	15,019	45,359	1,547	3,606	4,349	11,132	6,912	16,105	-	-	-	48,455	61,464	54,199	*

TOTAL EXISTING POPULATION = 24,628

\* Planning Area Boundary Defined On Map In Text; Saturation Assumptions Described In Text

\*\* "PROB." is Most Probable Population In The High/Low Saturation Range

FINDINGS

5. The CRAG Interim Population Projections are shown for comparison. The City projected a potential population of 54,000 for the same area and time period for which CRAG projected 49,000.
6. No regional-growth land or population targets, allocations, or definitions of need were established during the City's comprehensive planning.
7. Existing net residential density in Lake Oswego Urban Service Area as of July 1, 1977 was 9.7 persons/acre.

Single-Family	7,246 d.u.	2,628 acres	22,897 persons
Multi-Family	2,501 d.u.	228 acres	4,802 persons
TOTAL	9,747 d.u.	2,856 acres	27,699 persons

8. Single-family units constituted 74% of the total U.S.A. housing stock; multi-family, 26%, as of July 1, 1977.
9. Under the Comprehensive Plan density ranges, and at current household sizes, the probable future density of the City at full development would be:

	<u>Acres</u>	<u>Units</u>	<u>Persons</u>
Single-Family	3,871	11,056	34,605
Multi-Family	521	6,391	11,120
TOTAL	4,392	17,447	45,725

The average net density would be 10.4 people/net developed residential acre.

10. The high projection for full development of the Urban Service Area would be:

	<u>Acres</u>	<u>Units</u>	<u>Persons</u>
Single-Family	3,715	11,015	34,477
Multi-Family	678	8,646	14,900
TOTAL	4,393	18,962	49,377

The average density would then be 11.2 people/net acre.

11. At probable projected full development, single-family units would comprise 63% of the total housing stock; multi-family, 37%.

The City has no control over the choice of building types made by developers. Market demand will be a major factor in determining the housing unit.

12. If household sizes increase, as is probable given sharply rising housing costs, the total population at full development will increase accordingly.

## CRAG Interim Population Projections

The Columbia Region Association of Governments (CRAG) has recently completed a set of population projections intended to serve on an interim basis until new projections can be prepared, based on adopted land use plans. The CRAG interim projections are based on the 1990 population projections by county and traffic zone\* used by CRAG's Transportation Division for preparing the regional "Interim Transportation Plan". The projections used in the transportation plan were based on revised "Governor's Task Force Transportation Projections" which were used in the transportation study prepared by the Governor's Task Force on Transportation during 1974.

The CRAG study provides interim population projections for counties, census tracts and traffic zones, for the years 1985, 1990 and 2000. For comparative purposes, the interim CRAG projections for the Lake Oswego Planning Area are shown below, broken down by census tract. These are preliminary and subject to revision.

	YEAR				
	<u>1970</u>	<u>1975</u>	<u>1985</u>	<u>1990</u>	<u>2000</u>
Census Tract 201	3,729	4,118	5,100	5,500	6,350
Census Tract 202	4,844	5,170	5,850	6,200	6,800
Census Tract 203	3,872	6,138	9,050	10,650	14,100
Census Tract 204	7,799	9,451	10,350	10,850	11,950
Census Tract 205 <sup>1/</sup>	2,520	2,830	3,740	4,220	5,375
Mult. Co. (Mt. Park) <sup>2/</sup>	---	750	2,000	2,700	4,300
TOTAL	22,764	28,457	36,090	40,120	48,875

<sup>1/</sup> Figures in table represent only 39.8% of total for census tract 205. This is the proportion of the 1970 population in census tract 205 which lived within the Lake Oswego Planning Area.

<sup>2/</sup> CRAG interim projections could not be broken down for the Multnomah County portion of the Lake Oswego Planning Area. Figures in the table for Multnomah County are based on an estimate by the Lake Oswego Planning Department of future development in the Mountain Park P.U.D. in Multnomah County.

\* Counties were broken down into sub-areas called traffic zones for the purpose of regional transportation studies.

FINDINGS

- 13. If Indian Hills becomes part of the Urban Service Area, at least 2,400 persons would be added to the total population. Lake Oswego is highly likely to absorb Indian Hills as the logical service provider, if health hazards are created by subsurface disposal failures.
- 14. As of July 1, 1977, the Urban Service Area contained approximately 1,400 buildable lots, of which 975 had received approvals and full services.
- 15. For the Street Systems Analysis, Phase I, the population projected for the Urban Service Area at full development was 50,100.
- 16. The maximum projected population of the Urban Service Area upon which the water system expansion plans have been based was 55,000. This was intended to be a conservative estimate to provide a margin of safety in estimating potential water need.
- 17. The capacity of new reservoirs, pumping and distribution lines in each water pressure zone has been designed based on projected residential services, in accordance with the draft Comprehensive Plan.
- 18. The maximum projected population of the Urban Service Area for the two basic sewer service basins (Tryon Creek/Oswego Lake and Unified Sewerage Agency/Bonita Meadows) was:

Oswego Lake Basin	48,000
Bonita Meadows	<u>9,800<sup>1</sup></u>
	57,800

(The projection of 48,000 was determined by the City's engineering consultants to be a highest possible maximum residential development. It assumes substantial redevelopment, high densities and much less commercial, industrial, and park areas than the Comprehensive Plan designates.)

- 19. School District No. 7 has based its expansion plans, including construction of two new elementary schools in 1980, on the Comprehensive Plan land use and population distributions and projections.
- 20. The designs of several facilities, such as Lower Boones Ferry Road, Kerr Road, new collector streets, and the Library, have been based on demand and projected population in accordance with the Comprehensive Plan.

## FINDINGS

21. A straightforward indicator of growth is helpful to the community at large to evaluate the City's development relative to the Comprehensive Plan.
22. An overall average net residential density of 10.7 persons/net acres, which was near the average in the Urban Service Area in July, 1976, would allow at full development a population of about 47,500. This population is within the range allowed by the land use densities designated in the plan.

The overall average net residential density is a helpful conceptual measure of the City's overall achievement of its land use densities, but the densities themselves are determined as the result of extensive analysis of physical, environmental, social, and economic conditions.

23. The land use densities in the Comprehensive Plan are the product of extensive consideration and coordination of the City's needs to accomplish multiple objectives in accordance with statewide goals, including:
  - a. environmental conditions and preservation of natural resources
  - b. capacities of public facilities and costs of expansion
  - c. accommodating growth
  - d. fiscal impacts of development, to keep operating and capital costs
  - e. providing housing, employment opportunities and economic development
  - f. maintaining community identity and aesthetics

### B. General Policy III: Allocate Densities According to Land Suitability and Facilities Capacity

1. The density allowed on any particular site cannot be precisely determined without additional specific information regarding the site itself, surrounding land uses, public facilities, and the proposed site plan itself.
2. The Comprehensive Plan density designations need to allow some flexibility to allow judgments of specific sites and proposals, while maintaining a maximum possible density, to assure that overall growth and development remain in scale with planned facilities.

## FINDINGS

3. The analyses of capacities of the street, sewer, and water systems contain many variables which are subject to change over time, especially affecting particular parts of the system such as individual streets, intersections, accesses, mains, and so on. To allow for uncertainties, methods of adjusting land use intensities to avoid overloading public facilities is needed.
4. The City's existing site development review procedures need to be modified to include standards for appropriate densities and site layout.
5. The land use and density designations in the plan provide a reasonably probable basis for determining public facilities capacity needs and planning, financing and constructing facilities accordingly.

FINDINGS

IV. GROWTH MANAGEMENT: INTERIM GROWTH RATE POLICIES

A. General Policy I: Carry Out an Interim Growth Rate Policy to Assure Comprehensive Plan Implementation

1. Upon adoption of the Comprehensive Plan, the City is expected to experience a substantial increase in development requests.
2. Preparation of plan implementation measures requires lengthy procedures because of time needed for drafting and research, public review and consideration, revision, legal reviews and Council action.
3. Comprehensive Plan implementation measures include at minimum:
  - a. preparation of new development and zoning ordinance
  - b. capital program and budget
  - c. new administrative procedures
  - d. parks and open space acquisition program
  - e. City/County agreement
  - f. other new methods, such as formation of new citizen advisory boards
4. A principal implementation measure, an agreement with Clackamas County, cannot be scheduled or programmed by the City alone.
5. The City must have sufficient resources to develop plan implementation measures, in addition to providing reasonably timely development reviews.
6. The City will begin to apply the Comprehensive Plan policies upon adoption, requiring immediate revision of administrative procedures.
7. Development should be able to continue under the Comprehensive Plan policies.

B. General Policy II: Designation of Study Areas

1. Certain parts of the Urban Service Area may require special information and planning procedures because of their unique character or circumstances, in order to plan for them properly.

## FINDINGS

2. The City needs a means of carrying on special studies or planning for areas which require particular consideration in addition to the normal comprehensive planning process.
3. The Marylhurst campus consists of three institutions for which planning of the future use of vacant land is of critical importance to their character, function and financial health.
4. The continued existence and security of the Marylhurst institutions is an educational, social and esthetic benefit to the City of Lake Oswego's residents.
5. The Marylhurst institutions have demonstrated a commitment to long-range planning for the campus.

### V. GROWTH MANAGEMENT: BENCHMARK GROWTH RATE

#### A. General Policy 1: Allow an Overall Increase in Population From Newly Approved Development of Not More Than 5300 People During the Five Years Following the Adoption of the Comprehensive Plan

1. The City and County must fully support and carry out the growth management policies. If, for whatever reason, they are unable to do so, some of the growth management objectives may not be achieved.
2. Some of the growth management policies may be attacked through litigation and their application held up or eliminated.
3. Future public support of bond issues required for capital facilities, however much needed, is not assured.
4. Future unanticipated problems, caused by growth may emerge which require a community response. Community responses in the form of planning while meeting LCDC requirements for citizen involvement and methods requires an unpredictable amount of time.
5. There may be inaccuracies in present predictions of public facilities capacities and adjustments, either in the form of land use changes or providing additional capacity, may be needed. The latter could create substantial budgeting problems.
6. It is entirely possible that development proposals which essentially meet growth management objectives may increase at a rate which would cause serious administrative problems. Pressures brought by developers are understandable, but create a tendency to cut corners to speed approval.

## FINDINGS

7. The City has an accumulated need, documented in many studies, for capital facilities including streets, traffic improvements, public safety buildings, water system expansion, drainage improvements, library expansion, parks, open space areas and other needs.
8. Residential development which has been approved but unconstructed as of the time of Comprehensive Plan adoption will accommodate an equivalent population very conservatively estimated at 4400 persons. (This development is exempted from the Benchmark policy.)
9. The historic average growth rate of the City has been 4.7% per year. A five-year population increase of 5300 would be equivalent to a continuation of the average growth rate, in addition to exempted developments.

## VI. NATURAL RESOURCES ELEMENT - AIR QUALITY POLICIES

### A. General Policy I: Cooperate With Federal, State and Regional Agencies

1. The federal Environmental Protection Agency (EPA) has established national ambient air quality standards (NAAQS) for the six most common air pollutants: carbon monoxide, sulfur-dioxide, photochemical oxidants, nitrogen-dioxide, reactive hydrocarbons, and suspended particulates.
2. The Oregon Environmental Quality Commission (EQC) has adopted the most stringent national air quality standards for these six pollutants as State of Oregon air quality standards. EQC has also retained its own state standards on three additional air pollutants: particle fallout, lead, and calcium oxide as suspended particulate and particle fallout.
3. The Oregon Department of Environmental Quality (DEQ) enforces the national and state air quality standards in the Portland metropolitan area (the Portland-Interstate Air Quality Control Region).
4. DEQ is devising by 1977-78 an official plan to meet and maintain the NAAQS in the Portland metropolitan area.
5. DEQ regulations requiring Indirect Source Permits for certain land uses apply to the Lake Oswego Urban Service Area.

## FINDINGS

### B. General Policy II: Consider Air Quality When Making Land Use and Facility Decisions

1. Although federal standards for suspended particulates were met in Lake Oswego on an annual average in 1974, to date they have not been consistently met here on a day-to-day basis. Federal standards for photochemical oxidants have also not been met within the past year in the Lake Oswego area.
2. In Lake Oswego, state air quality standards for particle fallout and calcium oxide as particle fallout are not met 10 out of 12 months of the year.
3. Prevailing winds bring pollutants to Lake Oswego from the Portland metropolitan area during the summer and from Oregon City during the winter.
4. Smog drifting south from the densely populated Portland metropolitan area appears to increase concentrations of photochemical oxidant in the Lake Oswego area. Prevailing summer winds add industrial pollution from sources north of Portland.
5. Frequent air stagnation strongly affects pollutant concentrations in the Portland metropolitan area of which Lake Oswego is a part. Thermal inversions and low wind speeds exist 84% of the days of the year.
6. Under certain weather conditions, airborne emissions from industries close to or in Lake Oswego appear to increase local particulate concentrations of both types -- particle fallout and suspended particulates. Particulate levels are generally greatest near the Oregon Portland Cement plant.
7. DEQ monitoring of air quality from 1970-74 at Lakewood School indicated that Federal secondary standards were not met on the average during three of the five years. Oregon state standards for particulate matter and calcium oxide have been consistently exceeded from 1960 to 1974.
8. Certain streets will have traffic volumes projected to generate pollutants in excess of standards.
9. Major destinations in the City, including existing and future schools, parks, high density residential concentrations, commercial areas and employment concentrations can be served by an intra-city transit system.

## FINDINGS

### VII. WILDLIFE HABITAT POLICIES

A. General Policy I: Manage Public Lands to Protect Wildlife Habitat

B. General Policy II: Development of Private Lands

1. The public owns several land parcels which provide wildlife habitat, particularly Tryon Creek Park, the Iron Mountain property, Bryant Woods, Springbrook Park, Cook's Butte, Waluga Park, and Waluga Reservoir, and River Run Park as well as substantial street right-of-way which has grown into brush and shrubs.
2. Wildlife provides part of the beauty, identity and character of the community and is valued by its residents.
3. 128 species of resident and migratory birds have been observed in Lake Oswego, 58 of which are abundant. Five fur-bearing mammals (raccoons, otters, mink, muskrats, nutria), 22 small mammal species (beaver, fox, rabbit, skunk, weasel, etc.), nine reptiles and amphibians and 15 types of fish have also been observed. Occasionally deer have been observed.
4. Wildlife in the area is diminishing because of:
  - a. loss of cover and breeding grounds
  - b. pollution of air and water
  - c. filling and/or drainage of wetlands and marshy areas and covering of streams
  - d. loss of food-producing plants
  - e. domestic animals, especially dogs and cats
  - f. harmful wastes, especially in the waterways
  - g. human activities
5. Eight distinct types of habitat still exist in the area:
  - a. lakes and ponds
  - b. streams and riparian vegetation
  - c. mixed coniferous woodland
  - d. mixed deciduous hardwoods
  - e. swamp and marsh

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- f. irrigated agricultural land
  - g. pasturelands
  - h. parks and residential areas
6. Habitat can be preserved by City action and by regulation of development. Small, diversified habitats can be very beneficial to wildlife survival.
  7. Wildlife benefits the community in many ways, such as pest and insect control, seed dispersal, decomposition, weed control and pollination.
  8. The interdependencies between man and the natural environment are not well understood, so that alteration, damage, and removal of natural areas carries some unmeasurable risks to human well-being.

## VIII. DISTINCTIVE NATURAL AREA POLICIES

### A. General Policy 1: The City Will Preserve the Wooded Character and the Natural Functions of Tree Stands

1. The Lake Oswego survey area is cooler, moister than the Willamette Valley generally, more like the foothills of the Coast and Cascade Ranges. Three natural eco-systems are found:
  - a. Oak madrone; typical of drier uplands, often with an understory of poison oak.
  - b. Douglas-Fir; western hemlock, western red cedar; widespread in moist but not wet areas. Vine maple, salal, sword fern, huckleberry, wild ginger and trillium are the understory.
  - c. Cottonwood, willow, ash; on wetlands and flood plains, in association with sedges and scattered cedars.
2. An exception of considerable biological and botanical significance is the oak-ash forest, known as "Kruse Oaks", where dry-loving oaks grow in combination with moisture-loving ash, in almost year-round water. The oldest trees are 150 years of age, perhaps approximating the last Indian burnings to maintain open land. Earliest farms in the area may have occupied the original grasslands kept open in this manner.
3. Historical evidence and physical traces predicate an extensive, original forest of Douglas-Fir, hemlock and cedar, which was

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logged over at an early date. Heavy cutting of fir was made during the last half of the 1800s and into the 20th century for charcoal production for iron smelting. Road building and clearing of track rights-of-way advanced the alteration that logging, mining and fire had begun.

4. Urban development, after Oswego was platted, continued the tree cutting and added the new dimension of introduced ornamental and exotic species to compete with native vegetation. However, a number of natural areas, of significance as genetic reservoirs, still exist, as well as certain unique, local plant communities.
  5. Trees provide food and protection for wildlife and other plant species.
  6. Trees play an important role in creating and protecting soils from erosion, and absorbing rainwater into the ground.
  7. Trees buffer against noise and absorb air pollutants, especially particulate matter.
  8. Trees temper summer heat, maintain air humidity, return oxygen to the atmosphere and deciduous trees allow winter sun to light and warm buildings.
  9. Trees provide the basic esthetic character of the City and are essential to its attractive visual beauty and livability, which in turn add to the economic value of property and residences.
  10. The Tree Ordinance has provided some protection to trees, especially during new construction. The ordinance is difficult to enforce.
  11. Consideration of trees at the earliest phases of site analysis and design would encourage better preservation of existing trees.
  12. Existing ordinances, especially the subdivision regulations sometimes restrict site planning and street and lot layouts that will preserve trees.
  13. Trees and groves are valued by the community's residents.
- B. General Policy II: Encourage Preservation of Distinctive Areas and Endangered Plant Species
1. Distinctive Areas were nominated on the basis of field observations of the entire Planning Area made by residents,

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whose maps and records are on file at City Hall.

2. Nominated sites are special places which were often identified by residents for other reasons, such as wildlife habitat, stream banks, erodable slopes, ponds, marsh, pasture and tree groves.
3. Procedures do not exist by which the Distinctive Areas can be preserved as development occurs. Some ordinances discourage site planning which will preserve such features.

### C. General Policy III: Explore Acquisition of Distinctive Areas

1. The larger Distinctive Areas could most effectively be preserved through public acquisition.
2. Several Distinctive Areas meet the criteria for public open space, such as Tualatin River banks, Old River Road, Iron Mountain Creek, Marylhurst slopes, Springbrook Creek, Lost Dog Creek, Frog Pond, Upper Ball Creek, Kruse Oaks, Bergis Road Ravine, Springs west of West Bay, Blue Heron Creek, fir grove on Summit Drive, fir grove south of Abelard, and several other tree groves.
3. The assistance of residents in identifying and assisting in the preservation of Distinctive Areas is necessary to supplement other public resources.

## IX. POTENTIAL LANDSLIDE AREA POLICIES

1. A detailed soils survey of the Planning Area was completed by the Soil Conservation Service in 1975. The survey described soil properties, including depth, drainage characteristics, permeability, texture, shrinkswell potential, depth to water table, flood hazard, composition, and several other characteristics.
2. The SCS also provided interpretations as to the capacities and limitations of each soil series for land uses, including foundations, sub-surface disposal, roads, and waterways, as well as agricultural woodland and wildlife suitability.
3. The detailed soils survey maps are suitable for general land use planning, but specific sites may require further engineering investigation of particular properties. Soil map units may contain up to 15% inclusions of other soils also requiring on-site inspection to confirm characteristics for specific site planning decisions.

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4. The Lake Oswego Planning Area contains a very wide variety of soils, ranging from sandy loams through silty loams to mucky clays and solid rock outcrops. These soils have a similarly wide variety of structural characteristics. Several of these characteristics may limit the types of structures which can be placed on the soil, such as bedrock at or near the surface, hard pans, permeability to water, erodability, and shrinkswell potential.
5. Certain of these soils, if improperly developed, can create hazards including landslides, severe erosion, failures of foundations or other structures, and drainage and flooding problems.
6. The SCS evaluates these potential hazards as ranging from ones which may be eliminated through construction techniques to those which appear to be so severe as to preclude safe development.
7. The Engineering Geology maps and evaluations are based on:
  - a. soils information from the SCS survey
  - b. quarter-section mapped information from volunteers
  - c. soil and rock samples and field survey information acquired by the Geology Task Force
  - d. mapped locations of surface water and ground water areas
  - e. staff observations of soil problem areas
  - f. field investigation by an engineering geologist.
8. The Engineering Geology maps characterize soil units differently from the Soil Conservation Service, concentrating on major properties which affect human use of the land. The potential natural instability of hillside areas can be complicated and increased by use and construction including:
  - a. over-steepening and removal of support of slopes through excavation for roads, parking areas, and buildings
  - b. placement of weight, such as fills and structures on slopes

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- c. development on ancient and active landslides
  - d. increased erosion caused by vegetation removal
  - e. over-saturation of soils by sprinkling, irrigation, surface water runoff, and blockage of ground water flows
  - f. vibrations introduced by blasting and pile driving.
9. As of the date of adoption of the Comprehensive Plan, no information was available from the State geologists regarding the structure or characteristics of soils or underlying geology in the Lake Oswego Planning Area.
  10. The City has had no systematic record keeping or mapping of known landslide or erosion areas, except for those with which staff have been familiar.
  11. The City's existing development standards have not required site investigation for ground hazards nor construction practices to avoid worsening ground problems. City staff have, in the past, advised developers of potential risks.
  12. If development were approved in an area of known potential ground hazards, the City might be liable to subsequent damages to property caused by such hazards.
  13. The areas shown on the Engineering Geology map as having high potential hazard for landslides and erosion are also primarily located in steep hillsides where cutting, filling, and removal of vegetation may have impacts not only on the soils but on the vegetation and the aesthetic appearance of the area as well. As stated in other policies, the City wishes to minimize the potential deterioration to natural features of sites.
  14. The City can use a combination of methods to assure that potentially hazardous sites are developed safely, including:
    - a. on-site field investigation and conformation of degree of hazard present
    - b. managing density designations in the Comprehensive Plan so that intensity of use is related to potential degree of hazard
    - c. requiring design and construction techniques which mediate or overcome potential hazards

## FINDINGS

- d. site planning procedures which encourage location of structures and improvements away from hazardous areas, which is not allowed under present subdivision or zoning ordinance regulations.
- e. restricting building and improvements from areas of confirmed hazards where other alternatives to eliminate risk are not feasible.

### X. NATURAL RESOURCES ELEMENT - NOISE POLICIES

#### A. General Policy 1: Cooperate With Federal, State, and Regional Agencies

1. Noise is a public health hazard, both physically and psychologically.
2. Noise surveys indicate that some unacceptably high levels exist at present in the City, and that there are also healthful, quiet areas to be preserved.
3. Noise is relatively unregulated in the City at present.
4. There can be considerable economic and social consequences to a lack of regulation of noise which result in costs born by citizens.
5. There are feasible techniques for controlling noise problems as they exist in Lake Oswego.
6. The present Lake Oswego city code for automobile, muffler, and noise nuisances have no acoustical criteria and are, therefore, extremely difficult to enforce.
7. City's present performance standards for noise from commercial and industrial zones are technically obsolete, unnecessarily strict, and unenforced.
8. The present commercial and industrial noise standards are unrealistically stringent, being equal to the DEQ quiet area standards recommended for such places as wilderness or wildlife breeding areas.
9. The Oregon DEQ regulates noise from motor vehicles, industry, and commerce. DEQ does not regulate local noise problems.
10. Noise impacts are potentially more severe as higher densities of population create more noise generating sources and more population to be affected by them.

## FINDINGS

11. The City has not received a significant level of complaint about noise problems, with the exception of residences near certain industrial areas.

### B. General Policy II: The City Will Consider Noise Control in Land Use Planning

1. Feasible techniques for the control of noise include:
  - a. design, construction, and insulation of structures to reduce noise levels
  - b. blocking noise from sources through use of berms, walls, trees, and orientation of structures
  - c. reducing noise levels at the source through control of muffling of engines, building enclosures, and other such techniques.
2. Some of these methods are best applied at the time that decisions are being made regarding the location of roads and building improvements, as well as during the design phases.

## XI. ENERGY CONSERVATION POLICIES

### A. General Policy I: Work With Federal, State, and Regional Agencies to Promote Energy Conservation

1. The State of Oregon sets the energy standards for building construction through the Uniform Building Code.
2. The State controls the use of taxation incentives to encourage weatherizing of existing structures.
3. The State controls the characteristics of the regional freeway and State Highway 43, two of the City's principal traffic carriers.
4. Tri-Met, the regional transportation agency, controls the routing, scheduling, and other features of the regional transit network.
5. Local governments need expertise available at regional and state levels to provide technical assistance and research to develop practical energy conservation methods.
6. The State Public Utilities Commission controls the rate structure, and to a large degree, the supply of energy to Lake Oswego.

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### B. General Policy II: Encourage Energy Conservation Through Land Use Planning, Building, and Design Review

1. 33% of all energy is used in buildings.
2. 80% of residential energy is used for space heating and hot water heating.
3. Present construction methods and designs are generally energy inefficient.
4. Insufficient consideration of energy efficiency is given to construction planning and site location.
5. Proper site location for solar exposure, orientation of windows and use of landscaping can help to optimize energy efficiency, prior to consideration of building design and construction.
6. Numerous practical techniques of building design, construction, insulation, glazing, heating, lighting, and cooling techniques now exist through which substantial energy can be conserved.
7. High density or multi-plex building design reduces the amount of energy needed in site development by reducing the amount of street and utility line footage needed, while maximizing usable open space areas.
8. Higher density development can be more efficiently served by mass transit.
9. Provision of a variety of employment opportunities, commercial needs, and cultural and recreation opportunities locally can substantially reduce the need for automobile travel.
10. Grouping or clustering public facilities, such as library, civic center, and recreation facilities can provide for shared use of facilities and reduction of auto travel.
11. The City's present subdivision and zoning ordinance discourage site planning and building designs which would be more energy efficient.
12. The costs of all forms of energy are expected to continue a relatively rapid price rise for the foreseeable future.
13. The use of household space heating energy, and the cost of energy supplies, affect the older dwellings in the City disproportionately.

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14. Leap-frog development patterns encourage additional use of automobile travel.

### C. General Policy III: Promotion of Domestic Efforts

1. Within existing buildings and activities, the voluntary efforts of occupants can have the greatest impact on energy conservation.
2. The City's past water rates have reduced charges for water as more was consumed, a practice which encourages consumption.
3. Substantial amounts of energy are lost through the disposal of solid wastes.
4. The City has the opportunity in the design of its new facilities, in the operation of its present buildings, and in operation of its vehicle fleet, to set good examples for energy conservation.
5. A very significant potential for energy conservation exists through separation of household wastes and their recycling.

### D. General Policy IV: Promotion of Energy Conservation in Construction Practices

1. Technological improvements in space heating, especially by solar energy, are taking place at a rapid rate.
2. Developers and builders normally require specific information regarding energy conservation techniques before they find them practical and feasible to apply.
3. The City, through its review procedures, can act as a conduit for current practical information to those using it in building design and construction.
4. Future use of alternative energy sources, such as solar panels, will depend partly on City ordinances allowing and/or restricting their use.
5. There is little information regarding the installation or other energy considering features in existing structures, but it is safe to assume that much of the City's housing stock was built before energy conservation became a community concern.
6. The City's new construction offers the opportunity to assure that buildings will be designed and built to provide for long term reductions in energy needs.

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### E. General Policy V: Encourage More Efficient Transportation

1. The transportation system in the Portland metropolitan area is, at present, totally petroleum dependent.
2. The development pattern of the region encourages the use of private automobiles.
3. Historically, the rate of use of the private automobile in this region has been increasing.
4. While mass transit ridership has increased in the region, this has not offset the rate of private vehicle energy consumption.
5. Street congestion reduces speeds and operating efficiencies of vehicles, increasing their rate of consumption of fuel.
6. Approximately 36% of the energy consumed in Oregon is used for transportation purposes. Of this, private automobiles use approximately 84%, or 30% of the total energy used for transportation.
7. About 60% of all automobile trips are 2½ miles or less in length, that is, for local around town transportation.
8. Urban travel is inefficient because of the low occupancy rates in automobiles and low mileage achieved in intra-city driving.
9. Automobile travel is perceived as being far more convenient than public transportation at the present time.
10. Automobile travel is generally perceived as being less expensive as well, primarily because major automobile costs are not seen as out of pocket expenses.
11. The City lacks alternative transportation to the automobile, especially for those who are unable to use autos: those under sixteen, some elderly people, the handicapped. The City's development pattern would allow a system of bike and pedestrian trails to connect major destination points, such as commercial areas, schools, parks, high density residential areas, and other public facilities.
12. The City lacks walkways and bikeways to encourage walking and cycling within the City. Cycling and pedestrian safety is a major constraint on the use of these methods of transportation.
13. It is possible through the City's land use planning to designate land uses, densities, and intensities of use which will be supportive of an intra-city transit system as the City approaches full development.

## FINDINGS

### XII. SOLID WASTE POLICIES

#### A. General Policy 1: Cooperate with Federal, State, and Regional Agencies

1. The MSD has the principal responsibility for solid waste disposal and recycling in the Portland metropolitan area.
2. The metropolitan region is rapidly approaching a crisis in solid waste disposal.
3. Present methods of solid waste disposal in the region result in substantial waste of energy used to produce materials which are disposed of instead of reused.
4. Presently, most sources of solid waste, especially residential ones, mix wastes, making it extremely difficult to re-separate them for recycling and reuse. Source separation offers a proven means to save energy through efficient recycling.
5. Relatively large amounts of energy can be saved through recycling. For example, the Oregon Bottle Bill saves approximately 1400 billion btu's of energy annually, equivalent to the average Oregon home heating needs of 12,000 dwelling units, or the population of a residential community of approximately 50,000 people.
6. Small scale recycling efforts have been successful in Lake Oswego for a number of years.
7. The City's franchise for solid waste collection can allow the City to encourage source separation.
8. Privately owned solid waste collection businesses are experimenting with source separation and recycling.
9. The City can, through its zoning ordinances, allow the development of neighborhood scale collection recycling and composting facilities.
10. The MSD was given absolute control over the flow of solid waste, or waste materials of any kind, by the State legislature. The City of Lake Oswego has little, if any, ability to establish policies regarding solid waste management because of this legislative mandate.
11. The MSD is committed to the concept of a single collection point and the use of the bulk of the waste material for burning to produce steam and perhaps electricity.
12. Some experimentation by private franchisers and recycling organizations is taking place within the metropolitan area. Such experiments, if they occur in Lake Oswego, could be supported by the City.

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### B. General Policy II: Promote Reusing and Recycling Efforts

1. The basic social change which would need to occur before intensive recycling and reuse could occur would be household separation of wastes. Source separation could be encouraged by City policies.
2. The ORE Plan, an experimental recycling and reuse plan being tested in Portland, offers the possibility of reclaiming much more solid waste provided that source separation can be achieved.
3. Solid waste has great potential as a resource. The present methods for disposal of solid waste materials represent a loss of resources and energy.

### C. General Policy III: Adoption of a Complete System of Efficient Solid Waste Management

1. Experimentation with solid waste will be generally up to private organizations to initiate.
2. The City can assist such experimental efforts in numerous ways, if and when such assistance is necessary.
3. The City can, in particular, support neighborhood composting centers and/or recycling centers, which would now not be allowed by the City's zoning policies.

## XIII. WATER RESOURCE POLICIES

### A. General Policy I: Preserve Ground Water Levels

### B. General Policy II: Prevent Damage From Ground Water

1. Ground water is an important resource in the area, since it supports most of the vegetation and the perennial streams.
2. Relatively little information exists regarding the characteristics of the City's ground water. Little is known about how rain water recharges ground water in this area, how ground water flows, in what ways the City's trees, vegetation, streams, and lake are dependent on ground water, and how much pollution is entering the ground water and where it is going.
3. Where ground water appears at the surface of the land, it forms wetlands. Wetlands have been surveyed and mapped in the Lake Oswego area.
4. Wetlands and streams act in reverse as ground water recharge areas where rain water collects and percolates back into the soils. Past storm water management methods have diverted water which previously would have entered the ground into drainageways and the Lake, thus reducing to an unknown degree the amount of ground water recharge occurring.

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5. Ground water reservoirs absorb water during periods of rain or high flow, then gradually release it during periods of low flow.
6. There is very little information on the flow of pollutants into ground water in the area.
7. Oil and gasoline from surface runoff, fertilizers, pesticides, toxic chemicals, harmful bacteria and other damaging substances enter the ground water reservoirs in the community; however, where they go and their eventual activity is unknown.
8. Ground water has been polluted by the use of sub-surface sewage disposal systems in various parts of the Lake Oswego Planning Area.
9. Leaks in sewer pipes throughout the area have also resulted in effluent entering the soils.
10. The City's rainfall and certain of its soils combine to form many areas where high ground water exists seasonally or perennially. An example is found on the Mormon property, where a hard pan prevents water from percolating into the ground over a large area, producing sheet runoff and saturated soils. Development which changes the characteristics of surface water flow can cause the dislocation of high ground water areas, and potential damage to other developments.
11. High ground water poses a significant design challenge to buildings and drainage management.
12. Few private incentives exist to foster the conservation of ground water in an urban area.
13. The City's present development regulations have no policies which would affect development in areas of high ground water.

## XIV. WETLANDS POLICIES

A. General Policy I: Identify and Designate Essential Wetland Areas

B. General Policy II: Establish Development Standards

1. About 350 acres of wetlands have been identified in the Lake Oswego Planning Area. These wetlands were identified both by field surveys done in the Resources Inventory, and by staff members familiar with the Lake Oswego area.
2. Wetlands fulfill several functions in the Planning Area, including:
  - a. ground water recharge

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- b. stream expansion and storage during times of heavy runoff
  - c. wildlife habitat
  - d. open space and aesthetic appearance
  - e. recreation and nature study
3. In addition, wetlands act as sediment traps to prevent soil from reaching the Lake basin.
  4. Several of the study's major wetlands have had fill waste in them, which has substantially altered the characteristics of drainage in the areas. The filling of wetlands may be counter productive, as it may disturb ground water levels outside the wetland area by preventing recharge and by displacing water.
  5. In the past, the City's drainage management methods have not reflected a concern for the utility of wetlands. Such areas have tended to be viewed more as nuisances than as functional parts of natural systems. Moreover, the City's development ordinances have not provided the flexibility to allow development around wetlands without damage to them.
  6. Wetlands normally provide wildlife habitat, open space, and characteristic plant associations. Wetlands provide recreational and educational use as, for example, the Bryant Woods Park, about two-thirds of which is a perennial wetland.
  7. Construction often occurs on seasonal wetlands in Lake Oswego during the dry months, producing numerous problems, complaints, and expenses for correction in winter months.
  8. Upland development can create more nutrient and sediment inflow than wetlands are able to absorb, can increase water velocities which degrade the wetland, and reduce its flood control value.
  9. Removal of wetlands by dredging or filling will have an immediate impact on the water quality of streams and Oswego Lake.
  10. Wetland areas can often be developed, provided that careful site design and drainage management is employed to protect the wetlands.
  11. The City can encourage protection of wetlands by providing development standards and regulations which encourage density transfers on individual parcels to preserve the usefulness of property while preserving wetlands.

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### XV. FLOODPLAIN POLICIES

#### A. General Policy I: Identify Floodplains

1. Within the Lake Oswego Planning Area there are floodplains associated with the Tualatin and Willamette Rivers, Oswego Canal, Tryon Creek, Springbrook Creek, and Oswego Creek. These floodplain areas are shown on the hydrology map and the flood hazard maps of the Department of Housing and Urban Development.
2. The 100-year floodplains are identified through U.S. Army Corps of Engineers studies. The 1964 flood exceeded the projected 100-year flood levels. The specific flood elevations have not been established, beyond the level of detail in the Corps studies. The U.S. Department of Housing and Urban Development is sponsoring detailed studies in Lake Oswego, expected to be completed in 1979.
3. The local floodplains provide the function of slowing the velocity of water in the floodway, and expanding its carrying capacity. New development, or fill or other encroachments, unless compensated for, may reduce the carrying capacity of the floodway.
4. The City of Lake Oswego participates in the federal flood insurance program. This program requires that the City have a building permit system which includes:
  - a. reviewing permits to assure that all known flood hazards are considered
  - b. requirements for flood proofing and anchoring structures
  - c. review of subdivision proposals to make sure that potential flood damages are minimized

This program also provides the community with a flood insurance rate map, a map of potential flood and mudslide hazards.

While such measures are in effect, the City may participate in a flood insurance program; however, the program requires that the City be in the process of developing flood plain ordinances to meet standards of the flood insurance program.

5. The floodplain area along the Willamette River is almost completely developed with industrial and residential uses.
6. Development in the floodplain or floodway is likely to cause losses to both the development itself directly as a result of

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flood damage, and to cause indirect damage to others by increasing flood heights. Where community services and relief is provided for flood damage, an additional indirect community cost is incurred.

7. There is no way to predict either the time, place, or magnitude of future floods.
8. In the long run, it is less expensive for the community to keep development away from the floodplains than it is to pay for extensive flood controls and flood damage relief.
9. Floodplains are ideal for some land uses, such as golf courses, parking areas, parks, greenways, trails, and wildlife refuges.

### B. General Policy II: Designate Floodplains as Protection Open Space

1. The floodplain along the Willamette River has been largely developed, particularly with heavy industrial uses.
2. The floodplain of the Tualatin River lies within the Planning Area but outside the City limits. A lack of services has prevented development in this area.
3. Bryant Woods Park, about half of which lies in the floodplain of the Oswego Canal, is the principal open space in the area.
4. The City's future development options remain open on the floodplains and floodways other than the Willamette River so that preventive measures can be taken to assure that the future development in these areas is compatible with their function as flood areas.

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5. Land uses appropriate to floodplains or compatible with their natural functions include:
  - a. wildlife refuges
  - b. greenways
  - c. water retention areas
  - d. park uses such as trails and low intensity activities like picnicking
  - e. permeable parking areas.

## XVI. STREAM CORRIDOR POLICIES

1. The rainfall in the Lake Oswego area, which varies from about 46 to 56 inches annually, has established several natural annual and perennial streams throughout the Planning Area. Principal perennial streams include:
  - a. Tryon Creek, whose western branches extend up into the Knaus Road area of Lake Oswego
  - b. Springbrook Creek basin which drains the eastern face of Mt. Sylvania and the Boones Ferry-Waluga Park areas of Lake Grove
  - c. Eastern branches of Fanno Creek, principally Ball Creek and Carter Creek, which drain the Bonita Meadows area
  - d. Lost Dog Creek, which drains the eastern side of the Palisades
  - e. Blue Heron Creek on the west side of the Palisades
  - f. Pecan Creek and Wilson Creek, which drain the south side of the Palisades and are largely outside the City's present city limits but within the Planning Area
  - g. Oswego Canal, which drains the flat areas of Bryant Woods, Indian Hills, and the west side of the Palisades.
2. These streams form limited and clearly defined geographical units.
3. In addition to these streams, dozens of annual streams exist throughout the Planning Area. In many cases, the previous courses of these streams have been substantially altered or diverted by development patterns.

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4. Very little systematic information has ever been collected about the streams in Lake Oswego, so it is difficult to establish for certain what the pre-development conditions of the streams would have been; however, most of the streams exhibit signs of extensive damage caused by higher rates of runoff, such as eroded banks, collapse of trees, suspended sediments in the stream itself, jam ups of brush and debris washed down from higher elevations, and collected sediments in ponds, catchments, and even the Lake itself.
5. Hydrologic studies of the City indicate that most of the drainage basins can expect to have much higher levels of runoff in the future because of development yet to occur.
6. Tryon Creek, which is one of the principal features of the Tryon Creek State park, receives water from sub-basins within the urban area. Tryon Creek also has easily erodable soils, as demonstrated by mudslides caused during installation of sewers.
7. Willamette River
  - a. The stream bed of the Willamette River is not left to function in its natural state. The Corps of Engineers maintains minimum depth and width navigation channel in the center of the River. Private dredging operations remove the bed of the River to retrieve gravel. In addition, improvements have substantially altered the character of the banks of the River.
  - b. Historically, the Willamette has been plagued with water quality problems. During periods of low flow, the River suffers insufficient dissolved oxygen, high temperatures, slime growths, bottom sludge deposits, and undesirably high coliform bacteria levels attributable to sewage treatment plants and pulp mill discharges as well as nonpoint surface runoff.
  - c. Low stream flows are a common occurrence during the summers, while despite the upstream dams, flooding is also common in the winters.
  - d. Efforts by the State Department of Environmental Quality, and its predecessor the Oregon State Sanitary Authority, have done much to alleviate the water quality problems in the Willamette River. The River now generally complies with the State's water quality standards for dissolved oxygen, turbidity, pH, while not yet meeting standards for temperature and coliform bacteria.

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- e. There is little natural vegetation along the stretch of the Willamette adjacent to Lake Oswego, as the area is developed for urban uses. Much of the vegetation falls under the designation "cultivated open" including lawns, playgrounds, brush and other kinds of landscaping.
- f. The December 1964 flood would have been the largest on record had it not been for upstream storage regulation in the Willamette basin. Flood crested at an elevation four feet higher than the 100-year flood level. Within the last century, the Willamette has exceeded the 100-year flood level three times. Velocities in the floodway during major floods range from 10-14 feet per second which are extremely hazardous and destructive to property.
- g. The Willamette River in Lake Oswego is bordered by Tryon Creek State Park, Rohr Park, and George Rogers Park.

### 8. West Slope, Mt. Sylvania/Ball Creek/Carter Creek Areas

- a. While runoff is great in this area, drainage channels are not well defined due to the generally poor permeability of the soils.
- b. There are considerable erosion problems in this area, primarily due to poor soil permeability and development taking place on the slopes of Mt. Sylvania, which have increased runoff.
- c. Siltation is a major problem. Residents have reported many backyard ponds abandoned due to siltation.
- d. Some wells in this area have been reported as unusable due to contamination.
- e. This area drains into Fanno Creek, which already has substantial flooding problems because of development in Washington County.

### 9. Pecan Creek Basin

- a. This basin drains the south face of Cook's Butte and the area immediately south of Overlook Drive and Lakeridge High School. It contains some of the few truly rural, naturally functioning stream channels in the Planning Area.
- b. Some erosion problems exist, apparently due primarily to naturally steep ravines subject to livestock traffic.

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### 10. Tualatin River

- a. The Tualatin River suffers from several major water quality problems. No less than 34 sewage treatment plants have discharged their almost untreated wastes into it simultaneously. During the summer, more water is owed out in consumptive withdrawal rights than flows through the channel. At times, the major part of the flow is sewage effluent. Because of extremely flat stream gradients, the flow in the lower Tualatin Valley is slow so that water temperatures rise to levels which threaten even warm water aquatic species. Primarily because of phosphates and nitrogen nutrients which enter the River, it is virtually saturated with algae. The algae consume the dissolved oxygen in the water, and prevent the sun from penetrating the surface. Nutrients causing this problem enter the River not only from sewage treatment plants but surface runoff.
- b. The Tualatin River is the major source of water for Oswego Lake.
- c. The Tualatin River meets State water quality standards for turbidity and pH, and does not meet standards for temperature, dissolved oxygen, and coliform bacteria counts.
- d. Flooding is common on the Tualatin.

#### A. General Policy 1: Designate Stream Corridors as Protection Open Space

1. The City's major stream corridors have been identified in the hydrology study. They include: Ball Creek, Carter Creek, the branches of middle Tryon Creek, which reach all the way up to Forest Highlands, Tryon Creek itself, Sucker Creek, Lost Dog Creek, Blue Heron Creek, Springbrook Creek, and on the fringes of the Planning Area, Wilson and Pecan Creeks. The City also has dozens of seasonal drainageways.
2. The City's stream ways provide drainage channels for surface water runoff, are the locations of sewers and storm drains, provide aesthetic and recreational values, and usually support vegetation and wildlife.
3. Because of the slopes and characteristics of the community's soils, most of the stream ways are areas of high potential erosion hazard. These corridors are identified in the engineering geology section of LOPRI.

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4. Because of the slopes and characteristics of the community's soils, most of the streamways are areas of high potential erosion hazard. These corridors are identified in the engineering geology section of LOPRI.

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4. The use of streams as storm water runoff channels has caused extensive damage, particularly through erosion, collapse of vegetation, accumulation of debris, and pollution. The stream ways, most of which are relatively inaccessible, have also been the sites of serious vandalism.
  5. Stream ways provide one of the major aesthetic resources in the City, as well as a potentially excellent recreational resource.
  6. The construction of sewer and storm drainage pipes in the stream ways has also caused substantial damage, particularly removal of vegetation, erosion, and mudslides.
  7. All of the City's stream channel drainage basins are only partly developed. The range of potential increases in storm runoff entering the stream channels varies from a low of 15% in the Palisades area to 65% in the upper middle Tryon Creek. Future development can have substantial impacts on these corridors, and proper management of runoff from future developments can make considerable difference in the quality and character of the streams.
  8. The condition of each stream sub-basin is described in the hydrology section of LOPRI.
- B. General Policy II: Protect Stream Corridors
1. The greatest potential for soil erosion and sedimentation of streams occurs during the construction stages of development, when topsoil is stripped and easily eroded by running water. Generally, steep slopes in Lake Oswego exacerbate this problem. Practical techniques exist for reducing soil erosion during the construction phase of development.
  2. Present storm drainage practices in the City do not take stream degradation into account.
  3. Retention facilities can help to settle out sedimentation and capture pollutants before water enters stream ways, and ultimately the Lake.
  4. Preservation of the stream corridors in the City will require extensive and conscious management to compensate for the effects of development and past drainage practices.
  5. Degradation exists in every stream corridor in the Planning Area, and some increases in degradation are inevitable even with the

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best of available practical management methods.

### C. General Policy III: Prevent Damage to Public and Private Property

1. Flooding and erosion have caused damage to private property within the Planning Area, primarily from stream flooding and erosion which takes place in yards.
2. Comparisons of the dollar costs and environmental effects of past storm water engineering practices and water retention methods indicate that retention methods are economically competitive and environmentally superior to standard practices.

## XVII. WILLAMETTE GREENWAY POLICIES

1. The City of Lake Oswego is located on the Willamette River. The Willamette River Greenway is a requirement of the State of Oregon.
2. Several aesthetic features exist in the Greenway which provide recreational value, including Oswego Creek and George Rogers Park, Roehr Park, Tryon Creek, and the Old River Road area. The wooded area between Furnace Street and the River provides a visual buffer between urban uses and the River.
3. Substantial heavy industrial development exists along the Greenway in the Foothills Road area. Since these industrial uses represent sunk costs on the order of several millions of dollars, it is likely that they will remain for the foreseeable future. Public access or recreational use are generally incompatible with such uses.
4. The State of Oregon requires new development in the Greenway to meet certain standards, and requires a conditional use procedure to assure that Greenway objectives are met. The State has approved the City's substitution of the Design Review process as equivalent to the required conditional use, provided that the Greenway standards are included in review.
5. The Willamette Interceptor will be located in the Willamette Greenway.
6. George Rogers Park has historically been the most heavily used City park, partly because of its location on the River and the availability of beach swimming, fishing, views, and boat launching facilities.

## XVIII. OSWEGO LAKE POLICIES

1. Oswego Lake is the geographic center and namesake of the City. It is approximately 3.5 miles long and covers about 400 acres.

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2. The Lake is privately owned. The Lake is the principal aesthetic and recreational feature of the community.
  3. The Lake provides hydro-electric power, a public swim park, private swimming and boating easements, open space, and adds substantially to property values of homes located on or adjacent to the Lake.
  4. The Lake is the receptacle for drainage from about a 4700 acre area.
  5. Water quality in the Lake is degraded by the pollutants contained in water which enters the Lake through the canal, and by surface runoff, both of which contain substantial nutrients and wastes. The Lake also receives the silt which washes down from upland areas during construction of buildings, parking areas, street and storm sewers, all of which have the affect of concentrating and accelerating runoff and holding solids in suspension until deposited where the flow comes to rest in the Lake. The Lake does not have a flow rate that will disperse such deposits, which may be seen around the mouth of storm sewers and the end of Springbrook Creek.
  6. The Lake is relatively shallow and subject to water temperatures rising to levels which have detrimental effects on fish and water quality.
- B. General Policy II: Protect Scenic and Recreational Value
1. Many residents enjoy views of the Lake from their homes, however, no public viewpoints exist to provide for community-wide enjoyment.
  2. Public viewpoints can be provided without violating the privacy or established rights of the residents.
  3. The City owns a swim area located on the eastern end of the Lake.
- C. General Policy III: Protect Oswego Lake From Damage
1. Drainage management policies will benefit water quality and the overall condition of the Lake by reducing siltation and pollution.
  2. Preservation of upland drainage basin areas from removal of vegetation will also reduce erosion and siltation of the Lake.
  3. Continued urbanization in the Lake basin will increase chemical pollutants into the Lake. Techniques of controlling such wastes are not well developed.

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### D. General Policy IV: Cooperate with Oswego Lake Corporation

1. As a private lake, the Oswego Lake Corporation has principal responsibility for conditions in and around the Lake.
2. Public activities, especially water management policies, have a substantial effect on the Lake.
3. The health of the Lake directly affects the recreational, aesthetic, and economic value of hundreds of homes within the City.

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### XIX. SOCIAL RESOURCES POLICY ELEMENT - SOCIAL RESOURCES POLICIES

#### A. General Policy 1: Develop and Protect Features Valuable to Community Identity

1. The City of Lake Oswego is fortunate in having a very distinct community identity, which provides the basis for the City's livability.
2. The character and identity derive from several sources, one of the major ones being the natural environment of the wooded hills, lake, rivers, streamways, and scenic views.
3. The City's physical limits are fairly well defined by the I-5 Freeway, Mt. Sylvania, the Willamette River, Marylhurst, the Tualatin Valley Basin, and the Tualatin River.
4. The City is also fortunate in that the major transportation routes traverse the edges of the community and do not pass through it.
5. Community surveys have repeatedly shown that the natural environment is consistently identified as a reason that people selected the city as a place to live.
6. The City has ascribed and mapped these natural features extensively in the LOPRI.
7. Historically, the community's developers have generally tried to preserve natural features, for example, through the construction of the dam which created the lake, by the layout of streets and lots, by the provision of recreational facilities which were dependent on the natural features, and by the design of buildings and landscaping.
8. The City established the Design Review Board in part to assure that future development would continue to preserve and enhance these natural resources.
9. Substantial opportunities exist for viewing mountains, rivers, farmlands, forest, and cityscapes in the form of "grand vistas". There also exist visual corridors which are particularly fine, such as Iron Mountain or South Shore Boulevard.
10. Utilization of vista opportunities is currently limited essentially to residents of vista sites. Opportunities exist for the creation of parks and viewpoints for public enjoyment.
11. Vistas are threatened in development by unaesthetic appearance of structures such as chimneys, power lines, power poles, utility sub-stations, sign posts, and so on.

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12. The City has fairly well-defined entries at Highway 43, Terwilliger, Riverside Drive, Stafford Road and McVey Avenue, Kruse Way, and Carmen Drive. Opportunities exist to enhance entries at Lower Boones Ferry, Kerr Road, and Upper Boones Ferry.
13. In the past, major public facilities have been designed without significant public input. Public facilities have the potential to set an example for landscaping and design.

### B. General Policy II: Promote the Preservation of Historic Sites

1. No method exists today in Lake Oswego for identification, maintenance, or preservation of structures or sites that may have historic significance.
2. Many historic sites of significance have been described and recorded in the LOPRI.
3. The historic development of the City left few structures of obviously fine architectural quality or exceptional construction (George Rogers house would be an exception). The remaining structures are of interest primarily as examples of ordinary design construction and living patterns of the late 1800's in Oregon. Many of the oldest structures have been removed and replaced, although several still exist and preservation could still be sufficient to maintain a record of the City's origins.
4. Several methods exist by which such historic sites could be preserved. Methods need to be specifically defined, because pressures continue for the replacement of historic structures.

### C. General Policy III: Encourage Citizen Participation in Developing the Future Community

1. Several hundred citizens have been involved in the formation of the Comprehensive Plan policies, from the beginning of the process in the collecting of information up to and including the final review and revisions by the City Council.
2. The City has had six ongoing committees which advise the City Council: the Planning Commission, Design Review Board, Library Board, Budget Committee, Grievance Committee, and Committee on Citizen Involvement. In addition, the City has had several special purpose advisory committees.
3. Volunteer citizens are active in several other community activities. Examples include the acquisition and construction of Tryon Creek State Park, the acquisition of Springbrook and Bryant Woods Parks, the Community Theater, the Lake Oswego Festival of the Arts, and many others.

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4. Ten neighborhood associations have been formed in the City as part of the Comprehensive Plan.
5. A willingness exists on the part of residents to participate in City decision making regarding the future of the community.

### D. General Policy IV: Facilitate Revitalization of Existing Business Districts

1. High land costs in the CBD are discouraging investment.
2. Existing fire zones and code requirements discourage new development in the CBD.
3. Parking shortages are occurring in the downtown.
4. Existing platted lots are difficult to assemble into parcels large enough for proper development.
5. State Street traffic is creating a poor environment for business immediately adjacent to it.
6. The CBD has a high percentage of buildings which are at or near the end of their economic life. Many parcels are vacant or under-developed, that is, with a high land value to building value ratio.
7. The CBD lacks focal points which are characteristic of interesting shopping areas.
8. The CBD is difficult to shop in, because of parking problems and lack of pedestrian circulation.
9. The CBD has the potential to be a governmental, social, and cultural center for the City.
10. New investment in the downtown has been principally banks and real estate offices. Relatively few new retail businesses or services have been started in the CBD, and high turnover has occurred in the State Street corridor.

### E. General Policy V: Strengthen Neighborhood Identity

1. Lake Oswego has several neighborhoods which are distinct because of the types of land uses, buildings, street layout and construction, age and design of housing, natural features and other such characteristics. These neighborhoods provide a great deal of the heterogeneity and attractiveness of the community.
2. Residents of neighborhoods are most familiar with its characteristics and needs.

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3. Neighborhoods have been adversely affected by the City's traffic patterns, and land use changes.
  4. Neighborhood identity can be strengthened by City action, and several neighborhoods have recommended changes or improvements for their specific areas.
  5. Speculation has been a concern in the Lake Grove and First Addition/Evergreen neighborhoods. Some older houses have been held with relatively low maintenance apparently in expectation of expansion of commercial and multi-family areas.
  6. The older housing stock provides a valuable housing resource, which cannot be replaced by new construction.
- F. General Policy VI: Facilitate Social Interaction to Foster an Interesting Community
1. Many community activities occur which require City cooperation, such as the Art Festival, neighborhood fairs, parades, and other large group activities. The City's cooperation and active support can be very supportive and helpful to such activities.
  2. City facilities provide the setting for many of the City's social activities, such as the Adult Center, Library, and parks.
  3. There is a need for passive recreational activities in the City.
  4. There is a need for places of assembly, such as pavilions, amphitheaters, and shelters in the parks.
  5. The commercial areas in particular would be enhanced by places where people could meet and enjoy informal social activities.
  6. Community-wide activities bring together residents with a wide variety of skills, interests, backgrounds, and experiences, to the mutual benefit of all those involved.
- G. General Policy VII: Plan for Local Job and Investment Opportunities and a Convenient Transportation System
1. The availability of local employment and economic opportunities will encourage a variety of people to work and live in Lake Oswego.

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### XX. ECONOMIC RESOURCES POLICY ELEMENT

1. A majority of Lake Oswego residents, in the City and the Planning Area, hold jobs outside Lake Oswego in Portland and the metropolitan region.
2. A high proportion of local employees are managerial, professional, and other white collar workers.
3. The City's median income has been consistently higher than Clackamas County or the region. The census statistics show that the City does have a substantial minority of low to moderate income families.
4. Local economic growth, because of the employment pattern, is closely tied to overall regional economic expansion. Projected steady expansion of the regional economy indicates that the market for higher income housing, the need to expand local commercial uses, and the demand for suburban office and industrial space will remain generally strong.
5. Incomes in Lake Oswego appear to generally match inflation and are, therefore, expected to remain relatively high in comparison with the region.
6. Retail sales in Lake Oswego could be expanded. Statistics indicate a significant share of local retail purchasing occurs outside the Planning Area. Local commercial areas can expand at least in proportion to future population growth.
7. The Kruse Way industrial park area is largely undeveloped, for lack of sewers. It is expected to develop rapidly upon completion of the Lakeview trunk.
8. Public income, that is money spent for City and School District, derives from local personal incomes through various mechanisms such as property taxes, fees, charges, payments from state and federal government and so on. Lake Oswego's ability to afford future public investments depends directly on private incomes.
9. The average total family property tax bill for 1976 was \$1,085, or 6% of the median family income of \$18,500 for the same year. This is a very significant proportion of family income.
10. Expansion of local employment opportunities in office, commercial or industrial businesses would bring fiscal benefits to the City and School District, expand personal income and spending, bring incomes from outside the community, and provide a more varied and, therefore, more stable local economic base.
11. The City's physical environment and character is a strong economic resource which cannot be valued exactly in dollars, but which supports

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the relatively high values of residences and businesses located here. This environment is subject to deterioration and loss, and such deterioration would have economic impacts.

12. The value of real property in the City directly affects the distribution of tax burdens as shown in this table:

1976 CLACKAMAS COUNTY TAX ASSESSOR'S VALUATIONS

<u>Use</u>	<u>Total Value</u>	<u>Percent of Total Valuation</u>
A. Vacant Land	\$ 29 million	7%
B. Industrial Land and Improvements	23 million	5%
C. Commercial Land and Improvements	41.2 million	9.5%
D. Multi-Family Land and Improvements	24.2 million	5.5%
E. Single-Family Land and Improvements	315 million	73%

As shown by the table, single-family housing will bear the majority of the property tax costs of operating the City and the School District.

13. Public improvements are necessary for development and the subsequent economic development benefits which development brings. Public improvements need to be coordinated with development, and a consistently updated information system is needed to evaluate the condition of public facilities, in comparison with development needs.
14. Future capital costs for public facilities can be estimated fairly accurately for certain systems, such as sewer, water, arterial streets, or parks; but can only be generally estimated for such costs as drainage management, open space, or civic buildings. The City has estimated that future capital costs for the City and School District would be very conservatively \$ 45 million.
15. A capital improvements program is needed to determine more specifically what future needs will exist, whether future revenues will be sufficient to support needs, and finally, how to minimize costs. The City's revenues must pay for both operating and capital costs, so that the situation will continue in which operating needs will, in effect, compete with capital needs, requiring careful programming.
16. The following are basic public investment criteria which policies and plans should meet:
- a. Fiscal and political crises should be avoided.
  - b. Solutions should be cost effective. Conversely, the City should avoid reaching crises of need which require solutions that cannot be cost effective.

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- c. Public facility capacities should be maintained.
  - d. Disruptive changes in priorities for public investment should be avoided.
  - e. There should be equitable distribution of costs of public facilities among those users creating the need.
17. Residential land uses, as of 1975, were a fiscal "loss" to the City in the sense that they did not pay in total revenues a sufficient amount to offset City and School costs. Principally, this is because of the relatively high School cost per pupil, and the number of pupils living in single-family homes.
18. Areas exist which meet locational criteria for commercial, office, and industrial use, including:
- a. Central business district-intensifying present levels of use, and some expansion.
  - b. Kruse Way corridor - commercial and office uses.
  - c. Lake Grove Industrial Park - intensifying uses and developing within the Park.
  - d. Bangy Road (adjacent to I-5) - industrial or commercial uses.
  - e. Marylhurst - office uses.
19. The City's expansion of public services can provide an impetus to commercial and industrial expansion.
20. The City needs a balance of social, environmental, and economic objectives.

LOCATIONAL NEEDS FOR MEDIUM AND HIGH DENSITY MULTI-FAMILY<sup>1</sup> RESIDENTIAL LAND USE (CRITERIA DERIVED FROM LAKE OSWEGO GOALS AND OBJECTIVES, RESIDENTIAL TASK FORCE MINUTES. EXCLUDES LOW DENSITY, MOBILE HOMES, STUDENT, ELDERLY UNITS)

RESIDENTIAL TYPE	TRANSPORTATION STREET TYPE	PUBLIC FACILITIES AND SERVICES	LAND CHARACTERISTICS	RELATIONSHIP TO ADJACENT USES
<p>MEDIUM DENSITY</p> <p>6-13 du/acre</p> <p>12-25 people/acre</p> <p>@ 1.91 people/unit average in L.O.</p> <p>Number people/unit<sup>2</sup></p> <p>Efficiency: 1.0</p> <p>One BR: 1.6</p> <p>Two BR: 2.4</p> <p>Three BR: 3.3</p> <p>Four BR: 3.6</p>	<ul style="list-style-type: none"> <li>direct access to collector street</li> <li>collector street feed directly to arterial</li> <li>collector must have sufficient capacity for 36-78 ADT/acre</li> <li>bicycle and pedestrian access to stores, parks, schools desirable</li> <li>access to bus line within walking distance (800 ft.)</li> </ul>	<ul style="list-style-type: none"> <li>school capacity<sup>2</sup></li> <li>1 BR = 0.10 children/dren/du</li> <li>2 BR = 0.23 ""</li> <li>3 BR = 0.84 ""</li> <li>4 BR = 1.25 ""</li> <li>sewer main available for direct hook-up or builder pays for main extension</li> <li>same for water</li> <li>access to park/play for family units (2-4 BR) within 800 ft. unless provided on-site</li> </ul>	<ul style="list-style-type: none"> <li>under 20% slope</li> <li>free of hazards re flood, sliding, erosion</li> <li>soils suitable for heavy bldgs.</li> <li>lot area sufficient to provide area for site design requirements</li> </ul>	<ul style="list-style-type: none"> <li>close proximity to stores, parks, schools desirable</li> <li>up to 4 units may be located in Sf area provided site design criteria are met (privacy, quiet, etc.)</li> <li>all other sites should be on edges or outside of existing Sf areas</li> </ul>
<p>HIGH DENSITY</p> <p>14-21 du/acre</p> <p>27-40 people/acre</p> <p>@ 1.91 people/unit average</p> <p>Number people/unit<sup>2</sup></p> <p>Efficiency: 1.0</p> <p>One BR: 1.4</p> <p>Two BR: 1.8</p> <p>Three BR: 2.8</p>	<ul style="list-style-type: none"> <li>same access requirements except capacity must be sufficient for 162-240 ADT/acre</li> </ul>	<ul style="list-style-type: none"> <li>school capacity<sup>2</sup></li> <li>1 BR = 0.05 children/dren/du</li> <li>2 BR = 0.13 ""</li> <li>3 BR = 0.32 ""</li> <li>other requirements same</li> </ul>	<ul style="list-style-type: none"> <li>under 12% slope</li> <li>other requirements same</li> </ul>	<ul style="list-style-type: none"> <li>no high density permitted in existing neighborhoods</li> <li>single efficiency units permitted under conditions (attached)</li> </ul>

<sup>1</sup> Multi-family defined as all common wall units whether owned or rented, such as townhouses and garden apartments.

<sup>2</sup> Urban Land Institute, Cost-Revenue Impact Analysis, June 1975

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### XXI. RESIDENTIAL LAND USE POLICY ELEMENT - RESIDENTIAL DENSITY POLICIES

#### A. General Policy I: Relate Density to Site Conditions and Facilities

1. Most of the older residential developments in Lake Oswego were not platted or planned to take site conditions into account.
2. Present subdivision and zoning regulations do not take site conditions into account in site planning or establishing density. In fact, these regulations discourage site planning which is responsive to site conditions.
3. Extensive difficulties have resulted from conditions created by past platting and density decisions: loss of trees and vegetation, excessive cutting and filling, streets which have excessive grades, driveways with excessive grades, unbuildable lots, traffic hazards from conditions such as site distances or steep grades at intersections, and difficult fire access to cite a few examples.
4. Urban densities can be accommodated, natural resources protected, and site planning standards met with density designations that take site conditions into account, and ordinances that allow proper site planning.
5. The City has accumulated sufficient information regarding site conditions to support density designations which are related to site conditions, such as topography, trees, streams, soils, and other such conditions.
6. The exact density which properly can be accommodated by any given site can only be determined through a complete site analysis and a site plan which demonstrates that site conditions have been accommodated in proposing a certain density.

Comprehensive Plan density designations, therefore, need to be both reasonably accurate estimates of the density which can probably be accommodated on a site, and need to be adjustable in accordance with on-site analysis and design.

7. Site evaluations which include site conditions, surrounding land uses, and public facilities capacities criteria, were prepared for vacant land in the Urban Service Area. The site evaluations were the basis for the density designations.
8. The 1964 Comprehensive Plan and zoning ordinance were never analyzed to determine what potential for growth they allowed, or what impacts such growth would have on public facilities both existing and needed. Some density decisions based on the 1964 plan therefore resulted in impacts on public facilities, such as overloading of residential and

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collector streets, critical water supply problems, and localized drainage and flooding problems.

9. The opportunity exists to coordinate provision of new public services with designation of higher densities in large, presently undeveloped, portions of the Urban Service Area.
10. Analysis of the present capacity of the streets, water, sewer and drainage systems relative to density designations in the Comprehensive Plan shows that these systems can accommodate the proposed densities, or can feasibly be expanded to provide needed capacity. Some systems, particularly the streets and drainage system, nevertheless are projected to be loaded beyond capacities in certain areas.

The land use densities and intensities allowed in the Comprehensive Plan are projected to cause street capacities to be exceeded even after feasible expansion has occurred:

- a. Traffic volumes on State Street, A Avenue, portions of B Avenue, Country Club Road, Boones Ferry, Kruse Way, the I-5 interchange at Kruse Way, McVey Avenue, South Shore Boulevard, are projected to exceed capacity at Service Level "D" by year 2000.
  - b. Several major intersections are projected to exceed Service Level "D".
  - c. Much of the arterial and collector system will operate at Service Level "D".
  - d. Traffic volume projections assume substantial decreases in trip rates and increases in transit use. If these do not occur, volumes will be higher than projected.
  - e. Several residential streets will act as collectors.
11. The level of detail in the City's land use inventories has allowed for detailed land use and population projections, which in turn has allowed relatively accurate projections of future loads on public services both overall and within portions of the Urban Service Area.
  12. Analysis of the proposed residential density designations in the Comprehensive Plan shows that a population of approximately 47-49,000 people would be accommodated by saturation development of the Urban Service Area within the next 20 years.

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13. The Urban Service Area is smaller than the Planning Area, and excludes part of the population which was projected for the Planning Area.
14. The residential density designations will expand the supply of multi-family housing in the Urban Service Area substantially. The proportion of multi-family units will increase from the present 26% to a projected 37% of total dwelling units, or from 2500 dwelling units to a projected 6400 units.
15. The projected saturation population for the Urban Service Area equals or exceeds the population projections made by the regional planning agency. Although the regional agencies have never established population targets or housing objectives for local jurisdictions, it appears that the City can accommodate the portion of regional population growth projected for it by CRAG.
16. The Comprehensive Plan density designations will provide for a mix of housing types. Apartment, townhouse, or condominium, and small lot subdivisions which may be in demand can all be accommodated within the density range designations for medium to high densities.
17. A means of monitoring the actual impacts of development is needed to determine whether projected impacts on natural resources, public facilities, and other objectives occur as anticipated.
18. Substantially developed neighborhoods prefer to maintain established development patterns.

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### XXII. RESIDENTIAL SITE DESIGN POLICIES

#### A. General Policy I: Criteria for Site and Building Design

1. Most of the issues which have been raised, and most of the City's objectives can be met in residential developments, including medium and high density developments, through site planning and the design of buildings and structures.
2. The concept of cluster housing offers the potential to accommodate the full range of density designations, while maintaining the ability to meet other public objectives.
3. Present ordinances and regulations do not permit or discourage good residential site planning.
4. Residential site planning can be a means to provide flexibility to developer or designer, while assuring each individual project meets established criteria.
5. Site planning and design criteria can be established based on objectives and policies from the Natural Resources and Open Space elements, Public Facilities element, and normal technical standards.
6. Clustering of housing can result in a lower per-unit cost. However, the City does not control the type of tenancy or the sale or rental prices of housing; therefore, it cannot assure that savings are passed on to housing consumers.

#### B. General Policy II: Well-Defined Review Criteria and Process

1. Development interests wish to have a development procedure which is very specific as to procedural steps and performance requirements.
2. No grounds exist for differentiating site planning expectations of different densities or types of developments.
3. A well defined process will shorten review time, reduce conflicts, and has the potential to save or reduce development costs.

#### C. General Policy III: Incentives for High Quality Design

1. Criteria can be established by which density bonuses can be provided in exchange for amenities or desirable design features.
2. Density bonuses can provide a motivation for the developer to improve site planning and design standards, while not exceeding the carrying capacity of the site or related public facilities.

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3. Some publicly-provided facilities can be provided by the development, which saves public money. This is especially true of recreational facilities.
  4. Some subjectivity is involved in determining design excellence. Within reasonable limits, density bonuses can be allowed which provide a means of making subjective design judgments in addition to judgments based on specific performance criteria.
- D. General Policy IV: Provide for Residential Streets Which Enhance Residential Livability
1. The amount of traffic, its speeds, and type have a very significant impact on the perceived character and livability of residential areas.
  2. Residential streets will fulfill several functions, including:
    - a. carrying traffic
    - b. providing parking
    - c. providing for public utilities
    - d. providing for drainage and runoff control
    - e. carrying pedestrian and bicycle traffic
    - f. creating the basic exterior aesthetic character of residential areas
  3. In most situations, satisfying all of these objectives requires careful design and some compromise. The City's present ordinances and design procedures give highest priority to vehicular traffic, and do not allow for flexibility to achieve a balance of objectives.
  4. The community strongly supports residential streets which are designed to enhance aesthetic character and maximize pedestrian safety, even at some expense to the convenience and speed of automobile traffic.
  5. As a general rule, residential streets carry less than 2,000 average daily trips. This volume can be accommodated satisfactorily by a two-lane street design.
- E. General Policy V: Encourage Innovative Building and Site Design
1. The City's present ordinances discourage innovation such as zero lot line platting, flexible setbacks or yard sizes, clustering, mixing of housing types, small single-family detached housing,

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mixed residential and office or commercial uses, patio or houses and other site design alternatives.

2. Innovative design is a good potential source for reducing the cost of housing, providing more varieties of housing which better meet needs, providing for energy conservation, and excellent design.

XXIII. HOUSING CHOICE POLICIES

A. General Policy 1: Encourage the Provision of a Range of Housing Types

1. As of 1974, 74% of the developed residential land in the City was in R-7.5 or higher density zones. About 64% of the vacant residential land in the City was zoned for R-7.5 or higher densities. The proportion of residential zones are shown in this table:

<u>Residential Zone</u>	<u>Developed Land in Acres</u>	<u>Vacant Land in Acres</u>
R-20	34	27
R-15	-	32
SR-10	220	194
R-10	177	283
R-7.5	1,027	590
WR (Cabanos)	3	1
PUD	148	80
Total single-family acres	1,609	1,207 - <sup>82</sup> <del>85</del> %
DR 3-3.75	1	-
DR 3	7	-
DR-2.5	3	-
Total duplex acres	11	-
MR-2	69	-
LMR	18	264
Total multi-family	87	264 - 18
Total residential acres	1,707	1,471

By comparison, within the Planning Area but outside the City only 109 acres is zoned R-7.5 or higher of the total of 3,521 acres.

The City had a total of 61 acres zoned R-20, its lowest residential density, while the surrounding county had 2,583 acres zoned R-20 or lower density.

2. While a strong demand has existed, and is projected to continue, for detached single-family homes in the Lake Oswego area, studies show that there is also demand and need for housing types to meet

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the needs of several different types of households, such as single persons, young married households, elderly households, renters, and others.

3. Household sizes are declining, apparently through a tendency to form new smaller households which contributes to demand for smaller living units, smaller yards, and additional amenities.
4. Vacancy rates in the City have generally been higher for apartments than for single-family homes.
5. Certain types of housing are presently not allowed at all by City ordinances, including mobile home parks. Demand for all types of units has consistently remained high in Lake Oswego, because of its attractiveness as a living area.
6. The private market ultimately determines the types of units, tenancy, and prices which are charged for them. The City can only encourage provision of various housing types through its density designations, and development regulations and procedures, but cannot require certain types of housing.
7. The overall density of single-family housing in the metropolitan area is 3.81 units per net acre. At an average household size for the region of 2.96 persons per unit, this translates to an average density per net developed acre of 11.3 people. The comparable figures for Lake Oswego are 3.0 single-family units per net acre and 9.6 population per net acre. The equivalent multi-family average is 19.9 units per net acre for the region, and 14.1 units per net acre in Lake Oswego.
8. While the development pattern is well established in most of the residential areas in the City, there are still well over 1,000 acres of vacant land which is presently undeveloped, not provided with services, and exists in large parcels on which medium to high densities or clustered units can be provided with little or no impact on existing developed areas.
9. The Comprehensive Plan density designations will substantially increase the availability of medium to high density land, and allow for the development of such land with a variety of housing types. The overall supply of multi-family units is projected to increase from the 1976 count of 2,501 to a probable future count of 6,391 units, nearly a 200% increase. By comparison, single-family detached housing is projected to increase from 7,246 to 11,032 units, or a 52% increase. The probable total population projected to occur under the Comprehensive Plan density designations is 47 to 49,000. This will result in a population per net developed residential acre of 10.7 to 11.2 people, a slight increase from the average population per net acre of 10.4

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which existed in 1976.

The density designations result from analysis of small sub-areas within the Urban Service Boundary, which determined what densities were appropriate in terms of land conditions, public services, and existing development. The overall result of these density designation decisions is a population density projected to be 10.7 to 11.2 people per net acre.

10.7 people per acre population density provides an easily understood standard by which to evaluate whether or not the City's future growth and development are generally within the limits established and projected in the Comprehensive Plan.

- 10. There is a general increase in the proportion of elderly population occurring. This shift is increasing the demand for housing units which meet the needs of the elderly, that is, smaller units grouped together and within convenient walking distance of shopping and other necessities.
- 11. If limited in overall size, elderly housing developments would be compatible with any neighborhood in the City.
- 12. Higher densities than those allowed under the maximum Comprehensive Plan designation are required to make elderly housing economically feasible. The relatively small size of such units, combined with the relatively low amount of parking and traffic generation which occurs in them, substantially reduces the impacts of elderly housing on surrounding areas. Higher densities for such projects, therefore, will not create negative impacts which cannot be offset by development standards.
- 13. Elderly housing should be encouraged to locate near the commercial core areas, and where conditions encourage walking.

B. General Policy II: Provide Low to Moderate Cost Housing

- 1. A general need exists throughout the metropolitan area for new housing units which are priced within the reach of low and moderate income households.
- 2. As of 1978, the distribution of family income in Lake Oswego was estimated as follows:

<u>Deciles</u>	<u>Average Family Income</u>
1	\$ 10,200
2	15,800
3	19,500
4	22,800
5	26,100

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<u>Deciles</u>	<u>Average Family Income</u>
6	\$ 31,400
7	37,300
8	44,700
9	67,900
10	83,700

Although the median family income in Lake Oswego is considerably higher than that of the metropolitan area, a substantial portion of families would be classified as low to moderate income, as shown by the above table.

2. By February, 1978, the average price of a newly built house in the metropolitan area was \$58,500, which represented a total increase in cost of 14.7% over the previous year.

The cost of construction of the house increased 8.7% over the year. The cost of the lot increased 31.5% and cost of administration, overhead, and profit increased 23.6%. At the same time (February 1978), the average used house cost \$50,330, an increase of 26% over the year.

At the same time that housing costs were increasing rapidly, the inventory of unsold new or used houses was continuously decreasing.

3. The vacancy rate, as of February 1978 for the metropolitan area, was 1.91% for single-family homes and 5% for apartments.
4. During 1977, 170 multi-family units were built in Lake Oswego with the total construction value of \$5.1 million, or an average cost per unit of \$30,000. During the same period 469 units were built in Beaverton, with the construction value of \$9.1 million, or an average cost per unit of \$19,402.
5. During 1977, 1,233 used homes were sold in Lake Oswego, for a total sales value of \$80.7 million, or an average price per home of \$65,450. From the preceding year, the average value of a used home sold in Lake Oswego increased \$11,470, or 21.2%. By February 1978, the average value of a used house sold in Lake Oswego was \$76,530, or a percent change over the preceding year of 30.3%.

The City has no control over increases in the costs of existing housing stock.

6. From 1970 to 1977, there was a 76% increase in the number of households with one person, a 44.5% increase in the number of households with two persons, and a drop of about 2% in the number of households with three persons, indicating the change in demand for types and sizes of units. Even though residential

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construction in Oregon actually outpaced increases in population, all new housing was utilized, again indicating the formation of smaller households.

7. The vacancy rate as of February 1978 for the Lake Oswego Planning Area (zip code 97034) was 2.18% for single-family homes and 5.5% for apartments. Almost all apartment units in this area are located within the City limits.
8. Using the rule of thumb that a family can afford a house which costs about  $2\frac{1}{2}$  times its gross family income, 40% of Lake Oswego families could not afford the average new home cost of \$54,000. Average new home prices in Lake Oswego are substantially above the metropolitan average.
9. Housing costs are rising faster than incomes so that the gap between costs and households' ability to pay is widening.
10. The need for affordable housing is especially acute among young; newly formed households and the elderly.
11. New housing construction is providing relatively few small studio and one-bedroom dwelling units.
12. Mobile home parks can provide a range of unit types and costs. Income levels in mobile home parks are generally distributed similarly to the City as a whole (Eugene/Lane County Study).
13. Lake Oswego has experienced a continuing high demand for relatively expensive housing.
14. Higher densities can provide a cost savings which potentially could lower the price or rent to the consumer. Choices of building designs, building materials, size of units, special amenities provided in the units or as part of a project, and landscaping can and do more than offset any potential savings.

As of September 1974, the average rent of one project in Mt. Park for a one-bedroom apartment was \$194. By comparison, the average rent of a one-bedroom apartment of similar design in the east end of the City was \$140.

As long as medium to high density projects meet City standards, the City has no control over features which would result in higher cost to consumers.

15. The City cannot, through density designations alone, increase the supply of low and moderate income housing available.
16. From 1973 to 1977, the cost of improved lots in the metropolitan area tripled. At the same time, unimproved land costs also more than tripled. It is unclear what policy or actions, if any, the

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City could have taken to avoid similar cost increases.

17. Because increasing costs of new housing, both for sale and for rent, increased the costs of used housing, both sales and rentals of used housing have increased substantially in Lake Oswego. This condition tends to increase competition for lower cost units by effectively decreasing the supply.
18. There is a lack of specific information regarding house cost and income levels for Lake Oswego, and apparently no sources exist which could provide such information other than the Census.
19. CRAG is preparing regional housing policies which will set objectives and define housing needs for sub-areas within the metropolitan region.
20. No inventory has been made, but numerous small secondary dwelling units appear to exist in the City, although not allowed under present Codes. It appears that government assistance and/or intervention in the private housing market will be necessary to provide low cost housing.
21. The City can contribute to cost savings in housing construction by making review requirements and procedures as specific and streamlined as possible, in order to shorten the overall development review process.
22. The City has an agreement with Clackamas County allowing renters to utilize the federal Section 8 rent supplement program in Lake Oswego.
23. As of November 1976, the average value of single-family home or multi-family unit in Lake Oswego did not pay the entire cost of public services and facilities required to serve it. Under the present structure of local government financing in Oregon, low to moderate cost housing can be a significant cost to local government.
24. The City's ordinances do not at present allow mobile home parks. Such dwelling units could provide a significant source of low to moderate cost dwelling units.
25. At present, the only feasible source of housing assistance appears to be federal housing programs or community development block grants.

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### XXIV. RESIDENTIAL NEIGHBORHOOD POLICIES

#### 1. FOREST HIGHLANDS NEIGHBORHOOD

##### A. General Policy I: Maintain Semi-Rural Low Density Residential

1. Forest Highlands neighborhood outside the City limits is generally undeveloped and presently low density.
2. To maintain the area as future urbanizable, the cooperation of Clackamas County will be required. Extensive development on septic tanks would create future problems with sewerage and developing the area.
3. Forest Highlands can best be developed in the future through provision of full City services.

##### B. General Policy II: Actively Preserve Natural Resources

1. Forest Highlands is crossed by two branches of Tryon Creek which are wooded and in relatively natural condition.
2. Much of the residential character of the area is established by natural features, especially trees, natural landscape along rural streets, and the stream corridors.
3. The area contains a wide variety of housing types, location of buildings on lots, and lot sizes.

#### 2. OLD TOWN DESIGN DISTRICT

Old Town is a 29-acre district located between State Street, George Rogers Park, the Willamette River and the Village Shopping Center. The area was designated a "Design District" by the City to provide for transition of the area from single to multi-family uses. The findings for the Old Town Design District are all contained in a study prepared by the Lake Oswego Planning Department entitled "Old Town Study" dated May, 1975.

### XXV. COMMERCIAL LAND USE POLICY ELEMENT

#### A. General Policy I: Encourage Development of Commercial Areas to Meet the Community's Consumer Needs

1. The present mix of retail and service commercial uses serve the present population of the City reasonably well.
2. Both the CASC and the Chamber of Commerce recommended that increases in commercial space be proportional to increases in population.

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3. Population is projected to increase to approximately double the present population. Commercial expansion should occur in proportion to the actual growth in population.
4. In nearly all of the commercially zoned areas of Lake Oswego, there is a general underutilization of the existing commercial land. Higher density utilization is desirable from economic, traffic, and energy consumption viewpoints. More intensive use of commercial land will provide a portion of the new commercial space required to serve expanding population.
5. A significant number of commercial facilities draw business from outside the Lake Oswego planning area. Continued expansion of the type of commercial mix existing in the City will, therefore, include an increase in regional draw facilities.
6. Except for commercial areas along the freeway, the City will not encourage commercial uses whose principal market is regional. Such uses are provided for, or are in the planning stages, close by (principally, Washington Square and Tualatin), and a substantial amount of regional draw commercial use would probably overload the City's major streets.
7. The neighborhood commercial areas already existing in the City appear to be sufficient in area to provide for neighborhood commercial needs. Additional neighborhood commercial will be provided in newly developing areas (Westlake, the Kruse Way office campus area, and Marylhurst).
8. The Comprehensive Plan has designated the following areas for commercial expansion:

<u>Commercial Area</u>	<u>Area in Acres</u>
a. CBD	5.52
b. Lake Grove	
1. Oakridge	3.5
2. Boones Ferry near Firwood	0.7
3. Boones Ferry at Kruse Way (S.W. Quadrant)	16
4. Boones Ferry at Kruse Way (Office campus)	3
c. Kruse Way at I-5	
1. Westlake neighborhood commercial	3
2. Highway commercial	20
d. Grimm's Corners	<u>0.7</u>
TOTAL	52.42 acres

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These are in addition to the existing 56 acres of commercial land in the Central Business District, 55 acres in Mountain Park (in the Monroe Parkway and scattered small sites), Lake Grove, Rosewood, and the Lake Grove Industrial Park; the Mountain Park Town Center, and approximately 47 acres designated by Clackamas County on Bangy Road at 1-5.

9. Expansion of the existing commercial areas will support those businesses already located there.

### B. General Policy II: Plan for Commercial Centers as Community Focal Points

1. Strip development has many well established disadvantages, including principally traffic access, parking, difficulty of site design, and discouragement of pedestrian circulation.
2. In strip development, it is difficult to achieve cooperation between adjacent businesses to improve accesses, parking, and design.
3. Residents have repeatedly expressed a desire to see commercial areas develop into a "village" type of development that includes governmental services, library, cultural activities, and social activities as well as retail and service commercial uses.
4. The Central Business District contains many of these uses, and has the potential to be revitalized as a commercial, cultural, governmental, and social center.
5. Certain types of businesses would be too large in scale to fit into a village commercial development.
6. Both the West End and Lake Grove business districts have been recommended numerous times for locations of future civic-cultural centers.

### C. General Policy III: Plan for Development of Commercial Districts Scaled in Size to the Area Served

1. Each of the City's commercial districts fulfills the needs of different market areas.
2. Each commercial area has peculiar or unique constraints such as its relationship to surrounding residential areas, its street access, or the pattern of development which has already occurred.
3. Each commercial area requires development policies which are geared to its particular situation and needs.

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### D. General Policy IV: Encourage Private Investment in Planned Commercial Centers

1. The West End CBD is in need of revitalization, to overcome traffic, parking, and other physical problems which hinder private investment.
2. The siting and construction of a civic/cultural center in a commercial area would have a positive influence on the commercial uses of the area.
3. The future expansion of the major commercial areas will require parking in addition to on-site parking provided by businesses.
4. Many of the improvements needed to revitalize the downtown will have to be done with the assistance of the City government, which will have responsibility for the public street system, utilities, the civic center, and zoning and development regulations.
5. The City is limited in resources to apply to revitalization of the commercial areas, but could work cooperatively with a development corporation. Such a corporation could organize and coordinate both private and public efforts to improve the downtown.

### E. General Policy V: Assure Minimum Commercial Intrusion on Residential Areas

1. Reports by neighborhood associations in the vicinity of commercial areas have consistently identified through-traffic as a neighborhood environmental problem. Both the East and West End business districts in particular are accessible by residential streets.
2. The volume and speed of traffic on local residential streets is perceived as a major effect on residential livability. At the same time, the commercial areas require good automobile access to their market areas.
3. Commercial expansion in the existing business districts has been located where access from residential streets could be minimized. Access to new, as yet undeveloped, commercial areas can be designed to minimize or eliminate traffic on residential streets.
4. The transition between commercial and residential areas has been a problem in the past, because of the visual appearance of commercial parking areas, lights, traffic, building bulk and height, and noise. The neighborhoods have recommended that design features be used to buffer from these effects rather than land uses, such as high density housing, being used to provide a transition.
5. Pedestrian and bicycle access from residential areas would be encouraged if safe circulation facilities were provided.

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### XXVI. EAST END COMMUNITY BUSINESS DISTRICT

1. A 5.52-acre expansion of the East End Business District, in conjunction with use of already zoned but undeveloped commercial properties, will provide for the commercial needs of the east side of the City to approximately the year 2000.
2. The configuration of the CBD expansion provides for the least disruption of the adjacent residential area, and for an access and circulation plan that will separate traffic from the residential and commercial areas.
3. The location of the designated expansion area will allow for logical additions to the commercial zone, without leap frogging.
4. The provision of the expansion area will not solve the problems of parcel assembly, land costs, lack of pedestrian circulation, and other such issues in the CBD.
5. Other problems which affect the CBD will be analyzed and solutions developed through the cooperation of the City and business community under the coordination of a separate Lake Oswego development corporation. The studies of the CBD which are listed in the Findings contain extensive analysis of physical problems in the CBD.
6. Traffic analysis projects "A" Avenue to exceed capacity after approximately 1990. Traffic assignments on State Street are also expected to exceed capacity. In addition, the intersections of "A" and "B" Avenues and State Street will exceed capacity unless they can be reconstructed to provide double left turn lanes.
7. The traffic analysis of the downtown indicates that very severe traffic problems will exist in the future. Special efforts will have to be made to provide for alternative means of transportation, such as transit, pedestrian and bicycle circulation, and possibly changes in the internal street layout and the intensity of land uses within the downtown to keep streets operating at or near capacity.
8. Separation and buffering between the commercial area and the adjacent residential areas can be provided by:
  - a. A peripheral traffic circulation plan, which will provide access to the commercial area while discouraging through-traffic in the residential area.
  - b. Conditions of development along the edges of the commercial area, such as restricting the edges to low intensity commercial uses.
  - c. The use of design and landscaping to provide visual buffers between commercial and residential uses.

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9. In order to support commercial uses in the downtown, to stabilize the residential area, and because expansion of the downtown was intended to provide for all retail and service businesses; commercial uses need not be allowed in residential areas.
10. Traffic improvements needed on State Street have been recommended by the State Street Task Force, the Commercial Area Study Committee, and the traffic studies of the East End. Findings supporting these recommendations are contained in those studies.
11. It is legally possible for the City to enter into provision of parking, and several methods have been authorized by State laws. The most appropriate means, however, will have to be worked out in cooperation with specific revitalization plans for the downtown.
12. The City's Fire Code (Fire Code I) require the most conservative fire protection and design features in the commercial areas. The Fire Code Standards make the rehabilitation of older buildings practically unfeasible.
13. The East End commercial area needs encouragement of more intensive development, and more flexibility in site design than is allowed under the present zoning code.
14. Expansion of the areas east of State Street is undesirable because of topographic problems and the existence of the Old Town residential neighborhood. (Refer to Old Town Study findings.)
15. The amount of land designated for commercial in the downtown area does include land on the east side of State Street. If such land were to be removed from commercial use, the amount of land designated would need to be reviewed.
16. There is a need for commercial space which will provide for small businesses, particularly those which are starting up and may not be able to afford the costs of new commercial construction.

### XXVII. GRIMM'S CORNER NEIGHBORHOOD COMMERCIAL DISTRICT

1. The market area of the Grimm's Corner commercial district is largely developed.
2. Grimm's Corner commercial uses can expand within the boundaries of the designated commercial area through the use of the rock quarry, and the removal and replacement of sub-standard buildings.
3. Because of projected traffic volumes on McVey and South Shore Blvd., and in order to provide for intensification of commercial uses, the

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South Shore-McVey intersection will have to be realigned and accesses controlled to accommodate both traffic and commercial uses.

4. The redesign of the intersection and the location of accesses have been recommended in the Grimm's Corner traffic analysis.
5. The overall intensity and types of commercial uses at Grimm's Corner should be limited to the design capacities possible for the intersection, in order to avoid overloading it.
6. The neighborhood commercial areas will serve neighborhood markets, in order to encourage uses serving broader markets to locate within the major commercial areas.
7. The bark dust operation is a non-conforming use, and has been perceived as a serious nuisance by neighboring residents for many years.

### XXVIII. ROSEWOOD NEIGHBORHOOD COMMERCIAL DISTRICT

1. The intersection of Lakeview Blvd., Pilkington Road, and Jean Road will have to be realigned to accommodate traffic volumes projected on Lakeview Blvd. and Pilkington.
2. The location of future accesses can be designed to minimize interference with the intersection.
3. A significant stand of Douglas Fir trees exists in the triangle formed by the intersection of the three streets.

### XXIX. WEST END BUSINESS DISTRICT

1. Expansion of the Lake Grove commercial area on vacant land adjacent to the existing commercial uses will support the overall economic health of the district.
2. Expansion at the S.W. Quadrant of Kruse Way and Boones Ferry can be designed integrally because of the availability of large vacant areas where design of streets, utilities, and commercial uses is not restricted by parcel configurations or existing uses.
3. Many of the problems associated with strip commercial development exist along Boones Ferry Road, including the difficulties of traffic access and turning movements, the reduction in capacity of Boones Ferry Road because of turning movements, the number of accesses, the difficulty of designing commercial uses and related parking on small sites, the difficulty of developing deep lots, and the use of adjacent residential streets for access and parking.

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4. Expansion of the Lake Grove district in a "pod" of vacant land can alleviate such problems.
5. Commercial expansion on the vacant land at the S.W. Quadrant of Boones Ferry and Kruse Way will minimize disruption of residential areas adjacent to the existing business district. Access across residential streets into this area can be controlled during the development of the commercial uses.
6. There is substantial opposition from task forces, neighborhood residents, and professional planners against any further extension of this strip development on Boones Ferry. No testimony showed a need for further strip development.
7. There is a need for a rear access to allow full development of deep commercial lots fronting on Boones Ferry.
8. By providing for commercial expansion of the S.W. Quadrant, a unified site plan for the entire area can be accomplished.
9. A significant of Fir trees exists between Kruse Way and Galewood and Gresham Streets. The Oakridge Road area has partially developed for multi-family uses, and the Post Office is to be located at Quarry at Boones Ferry. Existing and approved development creates the opportunity for a mixed-use area on Oakridge between Boones Ferry and Quarry Road.
10. There is a need for shared parking facilities along the Boones Ferry strip.
11. There is a need for multi-family residential housing located on arterial streets and adjacent to the commercial area. By combining multi-family with commercial designations on the vacant land at the S.W. Quadrant, part of this need can be accommodated, and the village commercial center concept carried out.
12. The Lake Grove business district traffic analysis shows that commercial uses at the S.W. Quadrant can be accommodated if the overall trips generated are limited, accesses onto Kruse Way and Boones Ferry are limited, certain other street design features are provided for and transit facilities are provided.
13. The village shopping center concept can encourage the development of uses which provide for community socialization, such as meeting areas, entertainment, restaurants, and cultural facilities.
14. Because the commercial area is surrounded by residential uses, buffering will be necessary. Buffering will consist of design features, rather than transitional high density residential uses, in accordance with the desires of the surrounding neighborhoods.

## FINDINGS

15. Regional draw facilities are opposed by a majority of businessmen and neighborhood residents in the area, primarily because of potential traffic problems and the lack of support of other local draw commercial businesses.
16. Parking is limited in the Lake Grove area at present, and the parking shortage will increase with further development of the area.
17. The projected average daily traffic volume on Boones Ferry through the Lake Grove business district is 29,000 cars per day by the year 2000, and on Kruse Way, 28,000 cars per day. These high volumes will require careful management of land uses, accesses, signalization, intersection design, and parking in the Lake Grove business district to preserve their capacity to carry through traffic.

### XXX. OAKRIDGE MIXED-USE SUB-AREA

1. It is possible to connect Waluga Park, Lake Grove school, and the commercial district between each other and the adjacent residential areas with pedestrian paths and bikeways, because of the short distances and relative locations of these uses and facilities.
2. Access to commercial uses on Oakridge, including those oriented to Boones Ferry, can be provided on Oakridge, reducing the need for use of accesses on Boones Ferry Road.

### XXXI. BRYANT TO REESE NORTH OF SUNSET

1. Development of vacant portions of deep lots on Boones Ferry between Bryant and Reese Road is dependent on provision of an internal access route from Bryant to Reese. The design and process for providing the rear access will be principally the responsibility of business and property owners in the area.

### XXXII. S.W. QUADRANT OF KRUSE WAY/BOONES FERRY INTERSECTION

1. The traffic control standards for the S.W. Quadrant are contained in the Kruse Way traffic analysis.
2. The amount of commercial and residential space provided in the S.W. Quadrant is based on substantial testimony from the property owners, the Chamber of Commerce, the Commercial Area Study Committee, and the surrounding neighborhood regarding commercial needs in the Lake Grove area.
3. The City can generally define the basic criteria for creation of a village shopping center to guide future development of the Quadrant.

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### XXXIII. OFFICE CAMPUS N.W. QUADRANT KRUSE WAY/BOONES FERRY

1. There is a substantial demand in the S.W. suburban areas for office space.
2. Office campus is a use which can provide for economic expansion in the community and for employment opportunities while providing relatively minimal impacts on the arterial street system and the physical environment.
3. Access can be provided to the office campus area from Kruse Way and from Boones Ferry, avoiding the use of residential or collector streets.
4. Signalization, accesses, internal circulation, and utilities can be designed to fit the needs of the area, because no uses exist on it at present.
5. The intensity of use can be established with respect to the capacity of Kruse Way and the surrounding streets.

### XXXIV. OFFICE/RESIDENTIAL MIXED-USE AREA EAST SIDE OF BOONES FERRY AT KRUSE WAY

1. This area takes access from Spring Lane and Boones Ferry. Spring Lane will be signalized for the office campus use across Boones Ferry, creating intersection capacity for Spring Lane.
2. Office uses can be better designed to take into consideration the noise of Boones Ferry than residential uses could be.
3. No development has occurred in the area, so that the layout of internal circulation and accesses can be designed to fit planned uses.
4. The area is self-contained, in the sense that no streets connect it with existing neighborhoods.
5. The area has the potential for a second access from Red Cedar Way and Division Street.

### XXXV. HIGHWAY COMMERCIAL DISTRICT, I-5 AND KRUSE WAY N.E. QUADRANT

1. The Kruse Way/I-5 Interchange has excellent regional access via I-5 and Highway 215.
2. Development adjacent to the interchange has the potential to be served by regional mass transit networks.
3. The land on both sides of Kruse Way is presently vacant and can be planned to provide for proper access and intensities of land use. There are no existing neighborhoods in the area.

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4. The site is situated so that it can take advantage of regional markets via the freeway rather than drawing traffic through the Lake Oswego area.
5. Market studies indicate market need for regional retail, office, and motel uses at the interchange.
6. Projected traffic volumes for the Kruse Way interchange show that its capacity may be substantially exceeded. Land uses adjacent to the interchange can be established and limited to types and intensities which preserve the capacity of the interchange. Kruse Way can be altered to provide additional capacity, either by moving the commercial access to the east or by providing additional left turn access lanes and turn refuges for east bound traffic from the interchange, although these alternatives are subject to community approval and the consent of Clackamas County.
7. Commercial uses at the interchange should avoid duplicating retail and service businesses in the Lake Grove commercial area because the two commercial areas are less than five minutes apart.
8. Two stream corridors cross the western end of the area towards the freeway. Significant stands of trees exist in the area as well.

### XXXVI. HIGHWAY COMMERCIAL DISTRICT, BANGY ROAD AND I-5

1. Clackamas County has designated approximately 47 acres of commercial land along Bangy Road.
2. Bangy Road is a principal access route for industrial traffic from Tigard headed northbound through the interchange onto I-5.

### XXXVII. KRUSE-NORTH NEIGHBORHOOD COMMERCIAL DISTRICT

1. A residential development of at least 1220 units is planned for the area north of Kruse Way between I-5 and Fosberg Road. This proposed development will provide a neighborhood market for neighborhood commercial businesses.
2. The neighborhood commercial area can be designed to have access from the surrounding residential development for both vehicles, pedestrians, and bicyclists.

### XXXVIII. MT. PARK TOWN CENTER SITE

1. The 32-acre town center site was approved in a final development plan for Phase V for a high density mix of residential, retail, and office commercial uses, and a heliport.

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2. The town center was designed and intended to be a regional specialty shopping center, in addition to its residential and office uses. Regional retail uses are not allowed by the City's P.U.D. ordinance.
3. The exact neighborhood commercial market which will exist in the Mt. Park P.U.D. and which would be served by the town center commercial uses, is not known.

### XXXIX. MONROE/BOONES FERRY SITE

1. The 13-acre site was designated for commercial uses as part of the final development plan for Phase V of Mt. Park.
2. The final development plan includes a specific site development plan for this site, but because of changed circumstances, it would be to the advantage of both Mt. Park and the City to revise this site development plan. Revision could allow commercial uses more appropriate to the needs of Mt. Park, while assuring that street access is provided on Monroe Parkway rather than Boones Ferry, traffic signalization of Monroe and Boones Ferry is arranged for, and current development standards of the City are followed.

### XXXX. INDUSTRIAL LAND USE POLICY ELEMENT

#### A. General Policy 1: Encourage Environmentally Compatible Industrial Development

1. Vacant and developed industrial land is described in the land use section of LOPRI.
2. Industrial land makes up approximately 2.4% of the total planning area, or about 226 acres. Of this, about 100 acres remain vacant and undeveloped, principally due to lack of sewers in the Lake Grove Industrial Park.
3. Industrial land pays substantially more to the City in tax revenues than it receives in services, primarily due to the fact that industries are taxed for schools but contribute no school children.
4. The developed industrial land in the planning area already provides substantial numbers of jobs. For example, the 70 acres of developed land in the Lake Grove Industrial Park, as of January 6, employed approximately 422 people.
5. A general shortage of light manufacturing, warehousing, and office land exists in the S.W. suburban area.
6. Industrial parks are normally designed for light or clean industries which are located in well-designed and landscaped sites.

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7. Capital intensive industries will bring financial and employment benefits to the City while avoiding or minimizing the potential loads on the capacity of traffic and utility systems.
8. Labor intensive industries might find difficulty attracting a suitable work force from within the Lake Oswego planning area, because of the high proportion of the population employed as professional, technical, managerial, administrative, and other similar professions.

Labor intensive industry requires a much greater proportion of the site for parking and, therefore, requires large sites. Potential available industrial sites in Lake Oswego are generally smaller (5-25 acre) sites.

9. Land located near the Southern Pacific Railway in Lake Oswego is not available in vacant large parcels of the size warranting service by the Railroad. Railroad serviced industries, therefore, appear infeasible.
10. A set of criteria for potential industrial land was developed by the Planning staff and the Industrial Task Force, and vacant land within the planning area compared to the criteria as a basis for selecting land recommended to the Planning Commission for industrial uses.

The criteria include transportation needs, public facility and service needs, land area needs, physical site criteria such as slopes, soils, freedom from flooding or other physical problems, and potential negative impacts of industrial use on adjacent areas.

11. If the present proportions of industrial land to population were maintained as the City grew to its projected saturation development, the City would need a minimum of 84 more acres of industrial land.
12. Land areas recommended for industrial uses can be provided with all necessary services by the City of Lake Oswego, or by contract for sewer with the Unified Sewerage Agency.

In particular, the area north of Jean Road and east of the I-5 freeway can only be served with sewer and water by the City of Lake Oswego.

13. The possible environmental impacts of industrial uses on noise, air, and water quality can all be managed so as to be minimized or eliminated.

The City's present industrial noise regulations are unrealistically restrictive and are not enforced. The City's industrial air quality

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standards are not enforced. The City has no water quality management program.

Common standards exist which would be acceptable to both industrial users and the community for the protection of environmental resources.

14. Improved enforcement of the City's development regulations and environmental standards for industrial areas would encourage proper development and upgrading of uses in the Lake Grove Industrial Park, in particular. Enforcement would protect the investment of those users who have substantial investments in buildings, landscaping, and site improvements.
  15. Although most of the Willamette Industrial Park is located in the Willamette River floodplain, it is almost entirely developed already with heavy industrial uses.
  16. Industrial land uses normally pay all the costs of development, as well as at least a pro-rated share of the cost of public facilities needed to serve it, which is a substantial fiscal advantage to the City.
  17. Lake Oswego's principle advantages for industrial location include excellent freeway access via I-5, Highway 217 and 205; location near Portland and other industrial areas, and the free pickup and delivery zone for industrial users; some large vacant tracts of land which offer flexibility in site use, and a very livable community for employees of industries.
  18. Industrial development which has taken place within the planning area, under the jurisdiction of the County, needs to be upgraded to higher site development standards.
- B. General Policy II: Encourage Industrial Development by Assuring Adequate Streets, Utilities, and Public Services
1. The internal streets and utilities for the proposed Kruse Way Industrial Park have yet to be designed and can be adapted to site conditions and proposed uses.
  2. Boones Ferry Road is scheduled to be widened and improved by 1981, which will substantially improve access to the Lake Grove Industrial Park.
  3. The Lake Grove Industrial Park needs upgrading of existing streets and utility improvements. The installation of the Lakeview trunk sewer and the improvements to Boones Ferry Road should lead to

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substantial increases in the rate of development in this Park.

Passage of the City's water bond measure will allow for upgrading the water system in the industrial area, and providing for adequate water in proposed areas of industrial expansion.

C. General Policy III: Encourage Industrial Development by Establishing Clear Development Standards

1. The City's present industrial site development criteria are impractical and need to be revised.
2. There is a need for industrial site development standards to guide the Design Review process, specifically for industrial uses.
3. Industrial park development, which requires large parking areas, will come under the State DEQ requirements for indirect source permits. Acquisition of these permits would be eased if the City developed an overall parking and circulation plan which met the DEQ requirements and substituted for the required permits.

D. General Policy IV: Encourage Industrial Development by Designating New Industrial Park Areas

1. The area west of the Lake Grove Industrial Park to the I-5 freeway was designated for light industrial uses in the 1974 Clackamas County Comprehensive Plan. Development has not yet occurred in the area because of the lack of services. The area is bordered by the I-5 freeway on the west side, by industrial uses and railroad tracks on the north and east sides, and by commercial uses and the freeway interchange on the south side.

Some drainage problems are expected to be encountered in the area, and runoff will have to be controlled to avoid industrial pollutants reaching Oswego Lake.

2. The Kruse Way Industrial Park is located south of Kruse Way directly adjacent to the I-5 Highway 217 interchange. The site, therefore, has excellent access to the southwestern freeways. The site is largely undeveloped, and ownerships are generally held in fairly large parcels.

No internal streets or utilities have been provided into the sites, so that they can be designed for the proposed uses.

The site has no physical features which would restrict development, or which cannot be overcome by normal building practices.

The site is buffered from residential development to the south by a steep tree-lined canyon which forms Carter Creek.

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### XXXXI. OPEN SPACE LAND USE POLICY ELEMENT

#### A. General Findings

1. Open space is considered to be very valuable by the Lake Oswego community for purposes which include:
  - a. recreational opportunities
  - b. educational opportunities
  - c. natural beauty and scenic value, including views
  - d. preserving a healthful and attractive environment by protecting natural resources and processes
  - e. giving shape and form to urban living and identity to neighborhoods and the community as a whole
  - f. supporting the economic value of development in the City
  - g. reserving land which may be hazardous for development purposes
2. At the City's present stage of development, it seems that a great deal of open space remains. However, with the population expected to nearly double within the next twenty years and relatively little open space in the City set aside, future development has the capacity to eliminate much of present open space areas. Development also has the capacity to add substantially to impacts on air, water, and noise quality within the planning area.
3. Open space which meets the above community objectives can be generally classified into two types:
  - a. protection open space which functions to preserve or protect natural features, such as floodplains, stream banks, erodible soil and landslide areas, wetlands, or other potentially fragile features
  - b. public open space which is open space that meets a community need for an amenity, such as recreational, educational, social, or aesthetic value
4. The public open space sites recommended for acquisition are based on a projected population of the City of approximately 54,000 people. In addition, other criteria listed for the particular acquisitions were developed to guide open space designation.

The major part of the specific findings in support of the open space policies may be found in the chapters of LOPRI, and the

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open space and natural resources task force report.

5. Numerous alternatives are available to arrange for preservation of open spaces which remain in the planning area. However, open space preservation is most feasible if objectives are clearly identified and established prior to the development of vacant land.

Most open space in the community will remain in private ownership, with local regulation assuring its preservation.

6. The City needs an ongoing open space planning and preservation method. The Comprehensive Plan cannot foresee all possible open space needs or contingencies.

### B. General Policy I: Develop a Public Open Space Plan

1. A list of City-owned properties exists in the LOPRI.
2. The City has no management plan or specific methods for dealing with property which is publicly owned and is presently in uses which may be classified as open space.
3. The City's development regulations do not require the dedication of open space, or provide for protection of natural features.
4. The LOPRI identifies several sites which are significant because of their quality as unique natural areas, have unique and special views, provide important wildlife habitat, are fragile lands requiring protection from development, are historic sites, or were identified by volunteers during walking surveys as being of special interest.

### C. General Policy II: Intra-City Pathway System

1. The City's major features, such as commercial areas, school sites, parks, and residential neighborhoods are of such a scale that they can be connected to provide for pedestrian circulation with reasonable distances and scale of improvements.
2. There is a need for alternative forms of transportation to the automobile in the community, especially for those for whom automobiles are not available, particularly children.
3. Findings supporting the bikeway routing designations are found in the "Conceptual Bikeways Master Plan".
4. Generally, pedestrian and bikeways routings can be located on public rights-of-way, or on land yet to be developed where they

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can be designed to be properly separated and buffered from other land uses.

There is general resistance to the idea of locating pedestrian or bicycle trails across private property or on easements which abut existing developed parcels of land.

5. A few major equestrian trails are feasible in the City, but will have to be protected as development occurs, and street crossings provided for.
6. The basic reasons for proposal of the public open space acquisitions listed in the Comprehensive Plan are included with each acquisition. These are summaries of statements found in the Open Space Task Force Report.

### D. General Policy III: Coordination and Implementation

1. The City is developing at a rate which creates pressures on remaining open space areas identified as potential acquisitions, so that the City needs to identify such areas and proceed with their preservation expeditiously.
2. There is a need for informed assistance to the City Council and City staff regarding open space plan implementation.
3. Development can be significantly enhanced by preservation of open space features, especially trees and vegetation, streams, wetlands, fragile land areas which may present construction difficulties, views and other aesthetic features.

A reasonable amount of open space preservation will increase the economic value of individual developments, as well as developments in the vicinity.

4. No City department has specific responsibility for open space or natural resources in the community.

### E. General Policy IV: Establish Procedures for Raising Funds for Open Space Acquisition

1. Open space acquisition in the City has been entirely through bond elections and federal or state grants. There is no mechanism by which the City may purchase open space which meet Comprehensive Plan criteria, or may purchase partial rights to property, such as for protection of scenic easements.

The City has often run into difficulties when development applications are in process with the time required to acquire

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open space through the election procedure.

### XXXXII. PARKS AND RECREATION POLICY ELEMENT

A. General Policy 1: The City Will Plan and Implement a Parks and Recreation System Adequate to Serve the Expected Saturation Population of 49,000 in the Lake Oswego Urban Service Area

1. The present parks system of Lake Oswego, excluding Tryon Creek State Park, includes about 242 acres. The recommended parks system would contain approximately 492 acres of land.
2. Additional recreational use and capacity would be possible by increasing utilization of schools, especially for playground facilities. Neighborhood park and playfield facilities can be developed in conjunction with schools, at a savings to both jurisdictions.
3. There is a need to identify priorities between park acquisition, maintenance, facilities improvements, and recreation programs. Of assuring residential growth which creates the need for park and recreation facilities pays an equitable share of the cost of such facilities.
4. Recreation demand in Lake Oswego was analyzed through a survey of the entire planning area, as well as through analysis of the rate of use of existing City facilities and programs.
5. While it is difficult to predict future trends with certainty, it appears that the following factors will influence park and recreation demand in the community:
  - a. increases in the availability of leisure time
  - b. decreases in family size, which indicates there is a higher proportion of childless couples with additional leisure time in the community
  - c. the energy crises which increases the need for recreational resources close to home
  - d. the general increase in awareness of physical health and fitness
6. National standards have not been of much assistance in establishing park and recreation needs for Lake Oswego, because of unique local circumstances. Needs for park facilities in Lake Oswego have, therefore, been derived from local studies.

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7. An inventory of existing park and recreation facilities is contained in the Park and Recreation Task Force Report. This inventory indicates that relatively few of the City's parks facilities receive the major part of the use, particularly George Rogers and Waluga Park.
  8. There is a severe shortage of park space for active recreational uses, particularly childrens' sports.
  9. There is a substantial amount of private recreational land and facilities in the planning area, such as the Oswego Lake Country Club, Hunt Club, Lake Grove Swim Park, and Mt. Park recreational center. These facilities, although not open to the general public, provide for recreational needs and reduce the needs and costs to the community in general.
  10. The City's surveys have revealed exceptionally high demand for physical activities, including swimming, fitness, bicycle riding, walking and jogging. According to the survey, the demand for these activities far exceeds the demand for any other type of recreational activity.
  11. Analysis shows demand for a very wide range of recreational activities within the community.
  12. There is a need for an ongoing mechanism for planning and implementation of parks and recreation activities.
- B. General Policy II: Identify and Acquire Needed Recreational Lands As a Major Priority
1. Vacant land most suitable for park and recreational uses is commonly also most desirable for development, creating a situation where current development in the City is particularly affecting potential park sites.
  2. There is substantial difficulty in locating new parks and facilities within existing developed areas.
  3. Park sites were selected on the basis of general criteria, including:
    - a. location
    - b. purpose or use of the site
    - c. existing developments adjacent to the site
    - d. physical character and utility

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- e. access
  - f. special or unique features
  - g. cost
4. The Willamette Greenway runs along the eastern boundary of the City and the Planning Area. Two City parks are located in the Greenway, and there is potential for more recreational use of the Willamette River and the Greenway area.
5. There is a need for the City to expand the revenue sources available for park acquisition and development.
- C. General Policy III: Establish Criteria for Determining Intensity of Use and Design of Parks and Facilities
- 1. Neighborhood concern about parks in the past has been centered around a
    - a. traffic generated and its routing
    - b. impacts, such as noise, lights, and visual appearance, particularly of parking areas
    - c. the maintenance of natural areas in parks together with developed recreational facilities and accesses
- D. General Policy IV: Involve Citizens in Development and Operation of the Parks and Recreation System
- 1. There is a need to supplement the City Council and staff time devoted to Parks and Recreation matters on an ongoing basis. Park acquisition and development in particular will continually raise policy questions which must be resolved by the City Council, and which could be assisted by the informed talents of residents of the community.

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### XXXXIII. TRANSPORTATION

#### General Findings

1. Relatively little study of Lake Oswego's street system has been made by the regional transportation planning agency (CRAG). The CRAG Interim Transportation Plan street designations for Lake Oswego are based on the recommendations of the City Public Works Department.
2. The Oregon Department of Transportation has studied the I-5 Freeway corridor, including Kruse Way, and the Highway 43 (State Street) corridor. ODOT projections of traffic volumes and capacities for the Freeway were utilized by the City in determining land uses which would affect the Freeway and Lake Oswego area interchanges.
3. The Kruse Way (FAS 943) Environmental Impact Statement recommended that land use intensities in the Kruse Way area be managed so as to preserve the capacity of the road.
4. The City has not had a street system plan or policies which received public review and adoption.
5. Controversy has repeatedly arisen over street improvements, resulting in a Charter amendment which requires a City election to widen any street paving more than two feet or thirty-two feet total width.
6. Street improvement policies have not been related to clearly defined land use types or intensities.
7. The financing of local arterial and collector street improvements has been through federal and state grant assistance. No adopted long-range capital program for streets has existed.
8. The entire arterial street system which will serve the Urban Service Area has been constructed. Capacity improvements are feasible on certain segments (such as Lower Boones Ferry Road, Oswego Creek Bridge, State Street, and Kerr Road) and through signalization at major intersections.
9. Almost all the collector street system which will serve the Urban Service Area has been constructed.
10. The City may determine an acceptable level of capacity for its street system. Service Level "D" ("tolerable congestion") is a reasonable standard, representing compromise among conflicting objectives for streets improvements, including (a) ability to carry vehicles safely and conveniently, (b) environmental degradation including noise and air pollution, (c) pedestrian use, (d) allowing reasonable residential densities and commercial or industrial land uses, and (e) feasible cost of improvements, especially street widenings.

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11. Certain arterial streets are projected to exceed Service Level "D" at full development even after feasible improvements are made, including State Street, the State/"A" and "B" Avenue intersections, "A" Avenue, Boones Ferry in the Lake Grove commercial area, the intersection of Country Club and Boones Ferry, Bryant Road between Upper Drive and Lakeview Boulevard and possibly other points.
  12. The functioning of the arterial street system to serve planned land uses is highly dependent upon the execution of improvements recommended in Phase II of the Street Systems Analysis.
  13. A system of updating traffic volumes and re-projecting volumes and capacities is needed to monitor the actual results of future development and travel patterns.
  14. Most collector and arterial streets are bordered by residential land uses. Existing development limits access control as a means of expanding capacity of streets to carry traffic.
  15. Portions of the arterial street system are likely to exceed state standards for vehicle-produced air pollutants. Definitive projections cannot feasibly be made, however, because of the complexity and expense of air pollution studies.
  16. Land use intensities must be managed at certain locations to avoid exceeding arterial street capacities, especially in the vicinity of the Freeway/Kruse Way Interchange, Kruse Way/Boones Ferry Road intersection, Kerr Road, East End (principally "A" Avenue, State Street), and McVey Avenue/South Shore Road intersection.
- A. General Policy 1: Develop a Balanced Transportation Plan
1. The State of Oregon estimates that one-third of adults cannot use an automobile, for a variety of reasons. No one under sixteen may be licensed to drive. A large portion of the population could be assisted by alternatives to the automobile.
  2. Rapidly escalating fuel costs increase the need to make automobile use more efficient and to provide practical alternative means of transportation.
  3. Residential areas and the quality of living are affected by automobile traffic. Reducing auto dependence can help to make residential neighborhoods more livable.
  4. Vehicles are the principal source of air pollution in the metropolitan area.
  5. Vehicles are and will remain the principal means of transportation for the foreseeable future.

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6. Businesses and industries in Lake Oswego are dependent on vehicle accessibility.
7. Existing development has already created needs for additional capacity on several streets.
8. Multiple uses can be accommodated within most public rights-of-way.
9. The functions of streets and the design of improvements need to be clearly interrelated so that automobile requirements do not dominate other street uses. A clearly defined design procedure and street standards which include the full range of street functions has not existed.
10. Street designs should be closely related to planned land uses to assure that the uses are provided adequate but not excessive transportation access.
11. Street rights-of-way are often not presently adequate to allow for planned improvements, including pedestrian, public transit or other uses.
12. New development creates the need for street capacity and should pay an equitable portion of the costs of improvements to the overall major street system and for particular improvements required specifically to serve the development.
13. Dedication of right-of-way is an equitable means of assuring that street improvements can be made, if street designs are the minimum necessary to provide for all planned uses.
14. Public transit planning and service is the responsibility of a regional agency, TRI-MET. The City's role in providing for public transit will include street designs which provide for safe bus use, providing for bus turnouts and stops at major destination points, designating areas appropriate for park and ride station location, and site plan review which includes provision of bus access to major concentrations of residences, commercial use or employment.

### B. General Policy II: Plan for the Use of Street Rights-of-Way

1. Traditionally, the safety and convenience of automobile use has taken priority over other uses of the public right-of-way. As community objectives change, additional street functions have become more important, particularly:
  - a. pedestrian and bicycle safety and convenience
  - b. protection of slopes, soils and vegetation

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- c. landscaping, views, scale and esthetic appearance
- d. drainage management compatible with landscaping and natural features
2. Priority of these uses or purposes may vary from street to street, especially in residential neighborhoods.
3. The City lacks a clearly defined procedure for designing streets to meet multiple objectives.
4. All neighborhood reports and the Transportation Task Force recommended that the City provide for other street functions, even if it required slowing or inconveniencing vehicle users.
5. Lake Grove, Bryant, Waluga, First Addition, Evergreen, Mountain Park and McVey-South Shore neighborhoods, identified traffic speeds or volumes as a principal neighborhood concern.

### C. General Policy III: Develop a Major Streets System

1. The land use designations and intensities in the Comprehensive Plan have been analyzed to determine the amount of traffic they would generate, the distribution of traffic, and the street improvements needed to carry the projected traffic. This information is contained in Phase II of the Street Systems Analysis, a series of letters from Carl Buttke, P.E.
2. The land use plans allow the functions of each street to be clearly determined. The number of lanes needed to carry projected traffic which will result from the planned land uses can be determined specifically for particular streets or segments.
3. The Arterial Streets Plan and Traffic Safety Study (CH2M-Hill, 1970) lane designations did not have definite land use plans as a basis for determining projected traffic volumes or capacity requirements.
4. A generally accepted but approximate standard for local residential streets states that traffic volumes in excess of 2,000 ADT will be considered objectionable by most residents. On collector streets, the comparable volume is 4,000 ADT. Several residential and collector streets are likely to exceed these volumes.
5. A major objective of the City (Goals and Objectives, Neighborhood Associations; Transportation, Residential and Community Identity Task Forces) has been to reduce traffic levels and speeds in residential areas.
6. Several residential areas have higher than average accident rates because of grid street layout, sight distance inadequacies, conflicting turning movements, confusing intersections and other problems.

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7. A Lake Oswego Arterial Loop System is not a feasible method of reducing neighborhood traffic volumes in most areas, because
  - a. the south side lacks any east-west arterial street,
  - b. several collectors are also residential streets,
  - c. feasible methods are available to divert traffic from residential streets, although they are difficult to implement, and
  - d. some arterials are expected to reach or exceed capacity, so that a major effort to add more traffic by diverting it from neighborhoods might result in substantial congestion.

### D. General Policy IV: Plan a Residential Neighborhood Streets System

1. Several methods exist by which traffic impacts on local residential streets can be minimized, including
  - a. meandered pavement
  - b. minimum pavement width
  - c. removal of parking
  - d. landscaping and street trees
  - e. natural drainage swales, where practical
  - f. speed controls
2. Speed of traffic has been identified as a relatively more serious and objectionable problem than traffic volumes.
3. Neighborhood residents are most familiar with the type of traffic in their neighborhood. Street improvements and designs should take neighborhood concerns and objectives into account.
4. Flexible street standards would provide for improved ability to respond to particular neighborhood needs and concerns.
5. Residential streets in new developments have been designed to standards which have made new streets substantially out of character with older streets.
6. Street grades in excess of 12% produce problems with driveway alignment and grades, reduced sight distances, runoff control, excessive cutting and filling, soil retention, pedestrian and bicycle usage and noise from acceleration/deceleration.

## FINDINGS

7. Neighborhood streets should not be used as accesses to non-residential areas, or for parking for non-residential uses.
8. On-street parking in residential areas is a convenience rather than a necessity, so that designs should provide for reasonable levels of day to day use, rather than periodic peaks. Parking design should maintain emergency vehicle accessibility.

### E. General Policy V: Plan a Public Transit System

1. To be feasible, transit must serve concentrations of residences, employment and commercial services.
2. It is desirable that transit serve public facilities, such as schools, parks, library, churches and adult center, to encourage its use.
3. The City will have to encourage local public transit, since the regional transit agency is presently concerned mainly with serving regional destinations.
4. A study was made by Carl Buttke, P.E., to determine a feasible intra-city transit route which would pass within 12-1400 feet of all major destinations, and higher-density land use designations.
5. Park and ride stations are needed to intercept work-related trips through the City, especially south of the City along Highway 43 and on Kruse Way.
6. A suitable location for a bus transfer station is needed in the East End.
7. User conveniences are needed to encourage transit use, such as comfortable waiting areas, safe street crossings, accessible parking or drop-off/pick-up, clear signing and route information.
8. The City can actively encourage carpools.
9. The Adult Community Center mini-bus has been successful as a service to the elderly.

### F. General Policy VI: Develop a System of Bikeways and Pedestrian Paths

1. At present, few bicycle pathways exist in the City. Those that do exist are well-utilized (Kruse Way, Bryant Road, Old River Road). Bicycle sales have remained at high levels for the past few years.
2. Pedestrian pathways, almost all sidewalks, can be located away from vehicle ways, and varied in layout, materials and landscaping

## FINDINGS

to provide attractive walkways.

3. Bicycle and pedestrian conflicts with vehicles must be minimized to make these transportation methods feasible. In new developments, they should be separated if practical.
4. Lake Oswego can be tied into regional bicycle routes coming south from Portland through Forest Highlands and along Terwilliger and on into West Linn.
5. The Bikeways Conceptual Master Plan identifies principal desirable routes and standards.
6. Generally, bikepaths should be located on public rights-of-way, except where new routes can be designed to avoid conflict with residential privacy and safety, usually as part of new developments.
7. State funding is available for bikeways, especially the regional system segments.
8. Street improvements, signing and laning should take bicyclists into account to assure safety and reduce conflicts with vehicles.

### G. General Policy VII: Plan for Adequate Parking Facilities

1. Present City parking standards are inadequate for several types of land uses, which has led to increased on-street parking and localized shortages.
2. Residential parking standards need to be related to the size of dwelling units and probable number of occupants.
3. On-site parking is difficult to provide in the East End, where existing development and parcel sizes restrict area and layout. Additional parking which serves an area of the business district is needed.
4. The City can assist the redevelopment of the East End by acting as the agency to develop additional parking, or by providing special assistance, such as the formation of assessment districts, financing, grant applications, utility provision of relocation, related facilities like walkways or street trees, applications, designs and other support. State law empowers the City to provide for or assist in providing parking.

### H. General Policy VIII: Develop Street Design Standards

1. Street standards have been a major source of controversy because of several issues:
  - a. scale of streets, where street is wide relative to building sizes

## FINDINGS

- b. loss of trees, vegetation, removal of soil or fill on slopes
  - c. erosion and stream damage from storm drains
  - d. traffic speed perceived as a function of street width
  - e. engineered versus natural appearance
  - f. encouragement of on-street parking
  - g. relative cost of wider streets and improvements
  - h. maintenance of "unimproved" or curbless pavement
  - i. relationship of new and existing street sections
2. Esthetic appearance of streets has not been considered a function or objective of street design. However, street character is considered a major element of residential quality by many residents.
  3. Substantial problems with storm water damage to streams and drainage ways have been documented. At the same time, curbless or roll curbed pavement has often produced localized erosion and flooding.
  4. No streets have been designed and built from scratch to evaluate the maintenance requirements and durability of curbless streets.
  5. Curbs control vehicles, keeping them on the pavement and out of landscaping.
  6. Residents have expressed a willingness to trade off inconveniences for the esthetic benefits of small-scale residential streets.



HOW LAKE OSWEGO ADDRESSED EACH

LCDC GOAL IN ITS PLANNING

I. CITIZEN INVOLVEMENT - GOAL 1

A. Citizen Involvement Program

1. Officially Recognized Citizen Advisory Committee

The Committee on Citizen Involvement was appointed by the City Council in June, 1975.

2. Broad Representation on CCI

The Committee consists of 15 members whose terms are rotated. Members are selected to represent the entire planning area and, where possible, neighborhoods, commercial interests and public service groups. The CCI vacancies are announced by local newspaper articles, the City Manager's Newsletter, by personal contact with civic organizations and with residents who have expressed interest in civic issues.

3. Citizen Involvement Program

The Citizen Involvement Program was completed by the CCI and adopted by the City Council in two phases, in November, 1975, and August, 1976. All major citizen involvement policies in the Program have been executed, including:

- a. 9 Comprehensive Plan Task Forces (147 members)
- b. 9 Neighborhood Associations recognized
- c. Volunteer planning assistance
  - i. Physical Resources Inventory (167 members)
  - ii. 6 Neighborhood Plan Reports
  - iii. Town meetings
- d. Improved notification procedures
- e. Ad Hoc Advisory Committees
  - i. Oswego Creek Bridge
  - ii. State Street Improvement

- iii. Civic Center
- iv. Library Expansion
- v. Water System Expansion
- vi. Charter

f. Support services for citizen participation

4. Two-Way Communications

During the Comprehensive Plan process, two-way communications were basically provided by:

- a. Public study session meetings (69 Planning Commission, 15 City Council sessions)
- b. Citizen task forces and neighborhood associations which met with Planning Commission
- c. Public hearings (5 Planning Commission, 6 City Council)
- d. Written responses to all written testimony received at public hearings
- e. Extensive staff analysis of citizen recommendations

5. Citizen Influence in All Phases of Planning Process

a. Plan Preparation and Content

Residents were involved in plan research in the Physical Resources Inventory, Comprehensive Plan Task Forces, Neighborhood Associations Reports, Chamber of Commerce Study. The identification of the basic problems and issues was also done by the same groups, as well as by surveys, questionnaires, public meetings, Planning Commission study sessions, and Community Goals and Objectives committee.

The Planning process was organized so as to emphasize citizen-based policy making.

b. Plan Adoption

The Commission held five public hearings on the draft plan and prepared substantial revisions based on public testimony. The final draft was also the subject of five public hearings by the City Council, which revised the plan in 15 study sessions. The final draft, as revised by Council, was then the subject of a sixth and final public hearing, and revisions, prior to adoption.

c. Major Revisions

Major amendments to the comprehensive plan require a 35-day period for public consideration of a statement which explains the change. The Council is also authorized to appoint a citizen committee to review and make recommendations on major amendments.

6. Technical Information

All reports and studies used in the comprehensive plan were available at the Library and City Hall. Much of the information used was prepared by residents.

7. Feedback Mechanisms

All written testimony received at public hearings was considered and responded to by City staff, Planning Commission or City Council. These responses are part of the available record.

8. Financial Support

The City has supported citizen participation through:

- a. staff time

- b. mailings
- c. printing and duplication
- d. surveys and questionnaires
- e. an annual budget for the CCI's use

II. LAND USE PLANNING - GOAL 2

This goal is addressed in Chapter 1 of this volume.

III. AGRICULTURAL LANDS - GOAL 3; FOREST LANDS - GOAL 4

The Lake Oswego Urban Service Boundary lies within the Portland metropolitan area Urban Growth Boundary, as defined in the CRAG Land Use Framework Element. The regional plan designates the entire Urban Service Area for urban uses.

IV. OPEN SPACES, SCENIC AND HISTORIC AREAS AND NATURAL RESOURCES - GOAL 5

A. Need and Criteria for Open Space

The City inventoried all of the goal items, except for potential "wild and scenic waterways" in the Physical Resources Inventory. The 437-page inventory, 230 sixteenth-section field record maps, and eight 1"=800' transparent overlay maps contain detailed analysis of:

1. distinctive areas
2. vegetation, trees, rare plants
3. wildlife habitat
4. scenic and esthetic sites
5. mineral and aggregate resources
6. energy sources
7. fish habitats (Hydrology)
8. ecologically significant sites
9. water areas (wetlands, ponds, seeps, springs, annual and perennial streams)
10. historic sites and buildings

The Open Space and Natural Resources task force developed criteria for open space for public acquisition and for protection open space. For the latter, criteria were developed for development, intended to assure that the level of development is suitably related to the

open space.

Protection open space includes flood plains, stream corridors, wetlands, high groundwater areas, and potential hazard areas.

B. Energy Resources

The Resources Inventory includes a description of the local energy generation facility, the hydroelectric station at Oswego Lake Dam.

C. Carrying Capacity

The structural characteristics of soils were analyzed in the SCS Detailed Soils Inventory and the Engineering Geology study. Policies were developed (in Natural Resources) to assure that development and construction practices would protect soils.

The condition of perennial streams was analyzed in the Resources Inventory. All streams were mapped for location, topography, condition of banks and some were tested for water quality.

Air quality was also analyzed in the Resources Inventory.

Policies were developed to preserve slopes, avoid landslide, erosion and groundwater hazards, prevent siltation and flood damage in streamways and the Lake. (Natural Resources, Open Space Elements)

The carrying capacity of the air could not be determined.



#### D. HISTORIC RESOURCES

Historic sites were inventoried in the Lake Oswego Physical Resources Inventory. Plan policies were adopted supporting preservation through Development Review procedures, and possible public acquisition of significant structures.

Since that time, the State has adopted the Administrative Rule for Goal 5, detailing the process for 1A, 1B, 1C analysis of historic resources. Historical resource sites classified as being 1A sites are those which are not included in the final inventory based on information that is available on location, quality, and quantity of the specific resource. Those historical resource sites are classified 1B if some information is available but the information is inadequate to specifically identify the location, quality, or quantity of the resource. The site classification 1B indicates that the City intends to evaluate the sites at some future date when more information is available and either include them or not include them in the final inventory. A policy must be included in the Comprehensive Plan which commits the City to future analysis of these sites in the post acknowledgement period.

The historical resource sites remaining in the preliminary inventory are classified as 1C sites because there is enough information regarding the resource location, quality, and quantity for the City to determine the site to be significant or important. These sites become the final inventory and are subsequently addressed through the remainder of the Goal 5 planning process. The Goal 5 planning process for 1C resource sites includes the following steps:

- 1) Identify the uses allowed by zoning which conflict with the resource site;
- 2) Where no conflicting uses are identified, the City must adopt a policy which preserves the site;
- 3) If conflicting uses are identified, then the economic, social, environmental, and energy (ESEE) consequences of the conflicting uses must be determined;
- 4) Based on this determination of conflicting uses, the City must develop a program to resolve the conflict either by:
  - a) protecting the resource; b) fully allowing the conflicting use; or, c) by limiting the conflicting use.

The Goal 5 inventory submitted in April as part of our compliance reply identified 1A, 1B and 1C resources. Several single family residences were included in the 1C category with the understanding

that these resources would be protected by the revised Historic Standard being drafted by the Conservancy Commission or dropped to 1A status if determined through further investigation and public hearings that the resource had been extensively remodelled, was in extremely poor condition, or for some other reason could not be considered a viable historic resource.

The City, based on the understanding that adoption of the local review and protection process could occur later under a specific time schedule, provided the 1A, 1B, 1C inventory now to the best of our ability.

If the City is now to extend protection to all resources identified as 1C in the April submittal, we will be in violation of Goal 1 since there have been no public hearings on that classification. These would have occurred at the same time that the revised standard was reviewed.

The City now submits a revised inventory placing the houses now listed as 1C into the 1B category pending the public hearings and ordinance adoption and has amended its Plan to provide for resolution of the final status of 1B resources.

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1A, 1B, 1C Sites

The following sites have been classified into 1A, 1B, and 1C categories through the Goal 5 process.

1A - The following historical sites are those which are noted in the Lake Oswego Physical Resource Inventory, but the structures either no longer exists or have very little historical significance. These sites which fall into the 1A category.

<u>Name</u>	<u>Location &amp; Comments</u>
Garfield House	505 "B" Avenue - Bldg. has been razed.
Lucien Davidson Drug	356 State Street - In poor repair and building has little architectural character.
Monroe House	S.W. Corner of Durham & Church Streets (Old Town Design District) - Bldg. has been modernized & residential structures similar of the same period exist in the neighborhood (See house at 40 Wilbur Street).

1B - The following historical sites are those which are generally known with respect to location and significance; however, more information is needed in order to identify the specific quality or quantity of the resource. These sites have been classified as 1B sites. Final category determination will be deferred until the hearings on the City's proposed revisions to the Historic Resource Standard, which include a process for determining significance of identified local historic structures or plans (See draft attached). The City would be in violation of Goal 1 if these resources were designated 1C at this time.

<u>Name</u>	<u>Comments and Location</u>
Van Puymbroeck House	1160 SW So. Shore Blvd. - Locational information inadequate.

Erickson House	1095 Erickson - No historical background information at this time.
Middetal House	910 Yates - No historical information at this time.
VanDelashmutt House	810 Maple - No Historical information as this time.
Davis House	722 Maple - No historical information at this time.
Kline House	937 McVey - No historical information at this time.
Hallinan House	1228 Oak - No historical information at this time.
Waldorf House	938 Oak - No historical information at this time.
Pettinger House	350 Furnace Street
Hortsman House	190 Furnace Street
Dwelling	40 Wilbur Street
Henninger House	No. of Odd Fellows Hall
O'Brien House	S.W. corner of Durham and Church
Andrews House	267 "A" Avenue
Koehler House	148 "B" Avenue

Eaton House	655 7th Street
Didzun House	520 "B" Avenue
Evans House	556 7th Street
Haines House	443 7th Street
Wilson House	644 1st Street
Barnett House	628 1st Street
Meyer House	785 3rd Street
Schawper House	444 6th Street
Pauling House	668 4th Street
Vose House	791 4th Street
Tryon House	250 S. W. Stampher Road
Platt House	595 6th Street
Nelson House	504 8th Street
Pollock House	695 "B" Street
Manning House	1008 Oak
Smith House	737 Ash Street
Gans House	524 Laurel Street
Jarisch House	880 Bickner

Carter House	17901 SW Stafford Rd.
Carman House	3811 SW Carman Drive
Zenas Murphy House	13801 Atwater Road

1C - The 1C historical sites are those sites for which location, quality and quantity of the resource are known. These sites will be included in the final inventory of specific historical sites to be protected by the Lake Oswego Comprehensive Plan.

(1C historical sites)

Old Barn	At the corner of 5th & 'E' Ave. Included on the State register.
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Odd Fellows Hall	N. E. corner of Durham & Church Streets.
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Methodist Episcopal Church	156 Greenwood Road
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Sacred Heart Catholic Church	1st and 'E' Street
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Pioneer Cemetery	Staff Road N. of Lake Oswego Municipal Golf Course.
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Old Mine Trail Road Bed	See comments on data sheet.
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Bryant Home Site Marker	Jean Road at intersection of Bryant Road
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Old Red Barn	Corner of 5th and 'E'
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## Land Uses Which Potentially Conflict with Resource

The cultural and historical sites which are identified in the Comprehensive Plan are located in many different land use zones. Residential structures in the East End General Commercial Zone have either been converted to commercial uses or have been razed, except for the Didzun house in the EC commercial zone. The remaining historical structures are in residential zones that afford them some protection. The Old Mine Trail is located on City owned land presently being planned for park use and private land designated in the Comprehensive Plan as Open Space Acquisition.

Any potential conflicts can be determined to be activities which would modify or destroy an historic structure and are identified as follows:

1. Demolition of a significant historic or cultural site.
2. An exterior modification which would modify the historic significance of a structure.
3. New construction which would alter the significance of a historic site or structure.

These types of conflicts are more related to the developmental permit process regulated by standards in the development code rather than the land use regulatory process governed by the Zoning Ordinance.

## Economic Consequences

The economic benefits of conserving cultural and historic resources involve preserving the opportunity to view places and structures associated with the City's past. The existence of historic structures and sites often attracts tourists, both locally and from distant places. The Andrews House (<sup>A</sup>1) and the Koehler House (<sup>B</sup>1) have been successfully converted to commercial uses with

little adverse impact to the architectural integrity of the structures. Both structures provide an economic benefit to the City. An economic consequence of not preserving an historic resource can be the fact that restoration of old structures is not as economically beneficial to the City as new construction.

#### Social Consequences

The social benefits of conserving the cultural and historic resources of the City are related to the fact that many citizens of the City are interested in their past and appreciate the opportunity to see these signs. Also, the existence of historic sites provide many educational opportunities for citizens of all ages.

#### Environmental Consequences

Environmental consequences of conserving cultural and historic resources are negligible.

#### Energy Consequences

The energy consequences of conserving cultural and historic resources are beneficial because: 1) there is no use of raw materials to construct replacement structures; 2) when older structures are restored, they are often insulated and are provided with newer energy saving space heating and other mechanical features.

#### Program to Protect Historic Resources

The City of Lake Oswego Comprehensive Plan includes the following policy to protect historical resources:

- 1) The City will support the preservation of historic sites and structures in order to preserve a sense of continuity with the past.

The City has also adopted "The Development Code of the City of Lake Oswego" as Ordinance No. 1807. One of the stated purposes of the code under Section 49.010(12) is "protect historic buildings and sites".

The City, has amended the Comprehensive Plan to include the identified 1C sites and has amended the Historic Standard to protect local 1C sites. Category 1B have been addressed in the Comprehensive Plan through a policy statement indicating that those sites will be further studied and dealt with accordingly based on the results of the analysis. A committee has been authorized to proceed with this work.

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E. Mineral and Aggregate Resources

Potential resource areas are identified in the Resources Inventory.

Since the sites were also the most feasible for development, they were converted to urban use many years ago.

F. Advertising Signs

The City has had a sign code and Design Review ordinance since 1969 and 1975, respectively, which control outdoor signs.

G. Implementation

1. All development is required to provide open space in accordance with the Comprehensive Plan.
2. Open space and preservation of natural resources were part of the criteria used in determining land use designations and densities.
3. Fish and wildlife habitats are inventoried and are being preserved as feasible. The Oregon Wildlife Commission has no management plans for urban areas.
4. Significant natural areas have been inventoried, designated in the Comprehensive Plan and acquisition funding elections held.

A Conservancy Commission has been appointed by the Council to recommend specific measures for preservation of significant sites.

Significant major natural areas that have been preserved include Tryon Creek State Park, Cook's Butte Park, Springbrook Park, Bryant Woods Park and Tualatin River floodplain.

V. AIR, WATER AND LAND RESOURCES QUALITY - GOAL 6

A. Waste and Process Discharge

1. Air Quality

This goal is basically the responsibility of federal and State agencies. The DEQ reviewed the draft Comprehensive Plan and their comments were considered in revisions.

The LCDC Continuance Order of Septebmer 1983 ruled that the City must:

"Amend the Plan to include an updated inventory of current air quality studies and noise sources and, as necessary, amend the Plan policies and implementing measures to address identified problems."

Sources of possible air pollution are the Oregon Portland Cement Plant; exhaust emissions on major highways, particularly State Street and Boones Ferry Road, woodburning stoves and fireplaces, and backyard burning.

The cement plant was issued a new DEQ discharge permit in 1983 as per attachment "A". While the City does not expect any additional development on the site, the City will cooperate with DEQ as appropriate to see that the terms of the permit are upheld.

Exhaust emissions within the METRO area are controlled partially by the DEQ requirement for pollution control devices on motor vehicles and their periodic inspection. Traffic loading on highways within the METRO area is guided by the METRO Regional Transportation Plan, which plans transportation corridors on many factors, including air pollution. The City's choice of Service Level 'D' for street capacity was partially based on preserving a reasonable level of traffic flow, in order to reduce air pollution.

Backyard burning within Lake Oswego is regulated by DEQ.

Woodburning stoves and fireplaces are not currently regulated but will come under the regulation of HB 2255. The City does not plan additional regulation for either of these pollution sources.

Water quality issues were not raised in the Continuance ORder, although concerns were expressed by DEQ to LCDC during initial review.

Volume II should be updated by the following information.

The City has begun infiltration/inflow studies on sewer lines. The North Shore and Cabana Lane trunks both of which run partially under the bed of Oswego Lake, were lined with impervious linings, as the result of early 1970's studies.

The present study, due for completion in February 1983, is of the McVey and Blue Heron drainage basins. Additional improvements will result from this study. The remaining basins will be budgeted for systematically during the next several budget years, and further improvements done.

The City's Development Standards require settling of siltation, and oil removal from storm water prior to its discharge into the lake or streams. In addition, velocity reduction measures have been completed on several of the City's drainage corridors.

B. Waste Treatment Sites

The planning area's major treatment plant (Tryon Creek) has been expanded to provide for all planned development in the Lake basin. The entire Urban Service Area can be provided with sewers by the City or the Unified Sewerage Agency. All major sewer lines have been or are in the process of being constructed.

C. Separation of Land Uses

The City's heavy industrial area and sewerage treatment plant are physically separated from the residential and commercial areas (except for Old Town). Other industrial areas are buffered by streets or geographical features such as stream ravines. The location of new land use designations considered the need for \_\_\_\_\_ buffering.

D. Air Quality Maintenance Area

Lake Oswego lies within the Portland-Vancouver Interstate Air Quality Maintenance Area (AQMA) (See map attached). This area is described in the draft State Implementation Plan (S.I.P) for air quality, published jointly by the Department of Environmental Quality and the Metropolitan Service District in April 1979. The draft S. I. P. shows that the entire AQMA is in non-attainment for meeting the recently revised federal ambient air quality standards for ozone and is predicted to remain in non-attainment until at 1987 unless additional control measures are undertaken. The non-attainment area designation could affect the location of major, new or modified industrial sources by requiring extensive preconstruction review and strict emission controls, in addition to needing to obtain offsets.

The following new Total Suspended Particulate control strategies have been adopted by DEQ (12/19/83) and are in effect in Lake Oswego.

- a. Road dust controls (construction trackout control, winter sanding control, street sweeping study).
- b. Vegetative burning controls (ban on backyard burning, woodstove certification program, promoting weatherization and education in how to burn wood better).

The following methods, adopted by DEQ (7/16/82), are used to control Ozone:

- a. Encourage public transit, carpooling and ridesharing.
- b. Car inspection/maintenance program -- to assure effectiveness pollution control equipment.
- c. Federal Motor Vehicle Emission Control Program (reduces emissions in new cars).
- d. Volatile Organic Controls (OAR 340, Division 22).

Lake Oswego will continue to work with DEQ and METRO as new policies are proposed.

E. Noise: Site Inventory & Policies Inventory

The City has identified major transportation corridors within the City as noise generators. The City's codes establish special setbacks and screening/buffering requirements to help mitigate both noise and pollution impacts.

The DEQ memo of June 14, 1984 specifically mentioned the Oregon Portland Cement facility, Rub-a-Dub Car Wash and the Town Square Shopping Center at Boones Ferry and Monroe as noise sources.

The Rub-a-Dub Car Wash is no longer in existence. A totally new facility was built on State Street in 1981. The project was reviewed for noise impacts. The application states that "The equipment will be composed of a new dryer concept which differs from older dryers by eliminating large horsepower, noisy motors, and replaces them with mechanical chamouis dryers operated by very low horsepower motors with quiet, energy efficient blowers. These have an appropriate noise level rating of 45DBA at 50 feet." (DR 35-84).

The site is also separated in elevation from residential development, being considerably below housing located on the bluff above.

The Town Square project was also reviewed for noise impacts and the developers were required to:

"illustrate methods to address DEQ's concerns for procedural occurrences of noise problems on the site. These methods should include mitigating measures for refrigeration equipment, trash compactors, or other similar noise sources." (Conditions #4, Order approving Town Square - 3/82)

The applicants (Thriftway) also submitted examples of rules governing delivery operations, which included noise mitigation measures.

A third noise source, not mentioned in the DEQ memo is Gage Industries. The minutes of the hearing addresses noise mitigation (See attached). A 1981 DEQ letter to Gage Industries is also attached. There are still complaints, as recent at June 1984, about the same violations.

The City and DEQ are in continuing contact with Gage Industries to remedy the problem.

The Oregon Portland Cement plant has been a noise source in the past. Presently, it is operating as a loading/delivery facility only, reducing both air and noise pollution levels.

Other industrial noise sources, as identified by complaints either to the City or to DEQ are:

- Chemlawn Corporation
- McCormick Engineering
- Oregon Portland Cement
- Gage Industries
- Lake Oswego Car Wash

Additional noise sources were identified in an inventory of noise complaints to the Lake Oswego Police Department, October 1979 - September 1980 (See attached) and in a 1980 community survey of 'noise sources of greatest disturbance' (See attached).

These two inventories were done as part of the City's work on a noise ordinance. The City's work on a noise ordinance, as noted in the Continuance Reply, is not a high priority item due to lack of staff. Because of this

problem, the City did adopt more general noise review standards to help address noise impacts in the interim.

Lake Oswego code requires review and mitigation of noise impacts on all commercial and industrial buildings and in residential developments and Planned Developments. [Building Design Standard 2.020(4a, b, c); Landscaping, Screening and Buffering Standard 9.020(6a, b, c). Under these provisions, the City routinely requires mitigating measures in commercial and industrial buildings similar to those attached or approved on the specific examples noted earlier.

In residential developments, the City has required planted buffers and/or berms between residences and streets such as Highway 43, Kruse Way, Lakeview Boulevard and Boones Ferry Road and also provides incentive for this by granting open space credit for the buffer area.

The codes also discourage access, and indirectly, orientation to arterial and collector streets, which provides buffering from noise sources.

The City also regulates heat pumps, pool motors, etc. [See 2.020(4c) attached and LOC 48.505(5) attached].

The IP (Industrial Park) zone (LOC 48.375) requires that noise, smoke, glare, vibration, etc., be limited in impact to the property line of the IP site (See attached).

All the above codes and standards are applied to new development and to most modifications of existing development, therefore gradually bringing all development into better conformance with noise level reduction goals.

The City has an infractions process which allows persons, businesses, etc., who develop or operate in violation of City codes and approvals to be cited into court if the problems cannot be worked out informally.

The noise ordinance, yet to be adopted by the City, should complement the existing regulations by providing monitoring and evaluation criteria for ongoing uses. This will address repeated occurrences of problems such as have existed at the cement plant in the past.

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NOVEMBER/DECEMBER - 1980  
COMMUNITY SURVEY

-Noise-

404 Barking Dogs  
404 Motorbikes, Motorcycles  
293 Vehicles, Modified/Deteriorated Exhaust  
285 Traffic  
162 Chainsaws  
157 No Noise Problem  
143 Stereos, Radios  
111 Railroads, Trains  
104 Lawmowers, Garden Equipment  
102 Construction Equipment  
88 Parties  
88 Sirens  
80 Garbage Trucks  
65 Small Aircraft  
52 Other  
51 Off-Road Vehicles  
48 Rock Band Sessions  
42 Explosives, Firearms  
39 Freeway Noise  
29 Jet Aircraft  
27 Industrial Noise  
25 Household Equipment and Appliances  
24 Heat Pump  
11 Other Animals

The questionnaire asked the respondents to rank noise sources of greatest disturbance, and indicate when and where these noises affect the respondent. The form also inquired as to suggestions for the control of noise, the amount the respondent would be willing to spend per year to support a noise control program, and to make any other comments.

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OCTOBER 1979 to SEPTEMBER 1980

<u>Type</u>	<u>Frequency</u>
Stereos/Radios	110
Parties	74
Barking Dogs	61
Explosives/Firearms	55
Yelling/Loud Noises	38
Motorcycles/Motorbikes	20
Vehicle-Loud Mufflers	7
Band Sessions	5
Construction Equipment	5

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Chainsaws	3
Household Equipment/Appliances	3
Street Sweeper	3
Church Bells	3
Horns	3
Other Animals	2
Industrial/Commercial Noise	2
Foot Stomping	2
Go-Carts	2
Sirens	2
Traffic	1
Trucks	1
Playground	1

VI. AREAS SUBJECT TO NATURAL DISASTERS AND HAZARDS - GOAL 7

A. Evaluation of Potential Hazards

The City has identified and evaluated potential

1. landslide,
2. erosion,
3. weak foundation soils,
4. groundwater, and
5. flood hazards.

(Detailed soils inventory, Engineering Geology Report, Hydrology Report)

Land use designations, densities and development standards have been formulated to account for hazard areas. All hazard areas require further field investigation.

B. Flood Insurance Program

The City is eligible for and participates in the HUD Flood Insurance Program.

VII. RECREATIONAL NEEDS - GOAL 8

A. Inventory of Needs and Opportunities

All public and private recreational facilities have been inventoried.

A Planning Area-wide survey (8,331 households, 694 responses) was made to determine public recreational desires.

B. Long-Range Plans and Action Programs

A long-range parks acquisition and development program was included in the Parks and Recreation Task Force Report. After extensive public review, a revised plan was adopted as the Parks and Recreation element.

C. Energy Conservation Mobility and Recreation

The Parks and Recreation element provides for a wide range of

park types, locations, and recreational facilities and programs to serve the local area's needs within a short travel distance.

The Urban Service Area includes:

1. a state park (Tryon Creek)
2. community-wide parks (George Rogers, Waluga) for active recreation (boating, swimming, playfields, jogging, etc.)
3. community parks for passive recreation (Springbrook, Bryant Woods, Cook's Butte)
4. municipal golf course
5. neighborhood parks (Palisades, Freepons, Aspen, Westlake)
6. Adult Community Center
7. public and private swim parks on the Lake
8. indoor tennis facility

Plans include additional parks, recreation facilities, bikeways, pedestrian trails.

The School District's playfields, swim center, tennis courts, track, etc., provide for active recreation use, and are intensively utilized.

There are private recreational facilities, including swimming pools, swim and gymnastics school, riding stable, golf course, tennis and racquetball, and many other activities.

#### D. Implementation

The implementation program includes:

1. lands designated for public acquisition
2. systems development charge for parks
3. dedication
4. revenue bonds

5. annual budgeting for development
6. federal and state grant assistance

A Parks and Recreation Board has been appointed by the City Council to assist with implementation.

#### VIII. ECONOMY OF THE STATE - GOAL 9

##### A. Inventory of Areas for Economic Growth

An inventory of land in the Planning Area which met criteria for industrial use was made by the Industrial Task Force.

Two detailed inventories of commercial land uses were prepared (Commercial Area Study Committee report, Chamber of Commerce, 1990 Commercial Needs Study).

##### B. Economic Expansion Criteria

The goal criteria are considered in the following documents:

1. Industrial Task Force Report
2. Commercial Area Study Committee Report, Vols. I and II
3. 1990 Commercial Needs Study
4. Land Use and Vacant Lands Inventory
5. Population Study
6. Street Systems Analysis
7. Physical Resources Inventory

The plan designates an additional 52.5 acres of commercial, 66 acres office campus, and about 150 acres of industrial park.

##### C. Comparative Advantage

Lake Oswego's potential advantages for industrial and commercial uses were analyzed in the Task Force Reports and in testimony at Planning Commission Study Sessions. City staff prepared locational criteria for industrial uses.

D. Social, Environmental, Energy and Economic Impacts

These were analyzed in the above studies, and

1. Cost-Revenue Study: Fiscal Impacts of Urban Development
2. Street Systems Analysis, Phase II
3. Economic Resources Element
4. Planning Commission Study Sessions on industrial areas and commercial expansion
5. Public Testimony on industrial, commercial and office campus designations, which was extensive.

E. Public Facilities Support

The land uses (industrial parks, retail and service businesses, office campus) are located where adequate public facilities are or can be provided by the City. The City has already passed a \$5.9 million bond for water system improvements, all major sewer trunks are in place or under construction; the sewage treatment plant has been expanded and the street system has been carefully planned to maintain capacity. Arterial and collector streets serving planned commercial or industrial areas are adequate, or are being expanded. Signals, turn lanes, additional accesses, etc., are being provided through pro-rated assessment of new development.

IX. HOUSING - Goal 10

- A. Goal 10 requires that jurisdictions encourage the availability of adequate numbers of housing units at price ranges and rent levels commensurate with the financial capabilities of Oregon households, and allow for flexibility of housing location, type and density.

It also requires a buildable lands inventory.

- B. METRO Housing Rule. The METRO Housing Rule was adopted as part of the approval of the METRO Urban Growth Boundary to insure that regional housing needs were met.

THE MHR requires, among other things, that the buildable lands inventory in Lake Oswego provide for an overall average on developable land of 10 dwelling units per net acre, and that the single/multi unit mix be about 50/50.

- C. Buildable Lands Inventory - In May 1980, the City of Lake Oswego completed a Buildable Lands Inventory which documented an overall density of 9.1 units per net residential acre. Additional units allowed under the secondary dwelling unit and special use housing provisions are estimated to bring the overall density in the range of ten dwelling units per net buildable acre.

Since that time, the METRO Urban Growth Boundary has been adopted. The criteria for calculating buildable lands within the METRO Urban Growth Boundary, as stated in the adoption order, differ from those used in the May, 1980 calculations by the City. The METRO criteria allow deductions of slopes over 25%, while the 1980 study deducted slopes over 50%.

The adoption order was incorporated in the Administrative Rule on Goal 10 (OAR 660-07) on December 3, 1981. Due to the change in criteria, it was necessary to recalculate the buildable lands so that the resulting density would be consistent with those in other METRO jurisdictions. Using grant money received from LCDC, the City hired a planning intern to analyze the raw data and calculate the overall residential density allowable under the Comprehensive Plan.

The definition of 'net buildable acre' contained in OAR 660-07-145 states that,

660-07-145 A Net Buildable Acre consists of 43,560 square feet of residentially designated buildable land, after excluding present and future right-of-way, restricted hazard areas, public open spaces and restricted resource protection areas.



Buildable land, as used in the above definition, is defined by OAR-07-140 as:

660-07-140 Buildable Land means residentially designated vacant and, at the option of the local jurisdiction, redevelopable land within the METRO Urban Growth Boundary that is in severely constrained by natural hazards (Statewide Planning Goal 7) or subject to natural resource protection measures (Statewide Planning Goals 5 and 15). Publicly-owned land is generally not considered available for residential use. Land with slopes of 25 percent or greater and land within the 100-year floodplain is generally considered unbuildable for purposes of density calculations.

#### Data Base

In order to clearly document the deductions made in calculating the allowed overall density, information was mapped on 1" - 400' base property line maps of the City, which show the Urban Service Boundary. The following data was mapped on the 1" - 400' base property line maps:

1. Slope

Slopes of 31-80% were transferred from the Lake Oswego Physical Resources Inventory (LOPRI) slope maps to the base maps with total area calculated by planimeter and tabulated.

2. Floodplain

100-year floodplain locations were transferred onto the base maps by using the 1" - 400' Flood Hazard maps provided by HUD, with additional information provided by Andy Harris from the Lake Oswego Engineering Department. The floodplains were planimetered to determine area. In cases where the floodplain included a stream channel, the stream area was subtracted. This information was also tabulated.

3. Stream Corridors, Lakes and Essential Wetlands

Information for determining area of stream corridors, lakes and essential wetlands was obtained from the Lake Oswego Comprehensive Plan, land use map, a 1" - 800' Hydrology map and Andy Harris from the Lake Oswego Engineering Department.

The area of the stream channels was calculated by a map measure, while the area of the wetlands and Rainbow Lake was planimetered. This information was then tabulated.

#### 4. Committed Lands

By using Clackamas County Tax maps, subdivision plats maps and PUD final plans, the location of committed lands was calculated and block-out on the base maps.

#### 5. Industrial and Commercial Designations; Public and Semi-Public Use

By using the Comprehensive Plan land use map, those areas designated as non-residential were outlined on the base maps.

### Calculation of Net Buildable Acres

With the lands allowed to be deducted from the buildable lands inventory graphically illustrated, initial calculations of net buildable lands could begin.

Using the Clackamas County Tax Assessor's maps and the four base maps, parcels of redevelopable property were calculated for area and recorded by zone and section resulting in gross buildable acreage.

The Lake Oswego Atlas (updating copy) and current building permits provided the number of existing dwelling units located in developable lands. By using the Comprehensive Plan land use map, the existing dwelling units were tabulated by zone and section. Using the same procedure, the number of vacant committed lands was determined and tabulated by zone and section.

To determine the net building area and number of possible dwelling units, calculations were made by section, using the following procedure.

1. The number of existing dwelling units were multiplied by the minimum net area per unit in each zone designation. This amount was subtracted from the total area of developable land.
2. Slopes, wetlands, streams, and lakes located on lands designated as developable were tabulated by section and zone. By using 1" - 400' contour overlays, it was determined that an additional 10 percent of slope between 25 to 30 percent exists on the developable lands and is included in the slope total. The slope, floodplain and stream totals by zone were subtracted from the total of developable lands.
3. Twenty percent right-of-way was deducted.
4. This total was then divided by the net area per unit for each zone to determine the number of possible dwelling units per buildable acre.

5. All section totals were combined for an urban service area total

#### Additional Allowed Housing Opportunities

1. Density Transfer

Density may be transferred from hazard and natural areas to buildable portions of a site.

By using information shown on the base maps, the amount of slope located on the vacant developable lands was calculated and divided by net area by units per acre in order to determine possible dwelling units per acre available for density transfer units.

2. Elderly Housing

It is considerably estimated that the City will accommodate 450 such dwelling units for the elderly by saturation development by the year 2000. The City has currently given some form of approval to about 200 special-use units.

3. Secondary Units

The Comprehensive Plan allows secondary dwelling units. The City projects that a total of 400 secondary units will exist by the year 2000. However, after discussion with LCDC staff, only 100 units are included in the unit totals.

#### Conclusions

The attached tables indicate the density per net buildable acre ratios which can result. According to the METRO Urban Growth Boundary acknowledgement order, Lake Oswego is required to provide the opportunity for an overall density of 10 dwelling units per net buildable acre.

The tables show units with infill, and units without infill.

Infill is defined as partially developed land of generally + two acres which is surrounded by existing development and constrained from redevelopment in greatly differing patterns than that of the surrounding development. There are about 299 infill acres.

OAR 660-07-140 says that buildable land may or may not at the option of the local jurisdiction, include redevelopable land.

Much of this is located in the Skylands area, an older platted area of lots with homes in the \$200,000 to \$400,000 price range. Much of the rest of this land is around the lake where owners have, in earlier time, purchased large lots and built large homes now valued similar to those above. Due to the considerable investment already

there, and the rule of thumb in the industry, that the cost of the dwellings is 3 - 4 times the cost of the lot, it is unlikely that small lot redevelopment will occur.

The City has, through its development standards provided for development of physically difficult sites, as these often are, in an effort to maximize the potential redevelopment.

- D. Variety of housing types and densities. - The Plan allows densities from about 52 units per acre in R-0 to 2+ units per acre in the R-15 zone. The East End Commercial zone also allows housing at a 3.0 FAR.

The code also allows cluster development, secondary units, and special use units in all zones. Mobile homes are allowed in parks or in subdivisions in R-0, R-3 and R-5 zones.

- E. Appropriate Public Facilities and Services. - All major sewer trunks are installed or about to be constructed in the Urban Service Area. The Tryon Creek Sewage Treatment plant has been expanded to enlarge its capacity to serve the planned development in Oswego Lake basin (and southwest Portland). The City approved a \$5.9 million bond in 1978 for expansion of the water system to accommodate future development and existing needs. Construction is completed on all proposed reservoirs.

The street system is being improved in accordance with the Comprehensive Plan to provide for additional capacity, both through improvements for particular developments and City initiated improvements such as the Boones Ferry widening, Oswego Creek bridge replacement, and State Street traffic safety management project.

#### Density Transfer

Density transfer is a formal way of reviewing development on slopes over 25%, floodplains, stream corridors and other resource or hazard areas. The process is done in a clear and objective manner using the calculation sheet attached. Density may be transferred from these lands to other portions of the site, or build on these lands, if the development standards can be met.

The estimated area and amount of units is attached also.

#### Elderly Units

Elderly (special use) units are estimated at 450 units in the planned period. The City presently has 30 units built and occupied. All zoning approvals have been granted for a project of up to 180 units on 6 acres between Kruse Way and Carman Drive. The City has been told by the developer to expect a submittal for development review in

the spring of 1984. The acreage and 210 unit count for these projects were not included in the buildable or committed category of the inventory. They were included in the elderly unit count. The remaining 240 units can be accommodated consistent with criteria for special use housing as follows:

- a. The DD/R-0 zones allow 45 units for the first acres, 30 units for the second acre. The City does not anticipate any developments in these zones and has not allocated any of the 450 elderly units to these zones.
- b. The R-3 zone allows 30 units for the first acre and 26 units for the second acre. If one development locates in an R-3 zone, 56 units would occur in two acres.
- c. The R-5 zone allows 30 units for the first acre, and double the underlying density for additional acres (17). There is considerable vacant land in this category. If two or three developments of 47 units each locate in this zone, between two and six acres would be used.
- d. The R-7.5 allows 30 units for the first acre and double the underlying density (11) for additional acres.

Location is limited to land adjacent to R-0, R-3, R-5, commercial or industrial zones. However, there is vacant land available in those abutting areas. If two or three developments were built in this zone at 41 units each, two to six acres of land would be used. It is difficult to deduct acreage for these units from the vacant buildable land category without knowing their specific location. However, the differences caused in overall density calculation are minimal and do not affect the 10+ unit per acre result of the inventory.

This is a total of about 14 acres which causes little difference in the net du/nba.

DENSITY TRANSFER

Detailed Summary

<u>ZONE</u>	<u>ACRES</u>	<u>SQUARE FEET</u>	<u>DWELLING UNITS</u>
R-7.5	5.3	232,500 (7,500)	31
R-10	66.9	2,914,600 (10,000)	291
R-15	<u>155.5</u>	<u>6,776,800 (15,000)</u>	<u>451</u>
TOTALS:	227.7		773 DU

10/84

TABLE 3a - April 1984  
(Without Infill)

Section.	R-0	3	5	7.5	10	15
2					.5	
3						
4					1.4	
5		15.2				
6			220			
7	.59	5.9		18.5		18.0
8	7.2	19.5		3.3	1	
9					12.7	10.3
10	2.7	.64			1.1	11.3
11	7.2			4.0		1.0
14		3.8			44.0	
15				1.5		27.9
16						9.7
17					19.7	
18	.47		28.6	14.4		
20					3.0	29.0
31						
32						
33						
Acres	18.16	45.04	248.6	41.7	83.4	107.2
Du	949	581	2165	242	363	311

	<u>Ac.</u>	<u>Du.</u>
VACANT BUILDABLE - - - - -	544	5934 (Includes
VACANT COMMITTED - - - - -	241	2088 density
	<u>785</u>	8022 transfer,
		elderly units
		& secondary
		units.)

8022 du = 10.2 du/na  
785 ac.

10/84

TABLE 3b - April 1984  
(With Infill)

Section.	R-0	3	5	7.5	10	15
2					36.3	
3					40.7	
4					30.1	
5		15.2			3.0	
6			220			
7	.59	5.9		115.8		31.4
8	7.2	19.5		25.7	13.9	
9				3.7	7.9	31.7
10	2.7	.64			1.8	20.2
11	7.2			1.4		.51
14		3.8			20.6	36.2
15				3.8		45.0
16						
17						
18	.47		28.6	34.2		
20					6.8	21.0
31						
32						
33						
Acres	18.16	45.04	248.6	18.4.6	161	186
Du	949	581	2165	1072	701	540

	<u>Ac.</u>	<u>Du.</u>	
VACANT BUILDABLE	843.5	7331	(Includes
VACANT COMMITTED	241.0	2088	density
	<u>1084.5</u>	<u>9419</u>	transfer
			secondary
			units and
			elderly units.)

9419 du = 8.6 du/na  
1084.5 ac.

X. PUBLIC FACILITIES AND SERVICES - GOAL 11

A. Types and Levels of Service

The City established its Urban Service Area as a basis for planning the service area for coordinated facilities expansion. All City plans for public services are based on the U.S.A. as a future boundary. No services are provided outside the U.S.A. except on contract to other jurisdictions.

Service capacities have been defined for the utility, streets, and parks systems of the City. Each was based on a series of criteria, including:

1. health and safety requirements
2. technical feasibility
3. cost effectiveness
4. environmental impacts
5. projected requirements, based on planned land uses, populations and levels of demand.

Detailed plans have been made and updated for the major public facilities, including:

1. Street Systems Analysis, Phases I and II
2. Revised Water System Study
3. Sanitary Sewerage System Study
4. Parks and Recreation Task Force Report

B. Coordinated Service Delivery

The City's policy is to require annexation for development, and to require that basic services all be available as a condition for annexation.

The Systems Development Charges and development conditions are intended to provide financial support to assure that new developments can be provided with adequate levels of basic services.

C. Implementation

1. Capital Programming

The City is undertaking a capital programming effort in late 1979.

2. Amounts of Land

As of the last survey in 1979, the City had over 900 building lots and sites for which basic services were available.

3. Management

The City is or can be the provider of all public services within the Urban Service Area, except for sewer in the Bonita Meadows area, which is in the Unified Sewerage Agency's jurisdiction. The City provides the actual services to almost all the surrounding service districts on a contractual basis.

XI. TRANSPORTATION - GOAL 12

A. Forms of Transportation

The plan addresses auto, bicycle, pedestrian and mass transit.

B. Inventory

Inventories include:

1. 1970 Arterial Streets and Traffic Safety Study
2. Streets System Analysis, Phase I
3. CRAG Interim Transportation Plan
4. ODOT - Portland-Vancouver Metropolitan Area Transportation Study
5. ODOT - Tigard-Lake Oswego Sub-Area Analysis

C. Social Consequences

Social issues are raised and discussed in the Transportation Task Force Report, Neighborhood plan recommendations, Residential Streets Standards Report, and General Policy Formulation Paper No. 7 - Transportation.

D. Reliance on One Mode

Automobiles dominate the streets system and a number of factors restrict transit. The Plan does designate specific bicycle and pedestrian trails, and the major land uses can be connected by an intra-city transit system in the future. (Street Systems Analysis, Phase II, Transit Route Study). The City assumed that a significant increase in transit use would occur in making trip projections (for example, work trips would increase from 10 to 30 percent on transit).

E. Minimize Impacts

The City established design standards for streets based on their function and safety as auto, bicycle, pedestrian routes, on environmental conditions such as drainage, slope and ground conditions, on capacity needs balanced by expansion costs, and on esthetic appearance.

This was one of the primary issues in the comprehensive planning process.

F. Conserve Energy

The street system and land uses can be served by mass transit.

The choice of Service Level "D" as the street capacity was partly based on avoiding traffic congestion and resultant fuel inefficiency.

G. Transportation Disadvantaged

The plans for bicycle and pedestrian routes will assist those who cannot drive because of age. The City assists the physically handicapped elderly through operation of a mini-bus from the Adult Community Center.

H. Facilitate Flow of Goods and Services

The intensive land uses (commercial and industrial) have been located to provide good access.

The streets serving these uses are planned for improvements to increase capacity.

Overall site plans are required for all new industrial and commercial uses to assure proper internal circulation.

Trip generations from certain locations are limited to avoid overloading adjacent streets and intersections.

I. Coordination with Area-Wide Plans

The City has worked closely with ODOT, CRAG (MSD), DEQ, Clackamas County and Portland on area-wide transportation plans, including the Interim Transportation Plan, I-5 Interchange improvements and Portland Arterial Streets Plans.

J. Carrying Capacity

The City's arterial streets will probably exceed state and federal air quality standards, based on the DEQ's rules of thumb and on the Kruse Way Environmental Impact Statement.

However, the City's land uses and street standards are otherwise reasonable in terms of their impacts on land and water resources.

For example, in accordance with the Comprehensive Plan, all new residential streets are designed from a minimum 20' pavement and are scaled up only as safety, traffic volumes, ground conditions, slopes or other needs can be specifically justified, to minimize impacts on soils, vegetation, drainage and streamways.

K. Impact Evaluation

The City Charter of Lake Oswego requires a public election on almost all street widenings. This process requires a public evaluation of impacts in addition to the City's normal planning and analysis.

L. Major Interchanges

All the major interchanges on the western side of the Urban Service Area are located in the jurisdictions of Tualatin and Clackamas County.

XII. ENERGY CONSERVATION - GOAL 13

An Energy Conservation Task Force made recommendations to the City on conservation policies, most of which were incorporated into the comprehensive plan.

XIII. WILLAMETTE GREENWAY - GOAL 15

The Greenway boundary in Lake Oswego has been established by State action.

The required conditional use procedure has been approved by the State.

XIII. URBANIZATION - GOAL 14

A. Urban Growth Boundary

The UGB has been established and approved by CRAG and MSD. In Lake Oswego, CRAG recommended that the drainage basin boundary between Lake Oswego and the Lower Tualatin Valley separate urbanizable land in the City from rural, agricultural land in the valley.

Lake Oswego and Clackamas County concurred in the location of the UGB, and the boundary was adopted in the Lake Oswego Comprehensive Plan.

The City, County and Valley residents considered:

- a. detailed soils information
- b. water and sewer service area limits, traffic volumes and street capacity
- c. existing parcelization and land uses
- d. existing city limits
- e. projected populations of the City
- f. existing rural and agricultural uses

B. Conversion of Urbanizable Land to Urban Uses

1. Forest Highlands was identified and designated as a "Future Urbanizable" area where development with services would probably not take place for five years.
2. Provision of basic services is required as a condition of development, including sewer, water, streets, and drainage.
3. Services are being scheduled for construction or expansion. A \$5.9 million bond has been approved by voters to expand the water treatment plant and system; the sewage treatment plant has been expanded, all major sewer mains have been constructed or financed, the last arterial street (Kruse Way) has been constructed, the other arterials are being expanded and upgraded. (Examples include Lower Boone's Ferry widening, Oswego Creek Bridge widening, State Street Traffic Safety Management project, Kerr Road widening) and plans for area. Wide drainage management measures are being prepared.

As far as can be ascertained, no part of the Urban Service Area is more than about three years from having all basic urban services available.

The City does not have actual jurisdiction over conversion in the unincorporated portion of the Urban Service Area.

(GOALS 16-19 DO NOT APPLY TO LAKE OSWEGO)