COMPREHENSIVE PLAN

LAKE OSWEGO, OREGON

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COMPREHENSIVE PLAN

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INTRODUCTION

Lake Oswego has been an attractive residential community for many years. The beautiful physical setting of lake, streams, trees and views has been enhanced in many areas by winding lanes, handsome homes and landscaping, and pleasant, small–scale business districts. Residents generally take an active interest in City affairs.

This is the ideal of Lake Oswego which drew many people to the community, and which they seek to preserve.

At the same time, the community's growth raised a range of concerns regarding the changes in natural features, traffic, public costs, need for business expansion, appearance of new developments and many other aspects of the community's character. These concerns led to the formation of the Community Goals Committee in 1973, and in turn to the City's decision that a plan was needed to reach community agreement on the City's future.

In 1974, the State gave a push to community planning by adopting the statewide goals and guidelines (or LCDC Goals) which require each community to address a wide range of issue areas.

The program which was set up to prepare a Comprehensive Plan was designed to meet the community's objectives, as well as the State requirements.

A fundamental concept of the planning process was that it should rely on the efforts of residents, so that the plans would actually reflect the community's decisions.

Much of the plan is a direct result of recommendations from residents. Other parts are negotiated compromises between conflicting points of view. Sometimes a single sentence in the plan represents many hours of research and mediation. Where interpreting policies, it is therefore advisable to check the record to verify the purpose of the policy.

The plan seeks to balance statewide, regional, county, neighborhood, special interest group and individual interests, while anticipating how the future will unfold to affect these. Obviously, the future will bring changes that will require the City to adapt to them. Care should be taken to distinguish real needs based on changes from the desires of special interest groups, because the plan's fairness depends on maintaining its balance of interest.

Purpose

The Comprehensive Plan is intended to be Lake Oswego's overall guide for land use, development, public services and facilities, and ongoing planning responsibilities. Its policies are the product of nearly four years of citizen research and study, consideration of alternatives, discussion and decision. As such, the plan policies represent a high degree of community commitment and invested effort. Most of the policies are also the best practical compromise between divergent community objectives and limitations such as costs.

The plan has been written so as to strike a reasonable balance between definitive policies that set a clear, understandable direction and the need to retain flexibility to cope with future changes. While every effort has been made to assure that the plan has been carefully considered and based on reliable information, to respond to unanticipated future needs it will include provisions for amendment and every five years it will be revised and updated.

The plan uses a time horizon of "saturation development" which means the time when all, or nearly all, land has been fully developed in the Urban Service Area. The usefulness of this idea is that it allowed the City to project the total needs for streets, utilities, parks and other facilities based on a realistic projection of population and land use. The plan could also be prepared so as to balance various goals, especially to provide for a local share of the overall regional housing needs to limit densities so that planned streets and other facilities will be used to capacity but not overloaded, to maintain natural features during site development, and to keep public costs at a reasonable level without fiscal crises.

It should be emphasized that much of the plan cannot be implemented without the support and cooperation of Clackamas County and adjacent special service districts, since these agencies actually have jurisdiction over most of the vacant land in the Urban Service Area.

In order to keep the plan policies separate from supporting information, most of the findings and records of the planning process have been included in a second volume. The supporting material is intended to help to interpret policies and explain their purpose, but it is not to be considered as an approved policy.

Related policy documents which have been adopted by the City Council include:

- Lake Oswego Community Goals and Objectives, adopted November 1974.
- Citizen Involvement Program, Phase I, adopted June, 1975.
- Citizen Involvement Program, Phase II, adopted December, 1975.

Organization

The adopted plan contains OBJECTIVES, which are short statements of the purpose of the policies, GENERAL POLICIES, which are major methods of achieving objectives, SPECIFIC POLICIES, which are more detailed steps to carry out General Policies, and MAPS, which show the location and type of land uses and public facilities.

In addition, STRATEGIES to carry out the Specific Policies are contained in the second volume. Strategies are not adopted as policies, rather, they are intended to provide specific suggestions to be used as practical and feasible.

All the plan's policies are oriented and intended to apply throughout the Urban Service Area.

The plan is organized in 12 policy elements under 4 major categories.

I. Growth Management Policies
   - Service Boundaries
   - Impact Management
   - Overall Density
   - Interim Rate Policy
   - Benchmark Rate Policy

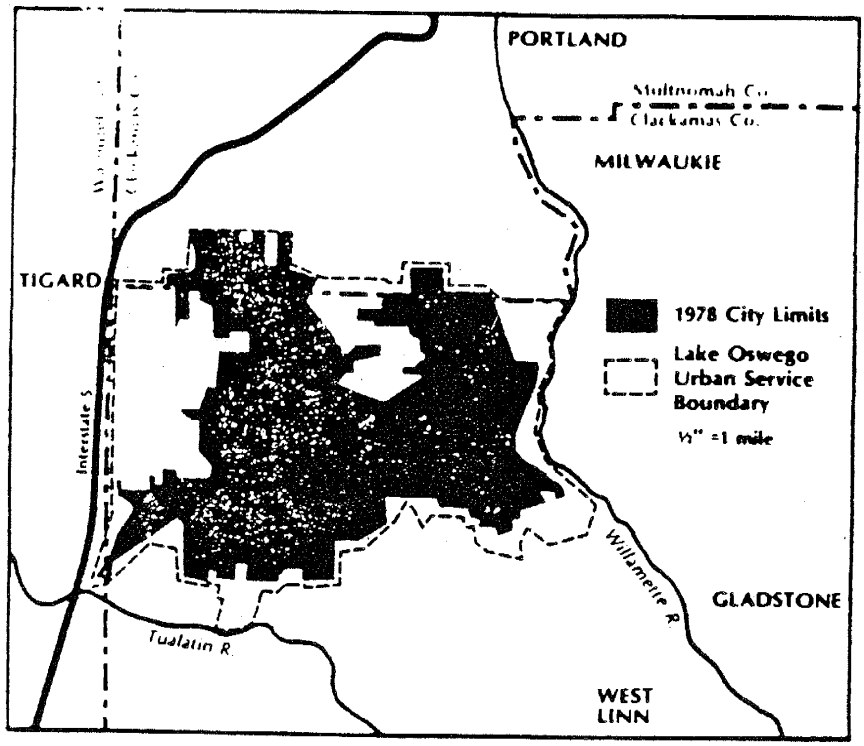
II. Resource Policies
   - Natural Resources
   - Social Resources
   - Economic Resources

III. Land Use & Activity Policies
- Residential Land Use
- Commercial Land Use
- Industrial Land Use
- Open Space
- Parks & Recreation
- Transportation
- Public Facilities

IV. Role of Government

Growth Management policies (category I) establish the area in which the City will provide urban services, an average overall density for future City development, and policies to manage the impacts and rate of growth. The growth policies set the overall parameters and direction for the remainder of the Plan.

The resource policies (category II) set basic policy for future use of the City's natural, human and economic resources. The natural resource policies cover twelve specific categories of natural resources. The overall resource policies serve as a guide for the more specific land use and activity policies. For example, the natural resource policies give direction to residential density and design policies. The economic resource policies guide the commercial and industrial land use policies.



Lake Oswego Vicinity Map

The land use and activity policies (category III) pertain to seven specific areas of public and private land use which are guided by the Comprehensive Plan. The residential policies cover density, density location, site design and housing choice. Commercial policies contain specific district policies for all commercial areas designated in the Plan. Industrial policies contain specific district policies for the three industrial districts. Open space policies contain protection open space policies, a public open space plan and trail policies. The park policies establish a plan for meeting the City's long term recreation needs. The transportation policies establish a plan for providing adequate transportation facilities for future land uses. Public facilities policies provide the basis for later preparation of a Capital Improvements Program for existing needs and future growth.

The Role of Government element (in category IV) sets policy to guide the City's role in implementing the Comprehensive Plan.

How The Plan Was Prepared

Lake Oswego's Comprehensive Plan was developed over a four year period with substantial citizen involvement, extensive research and thorough review and hearing by public officials. The basic process is illustrated in the diagram on the following page. The process began with the development of 14 Community Goals with specific supporting objectives. Local goals and objectives were developed by a citizen's committee during 1974 and adopted by City Council in December, 1974. These 14 sets of goals and objectives played a key role in Plan development. The goal statements are listed in the adjacent table. The goals provided initial direction and in some cases were modified by the final policies. The City's Citizen Involvement Program established nine citizen task forces to study issues and recommended policies for the Plan. A neighborhood association program was established as part of the process and 10 neighborhood associations now exist. From the Fall of 1976 through early 1978, the Lake Oswego Planning Commission formulated the City's draft Comprehensive Plan based on citizen recommendations, staff research, and public hearing testimony. The Commission utilized Policy Formulation Papers to reach consensus on general policies and then developed detailed policies. After Planning Commission approval, the Plan went through an extensive process of review, hearing, and modification by City Council. Policies were adopted in July of 1978.

Plan Implementation

Implementation consists of the many steps required to actually carry out the policies of the Comprehensive Plan. State law now requires that local governments establish implementation programs to assure Comprehensive Plans take effect. Major implementation programs include:

1. Adopting new zoning and development ordinances, and administrative procedures.
2. Adopting a citywide capital improvements program.
3. Establishing a program to monitor the effects of future growth.
4. Revising procedures and requirements for development review to assure Plan policies take effect.
5. Establishing new citizen advisory boards.
6. Maintaining ongoing citizen involvement.

The chart on the following page shows an overall list of major implementation actions in three categories: (1) City Council actions; (2) administrative actions, and (3) citizen and advisory board actions.

Implementation of the Plan will require a coordinated effort by several City departments with support and coordination provided by the City Manager's office. The City Council plays a key role in implementation through its land use, budgetary and policy decisions.

The Planning Process

The following items are major records of the comprehensive planning process. They are listed by approximate chronological order. They provide a record of compliance with LCDC Goals 1 (Citizen Involvement) and 2 (Land Use Planning).

Plan Implementation

Plan Adoption

Actions by Citizens & Advisory Boards	City Council Actions	Administrative Actions
–Planning Commission & Design Review Board apply policies to specific land use decisions –Planning Commission review new ordinances –Committee for Citizen Involvement (CCI) monitor citizen involvement program compliance –Neighborhood associations review implementation actions & projects affecting them –New advisory boards begin operation	–Review & adopt new development ordinances –Establish new advisory bodies –Monitor overall Plan implementation –Apply Plan policies to specific land use decisions –Adopt detailed facility plans and overall Capital Improvement Program –Allocate budgetary resources	–Reorganize staff –Develop interim development review procedures –Draft new development ordinances –Coordinate Plan Compliance review with county, MSD & LCDC –Complete detailed facility plans (drainage, sewer, streets) –Prepare draft capital improvement program –Establish monitoring Program for Plan review & update –Establish public information programs for pending bond issues –Provide support to Council and advisory boards –Implement parks & open space plan

1. **Lake Oswego Community Goals and Objectives, adopted December 1974**

   a. Community Goals Questionnaire – 317 responses October, 1974

   b. Record of three public hearings on Goals – August/September, 1974

2. **Committee on Citizen Involvement**

   a. City Council Resolution R–75–39 establishing CCI and its responsibilities – June, 1975

   b. Citizen Involvement Program – Phase I, adopted December 1975

      - Neighborhood Associations
      - Task Forces on Comprehensive Plan
      - Roles of Responsibilities for Comprehensive Plan

   c. Citizen Involvement Program – Phase II, adopted August, 1976

      - Ongoing Citizen Invovlement
      - Citizen "Bill of Rights"

3. **Comprehensive Plan Citizen Task Force Guidelines, February, 1976**

   - Procedures assuring citizen consideration of:

     i. applicable information
     ii. state laws, LCDC goals, regional goals and plans, county plans
     iii. issues and objectives
     iv. alternatives
     v. findings

   - Examples of Task Force application of procedures: Transportation, Energy

4. **Physical Resources Inventory, March 1976**

   a. Study Outline, January, 1975

   b. Field Survey Team Instructions, January, 1975

   c. Introduction to LOPRI – Record of Procedure, March, 1976

   d. Record of presentations, two public meetings, Planning Commission, City Council, January – April, 1976

   e. Student comments

5. **Task Force – Planning Commission Study Sessions April, 1976 – January, 1977**

   - Each task force made at least one presentation of its recommendations to Planning Commission
   - Record of session included in each report
   - All records of individual task force data, public meetings and surveys on file.

6. **Neighborhood Association – Planning Commission Study Sessions February – June, 1977**

   - Five associations presented comprehensive plan recommendations

     – First Addition
     – Evergreen
     – Lake Grove
     – Waluga
     – Bonita

7. **City basic research and information provided to Planning Commission**

   - Sewer study
   - Water study
   - Traffic analysis
   - Population study
   - Cost–Revenue study
   - Land Use data
   - Special reports

8. **Comprehensive Plan – City Department Input July 9, 1978**

   - Procedure for review and evaluation of citizen task force reports

9. **Plan Procedures, September 20, 1976**

   - Procedure for neighborhood review of task force reports
   - Schedule for study sessions on issues and alternatives
   - Preliminary outline of comprehensive plan
   - Procedure for formulating policy

10. **General Policy Formulation Papers, 1–8, October, 1976 –January, 1977**

    a. (1) Definition of Urban Service Boundary
    b. (2) Management of Growth
    c. (3) Objectives of Growth Management
    d. (4) Growth Management Policy Directions
    e. (5) Natural Resources Planning
    f. (6) Land Uses and Activities
    g. (7) Transportation System Planning
    h. (8) Role of Government – Implementation

    Each paper includes issues and evaluation of policy alternative

11. **Planning Commission General Policy Recommendations, October, 1976 – January, 1977**

    - Record of Commission actions

12. **General Policy Directions for the Lake Oswego Comprehensive Plan, March, 1977.**

    - Published for public review and comment
    - Two joint Planning Commission/City Council sessions to review General Policies, April – May, 1977.

13. **Lake Oswego's Comprehensive Planning Process, May, 1977**

    - Recapitulation of planning process 1974–1977

14. **Planning Commission Study Sessions, October, 1976 – May, 1978**

    - Minutes, exhibit, records of decisions on plan policies from 62 study sessions. Most sessions attended by residents.

15. **Record of Public Testimony**

    a. Planning Commission Public Hearing, Phase A Comprehensive Plan Elements, November 16, 17, 30 and December 15, 1977

    b. Planning Commission Public Hearings, Phase B Comprehensive Plan Elements, March 8, 15, 1978

    c. City Council Public Hearings, Phase A Comprehensive Plan Elements, February 20, March 6, 1978

    d. City Council Public Hearings, Phase B Comprehensive Plan Elements, April 25, May 1, 1978

    e. City Council Final Public Hearing, all plan elements, June 13, 1978

16. Record of joint City Council/Planning Commission Study Session on the Comprehensive Plan, April 17, 1978

17. Record of City Council Study Sessions on the Comprehensive Plan 17 sessions, April – July, 1978: minutes, exhibits, testimony, staff submissions, draft elements revisions

LAKE OSWEGO COMMUNITY GOALS AND OBJECTIVES, 1974
14 GOAL STATEMENTS

1. Community Area and Regional Relationship

To recognize Lake Oswego's interest in and responsibilities toward the metropolitan region, while limiting city boundaries and influence to the area generally bordered by the I–5 Freeway to the west, the Willamette River to the east, the Multnomah/Clackamas County line to the north, and the Tualatin River and West Linn City Limits to the south.

2. Natural Resources and Environment

To preserve and enhance the community's geophysical assets (lake, rivers, trees, land contours), and develop appropriate and environmental standards and controls to preserve fragile terrain and protect against all types of pollution.

3. Population Density and Growth

To control population densities and rate of growth in a manner that will enhance and preserve the qualities and scale of Lake Oswego.

4. Community and Neighborhood Identity

To foster the spirit of local identity by encouraging participation in overall community life, and by recognizing and enhancing the character of the various neighborhoods within the community.

5. Aesthetic Quality–Community Design

To preserve and enhance Lake Oswego's character and aesthetic quality through sound design of neighborhoods, structures, streets and facilities.

6. Land Use – Open Space

To develop, and implement, a comprehensive open space plan that will protect unique natural areas of the community, provide recreational opportunities and help to shape urban development patterns.

7. Land Use – Residential

To provide the residents of Lake Oswego a choice of adequate housing that is consistent with their social and economic requirements, designed to perpetuate the present residential character of the City.

8. **Land Use – Industrial**

To encourage environmentally compatible industrial development located in attractive structures in landscaped settings, in those areas planned for such use.

9. **Land Use – Commercial**

To encourage commercial facilities adequate to satisfy community needs, encourage social interaction, and provide proper access.

10. **Transportation**

To develop a coordinated transportation system which recognizes public, private, internal and external transportation modes serving needs of the area with a minimum effect on the appearance and character of the community.

11. **Recreation and Culture**

To provide parks, recreation and cultural facilities and diversified programs of sufficient size and quality to adequately serve the City's needs.

12. **Community Services and Facilities**

To plan for and provide high quality community services and facilities to implement the Comprehensive Plan.

13. **Implementation**

To establish policies and procedures and enact ordinances to implement these stated goals and objectives.

14. **Citizen Participation**

To encourage citizens to participate more actively in the planning process of the community.

Relationship to Statewide Planning Goals

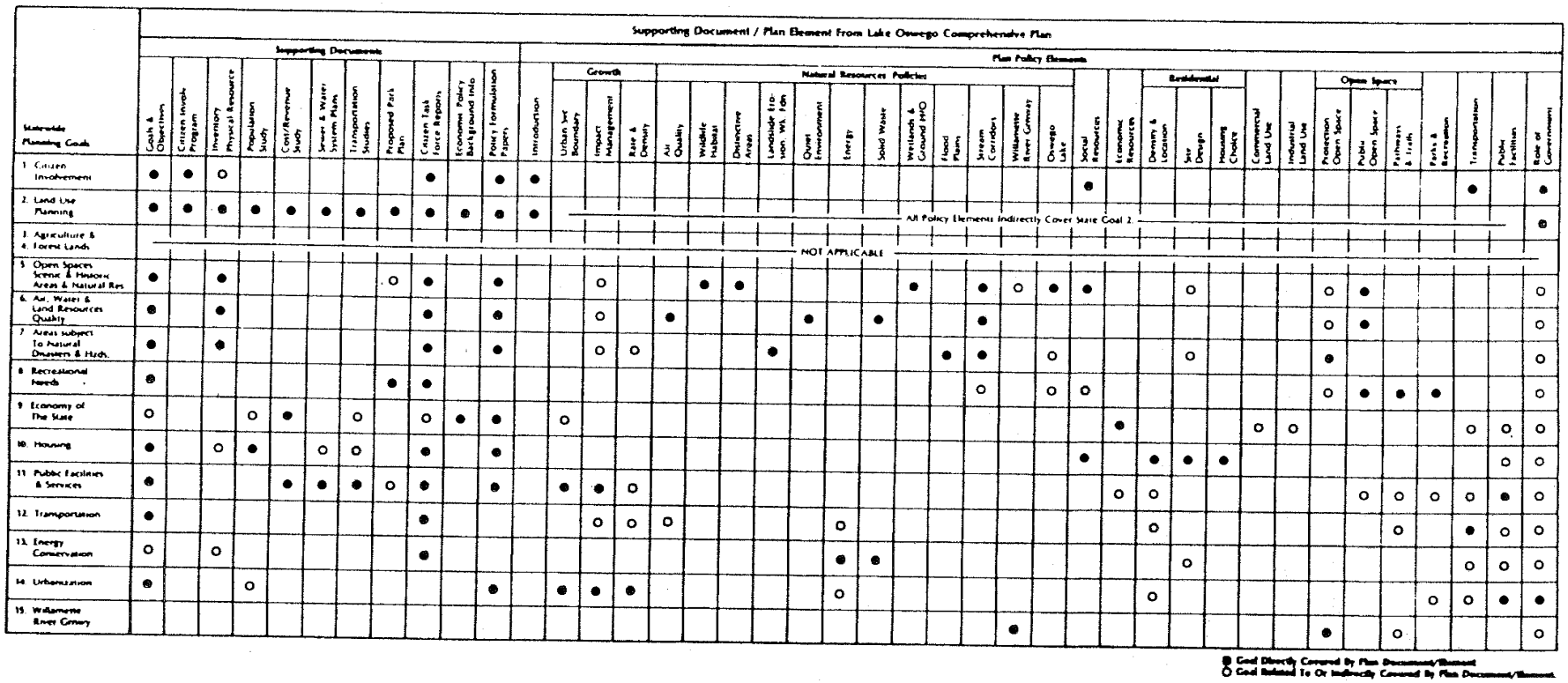
Two primary purposes of the Comprehensive Plan are to carry out local objectives of Lake Oswego residents and the statewide planning goals.

To provide a general indication of which plan policies carry out statewide goal requirements, a matrix has been provided which illustrates which plan elements carry out a statewide goal, either directly or indirectly.

For example, the Energy Conservation goal is addressed directly by Energy Conservation policies in the natural resources element. It is indirectly addressed by policies on transportation, site design, street design and role of government (which calls on the City to set an example in energy conservation).

An index which explains more specifically how the plan and supporting information meets state requirements is included in the second volume to the plan.

Relationship Of Lake Oswego Comprehensive Plan To Statewide Goals



GROWTH MANAGEMENT POLICY ELEMENT

Background Information

Rapid growth and its effects are major community issues in Lake Oswego. The City has been growing rapidly for more than 25 years from a 1950 population of 3,300 to a 1978 population of about 22,000 – and commitments established in the late 1960's and early 70's have set the stage for continued growth. The City and adjacent planning area now contain over 30,000 people.

Impacts of growth on the community's social, physical, economic and natural resources have become more and more evident in recent years. Those impacts prompted citizens to initiate preparation of a new comprehensive plan for Lake Oswego that could adequately deal with the complexities of rapid growth. In 1973, after years of controversy over land use issues, community concern over Lake Oswego's future development prompted the City Council to establish a Community Goals Committee which was the beginning of the Comprehensive Plan process.

The steady growth of the City has created significant impacts which affect all aspects of the community's character, including impacts on the land, water, air, traffic volumes, appearance, social make–up, taxes, costs, and on the government. Faced with these impacts, the City determined, as part of its Community Goals, to preserve the community's geophysical assets and character, while planning for an orderly and efficient transition from small town village atmosphere to a more urban city.

Residents were aware that a complex of interrelated decisions would be necessary to guide the expected growth, to direct the:

- **quantity** of development, assuring its coordination with factors such as land conditions and the City's ability to provide public services.
- **type** of development, assuring that new growth would pay its own way.
- **costs** of development, considering access needs, proximity to services or related land uses.
- **timing**, which allows for coordination of development with provision of public services and public decisions such as budgets or capital improvements.
- **quality** which enhances the City's beauty and livability.

During the development of the plans which would outline the steps to reach the Community Goals, problems and issues were identified. Information was gathered and refined to clarify future needs as well as the relationship of Lake Oswego to the Portland metropolitan area into its major public facility systems, housing and employment needs. Management of the community's growth would involve management of the community's resources toward those goals. These would include natural, social and economic resources, as well as the physical or structural resources which represent the past investment of the community.

The policies and strategies which were developed are intended to guide growth in accord with those needs and with community resources and goals.

Summary of Planning Process

Since growth management policies would provide an important basis for other comprehensive plan elements, the Planning Commission spent substantial time and effort determining these policies and exploring alternative management concepts, ranging from no management at all to the use of quotas on development approvals. Each growth management policy was carefully selected to deal with a specific growth issue, including:

- defining the area of future growth (The "Urban Service Boundary"),
- resolving specific impacts on natural resources, capacities of streets, water, sewer and drainage systems, and on public costs,
- establishing an overall density which can be served within the capacities of existing and planned expansions of streets, water system, sewers, and parks; and which will allow protection of natural features,
- a temporary policy emphasizing follow–up on this plan with capital budgeting, new ordinances, and new development review procedures, and,
- a back–up policy setting an overall maximum 5–year growth rate, with all development approvals prior to this plan exempted.

These policies would allow continued development of the City, without radical steps such as building moratoria, by resolving residents' major concerns.

Growth policies were developed with substantial public comments, including critiques prepared by citizen groups and a professional city planning firm. A summary of the policies was mailed to all households prior to City Council hearings.

The policies depend substantially on cooperation with and support from Clackamas County, which in the past has been difficult to obtain, because the County has had no growth management policies of its own.

Summary of Major Issues

Issues identified which were resolved through the comprehensive planning process included:

- How large an area should ultimately be part of Lake Oswego? How would urban services be provided to that area?

- What were the expected impacts of growth, and how could the City minimize the adverse effects on natural resources, public costs and taxes, physical facilities and aesthetic character?

- How much was a tolerable loss in environmental quality and what were the acceptable costs to maintain the quality of the natural and social environment?

- What were the costs of growth? How could the City allocate the costs equitably between new and existing development?

- How much should Lake Oswego grow in population and resulting density? What mix of single and multi–family housing planned to meet housing needs while maintaining the community character and identity residents value?

- How fast should the community grow? Did the community have the right to control the rate of growth? Could the community plan for a timely and efficient arrangement of public facilities and services to serve as a framework for urban growth?

Summary of Major Conclusions

The element is based on several major conclusions:

- Growth management is required by statewide goals, especially Nos. 11 and 14, Public Facilities and Urbanization; and by the regional Framework Plan.

- Cooperation of city, county and special service districts in designating land uses, growth and service boundaries and coordinating provisions of public services is required by statewide goals and regional policies.

- Past growth has created public service needs and deficiencies, including:

  - water treatment, storage and distribution lines
  - replacement of inadequate old water lines
  - sewage treatment plant expansion
  - sewage mains and laterals for developed areas
  - street and traffic safety improvements
  - parks and recreation facilities
  - open space
  - drainage management
  - fire station
  - library expansion

- Future planned development will require, in addition to the above,

  - additional water storage and distribution lines
  - additional sewer mains
  - drainage management
  - street widening, reconstruction, and access management
  - signalization
  - alternative transportation, including transit, bicycle and pedestrian ways
  - park acquisition and development
  - administrative building, including police and fire headquarters
  - expansion of elementary and junior high schools
  - two new elementary schools

- Needed capital improvements will cost several tens of millions of dollars, requiring careful planning and timing to avoid fiscal and political crises.

- Development has caused, and will continue to cause

  - deterioration of air quality
  - deterioration of water quality in streams and the lake
  - additional noise
  - soil erosion
  - reduction of vegetation
  - reduction of wildlife habitat
  - pressure to build on potentially hazardous areas
  - reduction of scenic views and appearance
  - elimination of historic buildings and sites

- Growth will benefit the local economy, particularly real estate, development and building related businesses. Expansion of retail and service commercial areas will provide investment opportunities and local employment.

- New buildings provide a positive attractiveness and character for commercial areas, supporting existing business.

- Pubic costs of operating City services are rising with growth. The City will continue to have difficulty maintaining the levels of public services because costs, with inflation allowed for, are rising faster than revenues.

- The costs of growth can be equitably allocated by City policy.

- Rapid growth significantly taxes the City's ability to operate. It creates strong pressures to hurry through decisions and to concentrate on immediate problems at the expense of long–term planning. Rapid development review can result in overlooking important impacts.

- The City needs time to develop cooperative relationships with other jurisdictions, especially Clackamas County, which has jurisdiction over most of the vacant land in which growth is occurring.

- Growth appears to be associated with increased anonymity, loss of identity with the City, reduced interaction between residents and local government, increasing crime and a shift from property crimes to crimes against persons.

- The distribution of ages and incomes is shifting as a result of the relatively high costs of new housing.

- Opportunities for more varied social and cultural activities are increasing, and more specialized business opportunities are increasing.

- It is possible to manage growth so as to provide for continued development while meeting community objectives. The City is projected to reach a saturation development population of approximately 49,000 people.

Summary of Supporting Documents

- Report, Growth, Facilities and Services Task Force, August, 1976.

- Lake Oswego Physical Resources Inventory, March, 1976.

- General Policy Paper No. 1, Urban Service Boundary, Planning Department, October, 1976.

- General Policy Paper No. 2, Management of Growth, Planning Department, October, 1976.

- General Policy Paper No. 3, Objectives of Growth Management, Planning Department, November, 1976.

- General Policy Paper No. 4, Growth Management Objectives and Policy Directions, Planning Department, November, 1976.

- Report, Growth Management Issues, All City Staff, October, 1977.

- Specific Aspects of Alternate Growth Rate Management Methods, Planning Department, July, 1977.

- Fiscal Impacts of Urban Development: Cost–Revenue Analysis, Planning Department, November, 1976.
- Reconsideration of Lake Oswego's Preliminary Growth Management Policies, Planning Commission, May, 1977.
- General Policies Relating to Growth, Planning Commission, March, 1977.
- Developing Policy Direction for Growth Management, Planning Department, November, 1976.
- Record, Planning Commission Study Sessions, 1976–77.
- Record, Clackamas County Growth Management Task Force, 1977.
- Costs of Sprawl, Real Estate Research Corporation.
- Responses, Growth and the Comprehensive Plan Questionnaire, City Council, 1978.

Findings of fact and alternative policies regarding these issues are contained in the second volume to this plan.

Factual information regarding growth was provided by the above documents and the following:

- Population Study, Planning Department, February, 1976, and update September, 1977.
- Fiscal Impacts of Urban Development, Cost–Revenue Analysis, Planning Department, November, 1976.
- Sanitary Sewer Study of Lake Oswego, CH_2M, July, 1968.
- Revised Water System Study, Public Works Department, August, 1977.
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OVERALL OBJECTIVES

To allow property owners in the urban service area to exercise their right of development, at such time as adequate public services are available, in accordance with comprehensive plan policies and implementing regulations.

To assure equitable distribution of costs of public services and facilities among those residents or land developments creating a demand or need for such services.

To meet the intent of state goals and regional plans which require rational urbanization and provision of public facilities.

To assure that adopted comprehensive plan policies provide consistent standards for development applied equitably.

To maintain the aesthetic character and distinct community identity and scale of Lake Oswego.

To ensure that new development is consistent with the policies of neighboring jurisdictions.

To provide the community with opportunity to identify and reserve, through purchase or other suitable means, lands for public purposes, such as parks, open space, or public buildings.

To assure that the City of Lake Oswego maintain the quality of its public services and avoids serious deficiencies in its ability to provide essential public services, especially sewer, water, drainage and streets.

To maintain the community's ability to plan and budget for efficient, economical, provision of public services and facilities through open public processes in advance of critical need.

To assure consistently high quality of development in terms of community objectives defined in this comprehensive plan.

To preserve and protect natural features and processes from undesirable effects of growth to the maximum degree practical.

URBAN GROWTH BOUNDARY POLICIES

General Policies

I. **The City of Lake Oswego recognizes the adopted METRO Urban Growth Boundary and will include the UGB on the City Comprehensive Plan map. METRO will supply the City with notice of approved UGB amendments so that the City's Plan map can be updated in a timely manner.**

II. **The City recognizes METRO's authority to establish procedures for amending the UGB. Those policies require comment by the City for UGB amendments which will require City services.**

III. **The City agrees to participate in general amendments to UGB policies and to property specific amendments to the UGB according to adopted policies and procedures. 11/18/84**

URBAN SERVICE BOUNDARY POLICIES

The urban service boundary defines an area for which the city intends to be the major provider of public services, including police, fire, sewer, water, drainage and parks and recreation. To meet this responsibility, the city will plan and budget to provide services within the defined boundary, will use the boundary as the basis for annexations and for future planning for land use, development and public facilities. The boundary defines the limits of the city's future growth area until approximately the year 2000, by which time the area is anticipated to have reached full development of buildable vacant properties.

The purpose of the boundary is to establish a defined area for which public services and facilities can be planned in advance of need, and in which land uses are coordinated with service. While certain services may be provided by special purpose districts, such as sewerage collection by the Unified Sewerage Agency in the Bonita Meadows area, the City of Lake Oswego will act as the general purpose government with principal responsibility for provision of public services within the boundary.

When property owners of land in the boundary seek to develop, they would do so by annexation to Lake Oswego for provision of public services. However, areas already developed or not wishing to develop could remain outside the city as long as they wished or had no pressing problems such as failing septic tanks. The purpose of the USB is not to force annexations, but to confirm the future growth limits of the city.

Procedure for Approval and Modification

The City's Urban Service Boundary location must be agreed to by Clackamas County and MSD. This is required by the MSD Land Use Framework Element of the regional plan, as well as by LCDC rules.

Once approved by these jurisdictions, changes in the Boundary location also would have to be approved by them.

OBJECTIVES: TO DEFINE THE CITY'S FUTURE GROWTH AREA AS A BASIS FOR LAND USE AND PUBLIC FACILITIES PLANNING, TO IDENTIFY SHORT AND LONG RANGE GROWTH AREAS WITHIN THE FUTURE GROWTH AREA AS A BASIS FOR PHASING OF GROWTH AND PUBLIC FACILITIES, TO ASSURE COORDINATION OF GROWTH WITH PROVISIONS OF PUBLIC FACILITIES.

GENERAL POLICIES:

I. In cooperation with the County and adjacent service districts, the City will establish and adopt an Urban Service Boundary to define the limits of the area in which the full range of urban services such as water, sewer and public safety protection will be provided by the city. Except for existing commitments, urban services will not be provided outside:

a. The Urban Service Boundary (except park sites which conform to regional and County policies).
b. The City Limits, until an area is annexed. 1/17/84

II. The City's annexation policies will conform to and support the City's growth management policies.

III. The City will manage and phase urban growth within the Urban Services Boundary, with a logical planned extension of basic services.

To establish priorities for the phased extension of services, the City will identify areas within the Urban Services Boundary as follows:

(1) Lands suitable for near future development (IMMEDIATE GROWTH)
(2) Lands in long range growth areas. (FUTURE URBANIZABLE).

The City will schedule public facilities through a capital improvements program and financing plan.

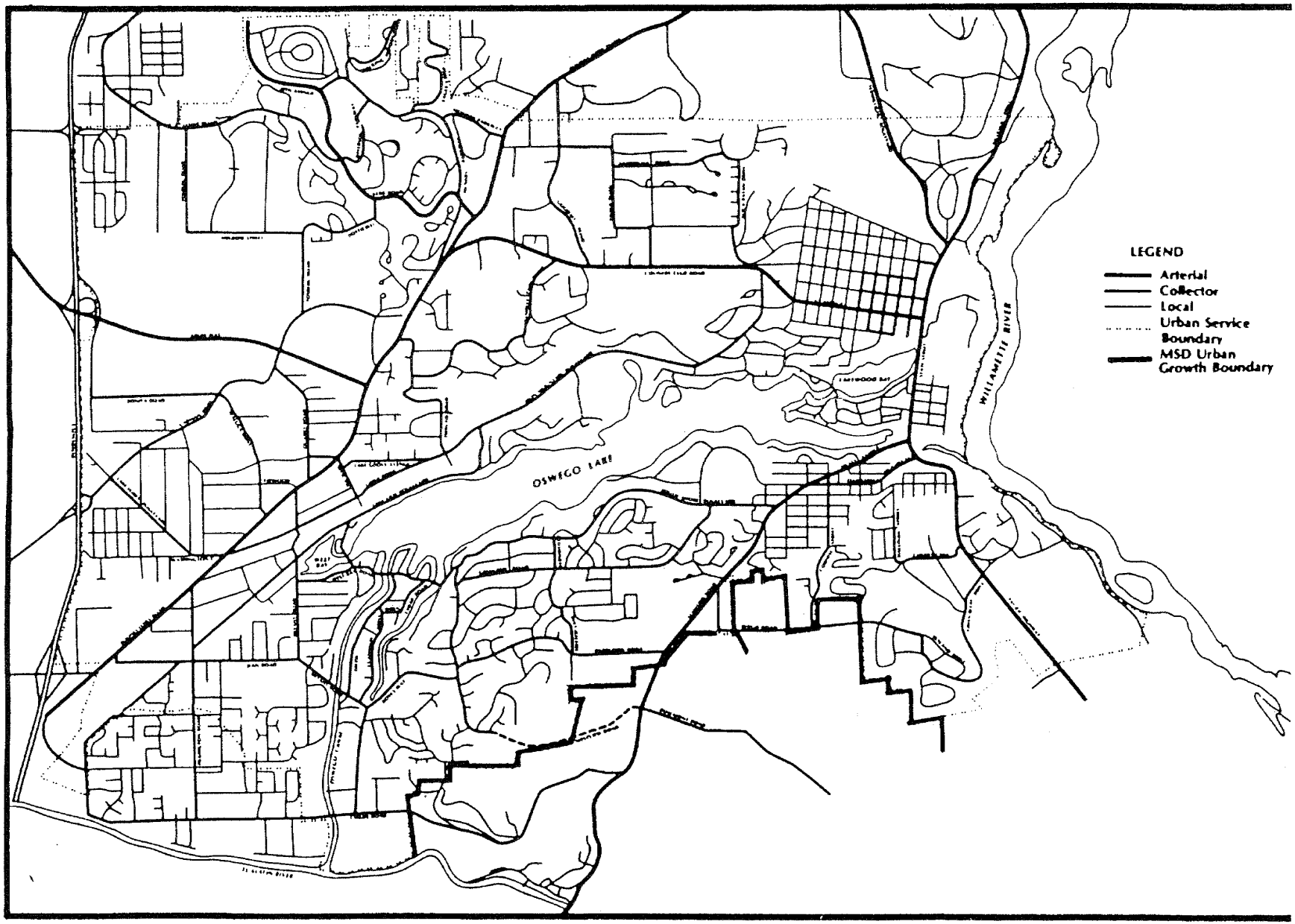
IV. The City will work toward establishing a workable, jointly approved growth management agreement with Clackamas County. The agreement shall assure that:

a. Urban development is not allowed outside the MSD Urban Growth Boundary in the vicinity of the City.

b. Urban development inside Lake Oswego's Urban Service Boundary will be encouraged to annex to the City of Lake Oswego.

c. The City plans for provision of urban services for the entire Urban Service Area.

d. Significant differences between city/county comprehensive plan policies are reconciled for the unincorporated areas within the Urban Service Boundary.



Lake Oswego Urban Service Area

Specific Policies

For General Policy I: Establish Urban Service Boundary:

The City will:

1. Establish an Urban Service Boundary as follows: (See Urban Services Boundary Map on Page 12)

   a. **On the West,** the I–5 freeway from the Tualatin River to the Multnomah County line, excluding areas within the Tualatin city limits;

   b. **On the North,** the Multnomah/Clackamas County line and the present Lake Oswego city limits which lie north of the County line, from I–5 to the Willamette River;

   c. **On the East,** the Willamette River from the Multnomah/Clackamas County line to the present West Linn city limits, including the Marylhurst property;

   d. **On the South,** essentially the Oswego Lake drainage basin boundary from the West Linn City limits to the Oswego Canal, and the Tualatin River between the Oswego Canal and I–5. The map on page 12 shows the approximate location and will be updated from time to time by amendment to include appropriate areas. 5/13/85

2. Provide Urban Service Boundary line exceptions for the southern boundary.

   a. Where the city limits already extend further south than the drainage basin line, they will be serviced if the following conditions exist:

      i. sufficient sewer trunk capacity is available

      ii. the areas can be served by gravity flow sewer, without pumping

      iii. development pays for all costs of sewage lines enabling connection to the city.

3. Continue to provide for operation of existing service districts until an area is annexed or other contractual arrangements may be made.

   Service districts operating in the Lake Oswego Urban Service Area include:

   a. Lake Grove Fire District
   b. Tualatin Fire District
   c. Riverdale Fire District
   d. Rosemont Fire District
   e. Clackamas County Fire District No. 4
   f. Glenmorrie Fire District
   g. Lake Grove Water District
   h. Alto Park Water District
   i. Forest Highlands Water District
   j. Rivergrove Water District
   k. Skylands Water District
   l. Palatine Water District
   m. Southwood Park Water District
   n. Unified Sewerage Agency of Washington County

   Some of these districts operate within the city limits, such as Lake Grove Fire District, while others are absorbed into the city as it annexes territory. All may continue to operate until such time as their jurisdiction may be annexed to the city, or other contractual arrangements may be made.

The City will oppose any new expansion of service districts within the Urban Service Area. The City will support expansion of external boundaries only when it can be shown that it is the most cost–effective way to provide a particular service and that the provider can maintain an adequate level of service over both short and long term for the service. Expansion is defined as an expansion of the external boundaries of a service district. Expansion does not apply to hookups or service within a district as it existed on July 18, 1978. 1/17/84

4. Continue Existing Service Commitments

Present intergovernmental cooperation through contractual provision of services, such as water sales to Tigard and sewerage pumping and treatment to Tualatin, will be continued, as long as they are financially cost–effective for the City.

New contracts for provision of services outside the city should be reviewed to assure that they support the growth management and land use policies.

For General Policy II: Annexation policies will conform to growth management policies.

1. The City's annexation policies and procedures will assure:

   a. No area will be annexed until at least a majority of adequate city services is available or committed to serve it within five years. These services are water, sewer, streets, drainage, police and fire protection. A developer may provide any such service in advance of scheduled public provision at his own cost, with the approval of the City Council.

   b. No part of any area designated "Future Urbanizable" will be annexed until the designation is changed to "Immediate Urbanizable" for that part.

   c. Areas will not be required to annex unless new development requiring urban services is proposed, or other conditions recognized under state statutes, such as health hazards from failing septic tanks, exist and require annexation to resolve. The City will seek County support for this annexation policy, including discouraging new urban development in unincorporated areas within the Urban Service Boundary.

   d. Any area surrounded by the City will be annexed.

For General Policy III: Manage and Phase Urban Growth.

1. In cooperation with Clackamas County and MSD the city may designate as FUTURE URBANIZABLE areas within the Urban Service Boundary which meet the following criteria:

   a. Existing development is low density or intensity, with a majority of the land area or parcels not used for buildings.

   b. Sewer service is not presently available to the area as a whole, and is not required by existing development.

   c. The area is generally homogeneous in present land use and intensity.

   d. A majority of residents and property owners in the area accept FUTURE URBANIZABLE designation.

2. The purpose of FUTURE URBANIZABLE designation will be to maintain the existing level of development throughout the area until such future time as all urban services may be available, or needed to allow redesignation of the area for IMMEDIATE GROWTH.

Generally, urban services and facilities would not be provided singly to FUTURE URBANIZABLE areas, especially where the effect would be to force development. The City will give lower priority to provision of or planning for public facilities for such areas in its Capital Improvements Program.

3. All areas in the Urban Service Boundary not designated FUTURE URBANIZABLE shall be designated as IMMEDIATE GROWTH. (PA 7–85–420 2/4/87)

   The purpose of IMMEDIATE GROWTH designation is to allow development to occur when the basic urban services and facilities are available and other applicable growth management policies are complied with. The City's Capital Improvements Program will give priority to scheduling facilities which serve IMMEDIATE GROWTH areas.

4. New development shall be served by an urban level of service of the following:

   a. Water
   b. Sanitary sewer
   c. Adequate streets, including collectors
   d. Transportation facilities
   e. Open space and trails, as per Open Space Element
   f. City police protection
   g. City fire protection
   h. Parks and recreation facilities, as per Parks and Recreation Element
   i. Adequate drainage
   j. Schools 1/17/84

   Services shall be available or committed prior to approval of development. Such facilities or services may be provided concurrently with the land development for which they are necessary if part of an adopted annual capital budget at the time of approval of the development, or if provided by the developer with adequate provisions assuring completion, such as performance bonds.

5. The City will plan long range capital improvements and annual budgeting for the complete range of public facilities and services for the urban services area over a reasonable growth period of approximately 20 years.

   The capital improvements program should give priority to public facilities which serve present community needs or to take advantage of irreplaceable opportunities, such as purchase of parks or open space sites.

   (Examples of existing needs include State Street traffic and parking improvements, Glenmorrie sewer trunk extension, library expansion, and water system upgrading.)

   Lower priority should be given to facilities necessary for new development.

   (Examples of improvements needed for new development would be City–funded extensions of sanitary sewer, water, drainage systems, new fire station, or street construction.)

   Lowest priority should be given to services needed to allow redesignation of FUTURE URBANIZABLE areas to IMMEDIATE GROWTH.

6. The City will revise its LID policies to assure LID's are not a cause of development pressure on parcels not presently proposed for development.

Revised 4/87

IMPACT MANAGEMENT POLICIES

Growth causes concern in the community because of its many potentially adverse impacts. The Comprehensive Plan and its implementation measures establish methods for minimizing adverse impacts of new development and encouraging growth compatible with the community's objectives. The IMPACT MANAGEMENT ELEMENT sets general policies for managing growth impacts; many related policies are contained in other Comprehensive Plan elements.

OBJECTIVES: TO ENSURE THAT NEW DEVELOPMENT AND REDEVELOPMENT IS COMPATIBLE WITH COMMUNITY OBJECTIVES RELATED TO THE NATURAL ENVIRONMENT, COMMUNITY CHARACTER, PROVISION OF PUBLIC SERVICES, FACILITIES AND PROGRAMS, AND ENRICHES THE QUALITY OF LIFE. TO MINIMIZE ADVERSE EFFECTS OF GROWTH ON

- **NATURAL RESOURCES OR PROCESSES**
- **PHYSICAL FACILITIES**
- **AESTHETIC CHARACTER**

GENERAL POLICIES:

I. **The City will protect natural resources and processes from adverse impacts of development, within reasonable cost limitations.**

II. **The City will evaluate zoning and development proposals comprehensively for their impacts on the community, requiring the developer to provide appropriate solutions before approval is granted.**

III. **The City will require new development to pay an equitable share of the costs of public facilities, particularly sewer, water, drainage, parks, open space and streets or traffic improvements.**

IV. **The City will require new development to pay an equitable share of the cost of governmental administration, required by the development.**

V. **The City will plan and program for the provision of adequate public services and facilities.**

Specific Policies

For General Policy I. Protect natural resources and processes.

The City will:

1. Assure that each development seeks to preserve and maintain natural features and processes.

Revised 4/87

Each development shall seek to provide, in accordance with the applicable plan element:

a. Open space preservation
b. Distinctive areas preservation, if applicable
c. Preservation of trees and groves
d. Protection of soil from erosion
e. Preservation of stream corridors, if applicable
f. Provision of pedestrian and bicycle circulation
g. Protection from natural hazards.

The density or intensity of land use of any development may be reduced as necessary to provide for or protect natural features and processes.

2. Provide sufficient flexibility in regulations and procedures governing site planning, plats or building design to achieve innovative solutions to impacts and to adapt development to site conditions, especially natural features and processes as required by the City's Development Standards. 2/21/84

3. Strongly encourage the concept of planned unit developments, requiring preservation of open space and natural features through location or clustering of buildings and structures, for all land uses, including residential, industrial, office and commercial.

4. Regulate the density and intensity of development in hazardous areas, including steep slopes, erodible or unstable soils and flood hazard areas, with particular care to assure safety and prevention of damages to adjacent areas.

5. Actively seek to identify and preserve open space areas through purchase or other suitable means, including trade–offs for increases in intensity of land use otherwise compatible with plan policies.

6. Assure the addition or replacement of trees removed during building and development, where it is appropriate to the overall appearance of the development. Developers will be responsible for assuring survival of required tree plantings through one growing season.

For General Policy II: Evaluate development proposals comprehensively.

The City will:

1. Place principal responsibility on the developer for demonstrating how a proposed development complies with comprehensive plan policies and standards contained in regulations or requirements.

2. Prepare and carry out regulations requiring development proposals to identify and satisfactorily mitigate adverse impacts, including particularly:

   a. traffic or safety improvements needed for access, circulation, parking of autos, bicycles and/or pedestrians; separation of auto and other circulation or to reduce or eliminate traffic impacts on adjacent areas, or to facilitate use of public transportation.

   b. public safety, especially emergency services accessibility.

   c. utility service needs, especially sanitary sewer, water and drainage including all surface runoff.

d. preservation or maintenance of natural site features such as trees, unusual plants, views, or streams, and soils in accordance with Natural Resources policies.

e. noise, glare, and visual impacts on adjacent properties.

f. public cost impacts, assuring that development: 1) pays for costs of facilities required to serve it or, 2) ameliorates the public cost impacts of the development.

g. energy efficiency.

3. Review developments for compliance with the Development Standards and other applicable City Codes. Development at maximum density in any zoning category will be allowed only when facts presented to the hearing body shows that development at that density can occur within requirements set forth in the Development Standards and other applicable Code provisions. 2/21/84

4. Provide incentives such as additional density, reduced landscaping or parking requirements or other suitable means to reward developments which provide exceptional quality site design. Additional density will not exceed 25% of the allowed zoning, or the capacity of affected public services or facilities, whichever is less. See Residential Land Use Policies for specific policies for Density Bonuses.

5. Revise the Subdivision and Planned Unit Development ordinances, Development Review Ordinance and Zoning Code to assure that development impacts can be identified and resolved.

6. Encourage the Lake Oswego School District to provide specific information on school capacity to be taken into consideration in development review.

7. Assure that all development proposals requiring Planning Commission or Development Review Board approval receive preliminary review in the formative stages. Review should include a staff meeting with the applicant. Preliminary review should identify the full range of impacts of a development proposal and inform the proponent at least informally of conditions or policies which must be taken into account in further planning or design.

8. Assure that ordinances or procedures specifically require a site and building design to include an explanation of how the design relates to and accommodates the site's natural and physical conditions, and how available information was used to determine a suitable design.

For General Policy III: Require new development to pay costs.

The City will:

1. Require new buildings and development to pay for an equitable share of identifiable costs of public facilities required for or because of the development, including but not limited to:

   a. street and traffic safety improvements, including off-site improvements

   b. drainage and surface runoff

   c. water and sanitary sewer system

   d. buffering from adjacent land uses

   e. natural resource protection provisions.

   Residential developments will be required to provide park and open space land or recreation facilities or fee in lieu.

2. Where it can be shown that it is to the City's benefit to pay for public facilities required by new development, or is required in the interests of fairness, the City may participate in such costs provided the reasons are made part of a written record of findings.

3. Analyze sewer and water hookup fees and system development charges to assure new residents are paying an equitable share of capital facility costs and that sewer and water fund revenues are keeping pace with inflationary increases in construction costs.

4. Monitor annually the fiscal impacts of growth on City and School District revenues and costs to determine if costs of growth should be reapportioned between existing and new residents.

5. Adopt an ordinance requiring new development contributions to the Park Development Fund or dedication of park land.

For General Policy IV: Require new development to pay for administration.

The City will:

1. Establish fees and charges which are reasonably related to the degree of administrative cost required by review of a proposed development. The larger and more complex the development, the greater the fees or charges should be. Fees and charges should be set to assure that complete review, analysis and evaluation of development proposals can be made in a timely manner.

   Recognizing that such review serves the public interest, the City shall assure that sufficient support is provided to enable thorough review and amelioration of development impacts, regardless of fees or charges.

For General Policy V: Plan and program public services.

The City will:

1. Plan and program for the provision of adequate public facilities and services to serve the land uses and development intensities permitted under this comprehensive plan.

2. Review and update systems development charges and other development charges or fees on a regular basis to assure that public facility costs are equitably distributed.

3. Prohibit land uses or intensities which tax or exceed the normal capacity of public services except in instances where the developer pays all costs of providing additional required capacity, subject to City Council approval.

OVERALL DENSITY POLICY

The Comprehensive Plan, zoning and development regulations will establish the maximum density or intensity for particular parcels of land in the Urban Service Area. The maximum density will be related to site conditions, availability or capacity of public facilities and ability to satisfactorily resolve potential impacts which may be caused by proposed development. The actual density which will be permitted on each particular site cannot be estimated in advance.

However, there is a need to assure that the overall planned capacities of the City's public services and facilities are not exceeded by growth in use or demand.

The City has based its previous water, sewer, and street plans on the projection of an approximate total population of 55,000 in the Lake Oswego Planning Area. In the Population Study, a total saturation population for the Planning Area was estimated at 54,000. These studies projected future development based on existing zoning and some probable rezoning to higher densities.

If the City continues to grow at densities similar to those existing, its ultimate population can be projected at about 46–49,000 inside the Urban Services Boundary. Overall, public facilities and streets can be expanded to meet such growth, although particular problems cannot be completely avoided. The basic reason for the decrease from 54–55,000 to 46–49,000 is that some land in the Planning Area is outside the Urban Service Boundary.

The purpose of the overall density policy is to provide a benchmark for the land use densities designated in the Comprehensive Plan. The designated densities will not, when averaged, exceed the targeted overall density.

OBJECTIVE: TO MAINTAIN OVERALL POPULATION DENSITY WHICH CAN BE ADEQUATELY SERVED BY PLANNED PUBLIC FACILITIES 7/15/80

General Policies:

I. **The Comprehensive Plan will maintain the overall, average residential density of the Urban Service Area within the capacity of planned basic public facilities systems, including at least water, sewer, streets, drainage and public safety.**

II. **Residential densities and land use intensities will be allocated on the basis of land suitability and public facilities capacity. In the adoption of Plan amendments or implementing regulations and ordinances the City will apply the Growth Management Policies in a manner which assures reasonable opportunities for residential development to occur at maximum permitted Plan densities subject to compliance with the Zoning and Development Codes, Development Standards, and with the applicable provisions of OAR Division 01 through 20. 11/18/84**

III. **Notwithstanding General Policy II above, a lot or the aggregate of contiguous lots which existed legally under State and City Codes on July 18, 1978, but which does not meet the area–per–unit minimums of this Plan, may be occupied by a use permitted outright in the implementing zone subject to other requirements of the zone. 12/28/82**

Specific Policies

For General Policy I: Maintain density within capacity of planned public facilities.

The City will:

1. Assure, using the detailed studies of the water, sewer and street systems, that land uses and densities planned for the Urban Service Area are coordinated with and do not exceed the capacity available or planned for any system.

   Planning for expansion of water, sewer, drainage or streets will take into consideration:

   a. The cost effectiveness of the expansion, that is, the cost relative to the users' benefit.

   b. The distribution of the cost relative to distribution of benefits, that is, whether the cost can be allocated equitably to those creating the demand.

c. The ability to pay; that is, the existing financial obligations of the City.

d. Environmental impacts and quality.

e. Social impacts.

f. Need to accommodate land uses or population.

g. The effect of expanded capacity on other public facilities.

For example, the water treatment plant, as yet not expanded, could hypothetically be enlarged to serve 100,000 population; but the rest of the public facilities, such as streets, could not support such a population and could not efficiently be expanded.

2. Facilities plans and improvement programs for water, sewer, drainage and streets will specifically explain how the above items were considered.

3. The City will coordinate planning of facilities with the Lake Oswego School District, to assure that school capacities and expansion costs are considered.

4. Detailed study of drainage ways will be made as soon as feasible. Drainage ways will be evaluated as to capacity for runoff and development may not exceed that capacity.

For General Policy II: Allocate densities according to land suitability and facilities capacity.

The City will:

1. Designate on the Plan Map potential maximum density or intensity of uses taking into account available information on physical site conditions and natural features, public facilities capacity, especially streets and adjacent land use.

2. Develop standards for the approval of limited density bonuses in exchange for provision of specified amenities.

3. Develop or update standards for determination and transfer of densities.

4. Develop standards or criteria to be met by applicants to manage the impacts of a development.

5. Develop locational criteria and standards for evaluating Plan Map amendments.

   Such criteria shall address:

   - location in relation to arterial or collector streets
   - capacity of public facilities
   - consistency with adjacent development patterns or ability to buffer, screen, or blend dissimilar uses.
   - conformance with Plan policies regarding specific type or intensity of use; i.e., buildable lands, need for more or less commercial or industrial land, etc.
   - effect on overall designated supply of land which was determined to be necessary during Plan adoption, i.e., buildable lands, need for more or less commercial or industrial land, etc.

6. The actual density or intensity of use which will occur on any given site shall be determined by the applicable Development Standards and the Zoning Code. 9/20/83

INTERIM GROWTH RATE POLICIES

The Comprehensive Plan Growth Management policies emphasize three basic approaches, as described in the previous sections:

1. PUBLIC SERVICES: defining the limits of the City's future expansion, designating short and long term growth areas, scheduling public services (water system, streets, etc.) on a reasonable timetable and requiring development to have full city services.

2. IMPACT MANAGEMENT: requires high quality site design and places responsibility for solving problems on the developer.

3. TARGET POPULATION: sets an approximate target for a population which results in moderate densities, can be served by existing and planned public facilities and can be accommodated with reasonable environmental quality.

To achieve these policy objectives, the City will have to make many changes in present ordinances and administrative procedures, and develop some new management tools, particularly capital improvements program. Specifically, these implementation methods will include:

1. an agreement with the County on Urban Services Boundary, short and long term growth areas and cooperative planning.

2. revision of the present subdivision, planned unit development and minor partition ordinances – possibly into a combined development ordinance.

3. revision of the zoning ordinance.

4. revision of the development review ordinance.

5. a capital improvements program and annual budget.

6. a specific parks and open space acquisition program

7. new administrative procedures.

8. other ordinances, such as Local Improvement District.

While these new ordinances, agreement and other parts of the total growth management program are in process of preparation, including the required citizen involvement, strong development pressures will continue. During the period of time that the Comprehensive Plan implementation measures are being prepared and approved, the City needs policies which assure that development proceeds at a pace which:

1. allows public officials and staff a reasonable time to attend to formulating proper implementation methods, as well as attending to immediate development proposals and related issues,

2. allows careful review of immediate development proposals under existing ordinances, and

3. assures that public facilities, services and environmental quality are protected.

OBJECTIVE: TO ENCOURAGE A MODERATE RATE OF GROWTH KEYED TO THE CITY'S ABILITY TO PROVIDE ADEQUATE PUBLIC SERVICES.

General Policies:

I. **For a period of time following adoption of the Comprehensive Plan until implementation measures are substantially completed or two years, whichever is less; the City will carry out an Interim Growth Policy to assure adequate Comprehensive Plan implementation.**

II. **An area may be temporarily designed as a study area to provide time for formulation of specific land use designations or policies.**

Specific Policies

For General Policy I: Carry out an Interim Growth Rate Policy to assure adequate Comprehensive Plan implementation.

The City will:

1. Assure evaluation and amendment of applications to achieve comprehensive plan policies.

2. Require a site evaluation (for any subdivision of more than twenty lots, or planned unit development of more than 20 dwelling units, or zone change proposing intensification of use or density of land) which identifies potential effects on the natural environment, public facilities and services, public financial resources and economic conditions.

   The applicant will be required to submit a site evaluation containing information describing probable impacts of the proposal on:

   a. Natural Environment

      i. Soils, water ways and bodies, trees, vegetation, wildlife.

   b. Environmental Hazards

      i. Steep slopes, erosion, landslide or flood areas.

   c. Resource Conservation

      i. Water quality
      ii. Air quality
      iii. Quiet Environment
      iv. Energy

   d. Open Space

   e. Historic Resources

   f. Community Facilities and Services Capacities

      i. Water
      ii. Sewer
      iii. Drainage
      iv. Public safety
      v. Schools
      vi. Streets and traffic capacity

The site evaluation shall be reviewed by the Planning Commission or the Development Review Board. The hearing body must find that the proposed development or change in use will not unduly affect any of the natural, physical, economic or social conditions of the community, as part of its findings in recommending approval of the proposal.

g. City staff will maintain a list of all information available and provide it to applicants to assist them in site planning.

3. Actively pursue agreement with Clackamas County on service provision and planning. Within the unincorporated areas inside the City's Urban Service Boundary, the City will oppose any development which requires new urban services. This opposition will include judicial appeal of any action which would allow such development.

The City will support development in the dual Interest Area only if a public facilities plan as required by HB2295 shows that adequate service levels can be maintained, and that sufficient capacity exists in the facility to supply urban level services. 1/17/84

4. Set highest priority on staff time for preparation of a development ordinance which will accomplish the Comprehensive Plan objectives.

5. Assure that the annual budget assigns staff–hours and financial support sufficient to assure substantial completion of the plan implementation methods as soon as feasible after adoption of the plan.

6. Conservatively estimate capacity of public facilities and natural systems and require all public facilities and services to be of adequate capacity prior to approval of any new development by the City.

WATER:	Adequate volume, pressure, fire flow, quality.
SEWER:	Adequate volume.
DRAINAGE:	Adequate on–site drainage controls.
STREET:	Adequate street capacity on all streets and intersections serving development, traffic safety improvements.
PUBLIC SAFETY:	Adequate police and fire protection.

Development should not cause significant deterioration in water quality, streams, soil erosion or quiet environment.

7. Assure that all applicants for zone changes or development permits will meet with staff in a preliminary conference to discuss the proposal, prior to submission of detailed plans for formal review and heavy financial commitment to designs or plans.

8. Require the applicant to have principal responsibility for satisfying all City requirements and policies.

9. Provide for consideration of major plan amendments not more often than annually, except for changes required in order to comply with LCDC or MSD requirements.

For General Policy II: An area may be temporarily designated as a study area.

Marylhurst Study Area

The entire campus area of Marylhurst Education Center, Christie School and the Convent of the Holy Names, all commonly referred to as the "Marylhurst Campus", is temporarily designated as a Study Area. The purpose of this designation is to provide additional time for the preparation of more specific land use recommendations, facilities plans and development plans or standards, in addition to those already in the Comprehensive Plan, for the campus.

Such recommendations will be prepared and submitted for City approval no later than December 31, 1978, hearings held and adoption made if acceptable to the City no later than June 30, 1979. The recommendations will be considered and acted upon as a continuation of the initial Comprehensive Plan adoption process, rather than as amendments to the plan. Study area designation will terminate on adoption of land use designations and policies for the campus area, or on June 30, 1979; whichever occurs first.

It is therefore intended that the policies which will be developed specifically for the Study Area will be consistent with the objectives and policies of the Comprehensive Plan as a whole. City staff will assist in the preparation of the policy recommendations, to assure that:

a. all applicable, relevant information is considered regarding:

    1. environmental conditions,
    2. physical conditions,
    3. utilities and facilities, including traffic,
    4. ordinances or regulations, and

b. all applicable procedures and Comprehensive Plan or other policies of the City are fully considered.

During the period of time that the Study Area designation is in effect, the City may continue with plans, designs and other activities necessary to the construction of the Willamette–Marylhurst interceptor sewer trunk line.

BENCHMARK GROWTH RATE POLICIES

In order to assure that the City does not exceed the overall capacity of public facilities and services, governmental and administrative systems, natural systems, and public financial resources, the City will provide for an overall maximum on growth rate commensurate with these capacities and subject to periodic review, evaluation and alteration.

Projects of lots having received final development approval prior to the adoption of the Comprehensive Plan will not be affected by this policy. It is intended to avoid future "peaks" of development and as a support to other growth management policies.

The basic problems related to growth are responded to in previous growth management policies, transportation system policies, and natural resource and open space policies. The interim growth controls should give the City time to complete the range of methods for achieving these policies. However, the City faces many uncertainties which should be provided for.

1. The City and County must fully support and carry out the previously outlined 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 could cause serious administrative problems. Pressures brought by developers are understandable, but create a tendency to cut corners to speed approval.

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.

The City will probably be able to cope with such problems, IF not confronted with a rapid rate of growth simultaneously.

The benchmark policy establishes a means of allowing growth to generally proceed at rates established by the private market while avoiding high "peaks" which might occur. With the development exemptions allowed, the effective growth rate could become fairly high before the benchmark would affect it. The benchmark policy exempts all development approved prior to the date of the Comprehensive Plan adoption.

For example, the first year, 497 single family homes could be constructed over and above exemptions before the policy affected the rate; second year, 348 d.u.; third, 243 d.u.

A population increase of 5300 people from 1978–1982 is approximately that reached if the City continues to grow at an annual percentage rate equivalent to its historic average.

This policy is in addition to those requiring adequate levels of public services for any development prior to approval. In no case may development exceed public facility capacity.

OBJECTIVE: TO ASSURE THAT THE CITY OF LAKE OSWEGO MAINTAINS THE QUALITY OF ITS PUBLIC SERVICES AND AVOIDS SERIOUS DEFICIENCIES IN ITS ABILITY TO PROVIDE ESSENTIAL PUBLIC SERVICES, ESPECIALLY SEWER, WATER, DRAINAGE AND STREETS.

General Policies:

General Policy I and Specific Policies 1–7 deleted 1/17/84.

1. **The City will evaluate the overall capacity of public facilities, services governmental and administrative systems, natural systems and public financial resources periodically, and may establish an appropriate maximum increase in population for a succeeding time period if necessary to achieve the objectives of the Plan. Implementation of this policy will be by Plan amendment or implementing ordinances. 11/6/84**

NATURAL RESOURCE

POLICY ELEMENT

NATURAL RESOURCES POLICY ELEMENT

BACKGROUND INFORMATION

The character and content of Lake Oswego is profoundly influenced by the natural resources and processes which occur here, from the outstanding natural scenery which has major economic implications, to the unique patterns of land development imposed by prominent natural features such as the lake, the steep, wooded hillsides or the many deeply etched stream corridors.

These prominent natural features are important elements of community identity or sense of place. Neighborhoods are frequently known by identifiable natural characteristics such as "Uplands", "Bryant Woods" or "Palisades".

The natural environment that provides so many of the amenities which attract development to Lake Oswego also creates some constraints:

- The rivers and main streams are naturally prone to serious flooding and erosion.
- Some of the steep hillsides, which provide such outstanding views, are prone to landslides and severe erosion problems.
- In some areas soils are structurally weak and are prone to compaction and collapse under loads.

As a result the community of Lake Oswego determined, as a part of its community Goals, to conduct a detailed inventory and analysis of natural resource problems and assets and to develop methods for conserving these valued resources. Careful attention was given to the social and economic implications of environmental protection measures in order to assure comprehensive policies and equitable standards. The policies and strategies which were then developed are intended to guide land development in ways which will serve the communities needs in accord with goals and available resources.

Summary of Major Issues

Issues identified which are resolved through the comprehensive planning process include:

- How to preserve natural resources and minimize damage from natural hazard.
- How to provide for population and development (both public and private) within the carrying capacity of the natural resources.
- How to develop City policies and procedures which resolve the above issues with a minimum of public (City) responsibility and costs.

Summary of Major Conclusions

This plan element and the strategies developed to aid in the implementation are the result of over four years of lengthy community discussion, and the technical research and analysis which have translated goals and desires into a comprehensive natural resources conservation program and standards which best fulfill the community goals. Citizen, City staff, technical consultants (including engineering geologist and the U.S. Soil Conservation Service), Planning Commission and City Council were involved in:

- Collection of factual information on needs, constraints and alternative solutions.
- Refinement of problems and issues

- Identification and resolution of opposing positions.

- Choice among alternative recommendations and policies.

The following general conclusions were reached, as a result of this process, and a plan of action was approved which could satisfy the community goals:

1. The quality of life and property values in Lake Oswego are closely related to the quality of the natural environment.

2. Urbanization and growth will deteriorate the environment unless impacts are carefully managed. Impacts include:

   - Increased peak volumes of stormwater runoff causing increased erosion, siltation, flooding and changes in the water tables. These physical impacts create serious financial burdens to both the City and to its residents.

   - Loss of recreational and aesthetic amenities such as woods, streams, wildlife and obstruction of valued vistas.

   - Deterioration of air quality, quiet and water quality.

3. Methods and procedures for managing the environmental impacts of growth have been developed which can be practically implemented including:

   - Public acquisition especially of lands also valuable as recreational amenities.

   - Development and street standards and practices geared to natural resource conservation methodology, such as clustering, density transfer.

   - Comprehensive stormwater and sanitary sewer management programs.

Summary of Supporting Documents

The following list includes the supporting documents related directly to the development of natural resource policies. For a complete bibliography of supporting documents, refer to Supporting Documentations.

- Comprehensive Plan Task Force Reports, particularly Open Space and Natural Resources and Energy Conservation.

- Lake Oswego Physical Resources Inventory, March 1976, including the following chapters and accompanying maps:

  History
  Existing Land Use Water Resources
  Geologic History
  Soils
  Engineering Geology (including Supplement)
  Climate
  Vegetation
  Distinctive Areas

Wildlife
Noise
Air
City Owned Land
Mineral and Energy

- Soil Survey Interpretations for Land Use Planning and Community Development, Lake Oswego, Oregon. U.S.D.A. Soil Conservation Service, December, 1975.
- General Policy Formulation Paper No. 5, Natural Resources Planning, November 22, 1976.
- Supplement to General Policy Formulation Paper No. 5, Natural Resources Planning, December 9, 1976.
- Summary of Developing Natural Resources Policies, December 21, 1976 (Planning Department memo)
- The ORE Plan: A Fantastic New Approach to Recycle Household Solid Wastes, Richard C. Duncan (Abstract of presentation to the Spokane Solid Waste Management Workshop, August 28, 1974 – on file in Planning Department, 040–d)
- Fish Habitat Protection Planning, Lake Oswego. Oregon Department of Fish and Wildlife, February 16, 1977.
- Non–Game Wildlife Habitat Protection Plan for Lake Oswego, Oregon Department of Fish and Wildlife, February 16, 1977.
- Willamette River Greenway, ORS 390.310 – 360 and Program dated December 6, 1975.
- Flood Plain Information, U.S. Army Engineer District, Portland, Corps of Engineers. (Including information on Tualatin and Willamette Rivers)
- Mapped Portions of the Lake Oswego Physical Resources Inventory, March, 1976, including the following:
  - Quarter Section Maps (1" – 200') the work of citizen field survey teams to describe the 18 square mile Planning Area
  - Planning Area Maps, in both 1" = 400' and 1" = 800' acetate overlays, displaying:
    - Slopes (contours and percent slopes)
    - Soils Classifications prepared by USDA–SCS
    - Vegetation on the land September 1975
    - Existing Land Use
    - Engineering Geology
      - landslide
      - high ground water
      - weak foundation soils
    - Hydrology
      - drainage basin boundaries
      - streams and perennial drainage channels
      - flood hazard zones
    - Distinctive Areas
    - Historic Sites and Features

- Production Lands – Agriculture (displaying those properties receiving tax deferral in 1976)
- Seismic Hazard
- Composite of Potential Hazard Areas (landslide, erosion, weak foundation, high ground water, flood plains)

- Recommended Natural Resource and Open Space System for Lake Oswego, Open Space and Natural Resources Task Force, 1976.

AIR QUALITY POLICIES

Air quality is a condition describing the amount of undesired particles and gases in the air we breath. As a portion of the regional air shed, Lake Oswego's air quality is a product of regional pollution sources and climatic conditions. Specific problems identified as suspended particles and photo chemical oxidants, which are carried many miles by wind and reach their local concentration due to temperature inversions, low wind speeds and the location of regional as well as local pollution sources.

OBJECTIVES: TO IMPROVE AIR QUALITY IN LAKE OSWEGO AND THE METROPOLITAN AREA WHERE POSSIBLE, AND TO PROTECT THOSE AREAS STILL ENJOYING CLEAN AIR FROM SIGNIFICANT DETERIORATION.

General Policies:

I. The City will cooperate with federal, state and regional agencies to encourage implementation of air quality standards.

II. The City will take into account the dispersion of air pollutants when making land use and public facilities decisions, and will prevent significant deterioration of local air quality from sources within Lake Oswego.

Specific Policies

For General Policy I: Cooperate with federal, state and regional agencies.

The City will:

1. Comply with standards and procedures of DEQ, before locating a significant new source of air pollution which would deteriorate local air quality levels.

2. Keep records of all air quality complaints made locally and through DEQ, and the apparent results of control measures.

3. Keep DEQ informed of local complaints.

4. Participate in the development of regional air quality policy.

For General Policy II: Consider air quality when making land use and facility decisions.

The City will:

1. Encourage land use patterns that minimize or disperse air pollutants, i.e.,:

   a. Preserve open space areas.
   b. Guide growth to areas less prone to air inversion.
   c. Minimize traffic congestion.

2. Develop a transportation plan for major streets that encourages citizens to reduce air pollution, for example by mass transit use, bike riding or car pooling.

WILDLIFE HABITAT POLICIES

A variety of natural environments have been identified in Lake Oswego which provide food, cover or nesting areas for wildlife. These areas include major woodlands, streambanks, open fields as well as trees and shrubbery in developed areas. Careful site design can preserve such features, thereby providing for the wildlife residents enjoy.

OBJECTIVE: TO MAINTAIN A BALANCE BETWEEN MAN, ANIMAL AND PLANT LIFE, WHICH WILL MAINTAIN DESIRABLE WILDLIFE POPULATIONS.

General Policies:

I. Management of public lands including parks, greenways, and rights of way shall protect wildlife habitats and cover.

II. Development in the Planning Area will be encouraged to preserve wildlife habitat.

Specific Policies

For General Policy I: Management of public lands.

The City will:

1. Protect native plant species on public lands whenever possible.

2. Protect ponds, wetlands and streambank vegetation in their natural state wherever possible.

3. Develop an open space network of greenway corridors which provide wildlife habitat in conjunction with public trails and view spots.

For General Policy II: Development of private lands.

The City will:

1. Protect upland habitat. Site development procedures will provide incentives for preservation of open space, natural vegetation and fragile slopes.

2. Protect waterfront habitat.

    a. Development that requires excessive removal of streamside vegetation, alteration of streambanks and filling of upstream channels will be restricted to maintain riparian habitat.

    b. Development along streams will be encouraged to preserve natural streambank vegetation or provide appropriate replanting.

    c. Floodway and flood plains will be identified, and where possible, natural meandering channels and wetlands will be preserved.

DISTINCTIVE NATURAL AREA POLICIES

Trees, Oswego Lake, intimate neighborhoods, distant views, rural farmland, Douglas fir woodlands, river banks, altogether define Lake Oswego's character, and can be lost one by one as development occurs. Because Lake Oswego residents value the natural beauty and character of their community, they nominated as Distinctive Areas, those features they wish to preserve.

OBJECTIVE: TO PRESERVE THE WOODED NATURAL CHARACTER OF LAKE OSWEGO, AND THE INDIVIDUAL DISTINCTIVE FEATURES PRIZED BY RESIDENTS.

GENERAL POLICIES:

I. The City will preserve the general wooded character of Lake Oswego and protect the natural functions served by native tree stands, street and yard trees.

II. The City will encourage the preservation of Distinctive Areas and endangered plant species identified.

III. The City will explore acquisition of Distinctive Natural Areas which are found to have a high priority, as Public Access Open Space.

Specific Policies

For General Policy I: Preserve tree stands.

The City will:

1. Develop policies and procedures to preserve tree stands and other natural vegetation.
2. Encourage the use of trees and plants within residential, commercial and industrial areas as part of the management of air and noise quality and to provide natural beauty.

For General Policy I: Preserve Distinctive Areas.

The City will:

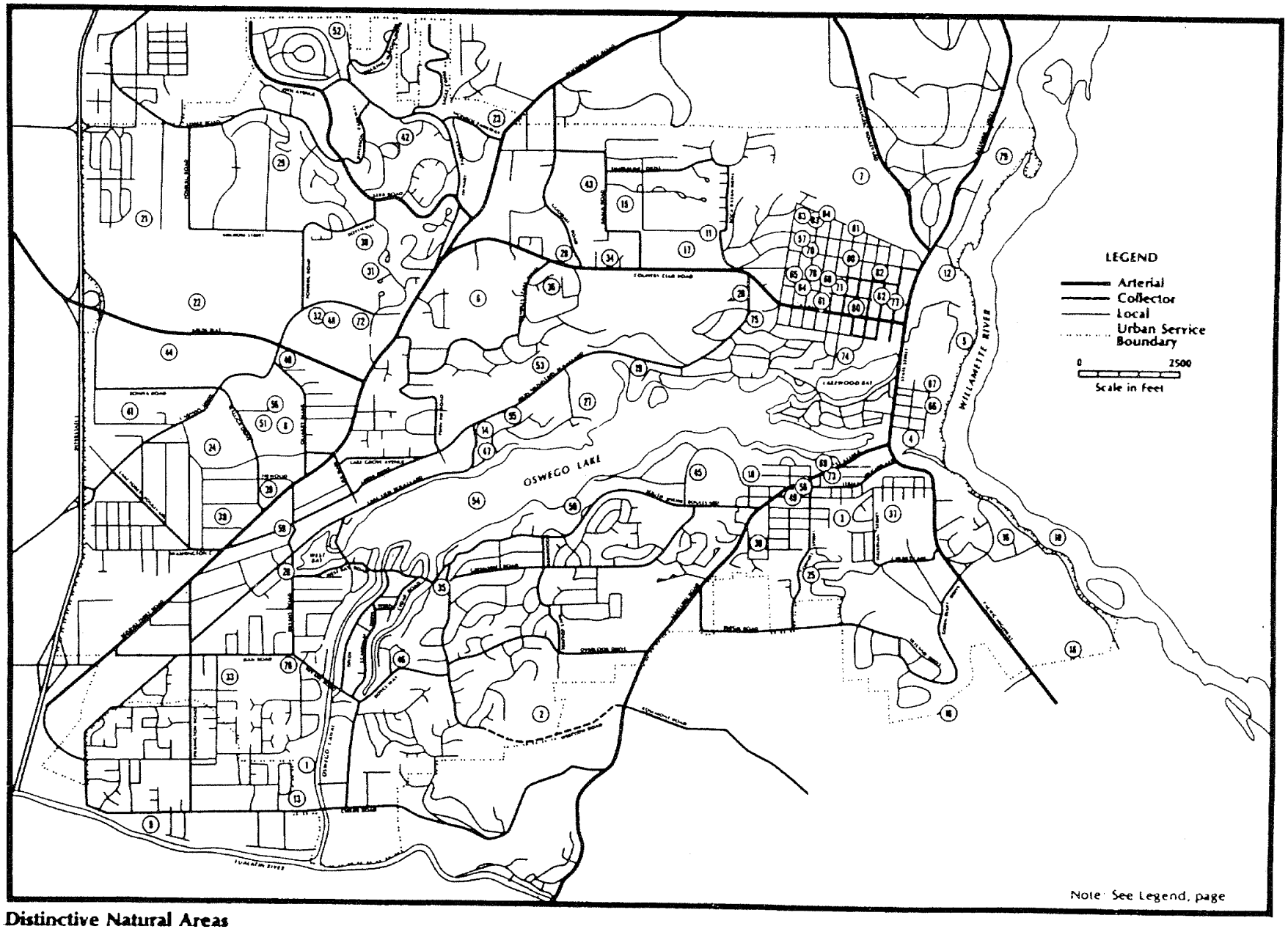
1. Develop procedures to preserve Distinctive Natural Areas as part of development approval, including impact of adjacent development.
2. Supplement the Distinctive Natural Areas* list, as additional distinctive features are brought to city attention, and as endangered species are identified.
3. Make public the location of Distinctive Areas in order to call attention to the need for public stewardship and protection.
4. Determine the natural features which must be protected if the area is to remain viable (able to perpetuate itself).
5. Allow appropriate variances and/or clustering of structure to protect valued features.

For General Policy III: Explore Acquisition of Distinctive Areas.

The City will:

1. Include some high priority Distinctive Natural Areas in Public Open Space Plan.

2. Appoint a Conservancy Commission to actively seek the funds to acquire these sites, and to advise Council on preservation of natural areas.



Distinctive Natural Areas

Distinctive Natural Areas

PARKLANDS WITH DISTINCTIVE VEGETATION

1. Bryant Woods Park
2. Cook's Butte Park
3. Freepons Park
4. George Rogers Park
5. Roehr Park
6. Springbrook Park
7. Tryon Creek Park
8. Waluga Park

RIVER BANKS

9. Tualatin River
10. Willamette River

CREEKS AND SPRINGS

11. Iron Mt. Creek - Corner Atwater/Boca Ratan
12. Mouth, Tryon Creek
13. Indian Springs - Bryant Woods Park
14. Springbrook Creek and Tributaries
15. Springs - W of Atwater Lane
16. Streams/Gullies - W of Marylhurst
17. Wooded Ravine - Iron Mt. Cr.
18. Lost Dog Creek

PONDS

19. Frog Pond
20. Lake Garden Court
21. Pond - North of Sewer Plant

SWAMPS AND MARSHES

22. Kruse Oak/Ash Forest
23. NW of Boones Ferry/Monroe Parkway
24. W of Waluga Drive

DOUGLAS FIR GROVES

25. Ravine - E of Cornell Road
26. SW Corner Lakeview Blvd/Bryant Road
27. E of Summit Drive on Knoll
28. Specimen Firs - W of Goodall Road
29. W of Peters Road
30. Stream Banks - N of Aspen Court
31. NW of Othello Cul-de-sac
32. S of Carman at Fosberg
33. Between Tualata and Central E of Jean Road
34. E of Redwood Court
35. S of Junction of Westview and Southshore
36. Between Wembley Park Road and Egan Way
37. SE of Hallinan and Laurel Streets
38. Between Botticelli and Touchstone Terrace
39. Between Washington and Quarry NW of Boones Ferry Road
40. NE Corner of Carman and Quarry
41. N of Burma Road Between Bangy and Kimball Court
42. N of Monticelli
43. S of Ambler Court
44. S of Meadows Road N of Drainage
45. On Knoll NE of Corner of Oak and Palisades Terrace Road

CEDAR GROVES

46. E of Blue Heron Way
47. Near Mouth of Springbrook Creek

OAK GROVES

48. S of Fosberg at Carman
49. E of McVey between Laurel and Oak Streets

SLOPES

50. South Shore Oswego Lake between Cedar Court and Terrace Drive
51. Above Waluga Park
52. Mt. Sylvana
53. S face Iron Mt.

SPECIAL DISTINCTIVE AREAS

54. Oswego Lake
55. Grotto - Ridgewood Road
56. Natural Ampitheather - Waluga Park

INDIVIDUAL TREES AND PLANT SPECIMENS

57. Black Walnut - E side of 9th midway between D and E Streets
58. Camperdown Elm - NE corner of McVey and Oak near Grimms Corners
59. Catalpa - NW of railroad at Bryant and Lower Drive
60. Cherry Trees - 100 years old
61. Chestnut - 7th near B Avenue
62. Cutleaf maple - W side of 2nd and B.
63. Norway Spruce - SW corner of 9th and F
64. Dawn Redwood - near SW corner of 9th and B Avenue
65. Elms - W side of 1st midway between 9th and B Avenue
66. Empress Tree - W side of Furnace near Church Street
67. Douglas-fir, "Peg Tree", N of Leonard near Furnace Street
68. Douglas-firs - 7th between B and C Avenue
69. Large Grand Fir - NE of intersection of McVey and Cornell
70. Katsura Tress - 355 9th
71. Myrtle Trees - E side of 6th between B and C Avenues
72. Oak - W corner of Carman and Davis
73. Oak - NE of McVey at Cornell intersection
74. Palm Tree - trachycarpus fortunei, fine specimen at Lake Bay Court at 6th
75. Parkman Crabapple - Chandler at Iron Mt. on Donald Bates' property
76. Pine Tree - Waluga School near tennis court at Bryant and Jean Road
77. Poplar - 1st and B Street
78. Red Cedar - SW corner of 8th and B Street
79. Rosa Banksiae - on stone wall of house at 49 SW Briarwood Road
80. Sequoia - "Christmas Tree" on Safeway lot, NE corner of 5th and A Avenue
81. Spruce - large specimen SW corner of 5th and F Avenue
82. Sugar Maple - NE corner of 3rd and C Avenue
83. Sweet Gum - SE corner of 9th and F Avenue
84. Prune Orchard - N of F Avenue at 8th Street
85. Treewalk in First Addition

POTENTIAL LANDSLIDE AREA POLICIES

Landslide is a general term which describes downslope movement of earth material in response to gravity and other physical conditions. This movement can occur quickly, or slowly over time as soil creep or other mass movements. Engineering Geology section of LOPRI describes the potential for such conditions in the Lake Oswego area. Subsequent findings will be made part of the City's information base and procedures.

As landslides can be initiated or accelerated by construction, cut and fill activity or drainage changes, policies in this section will set standards by which hillside development can occur in Lake Oswego, allowing for preservation of the hillsides valued by the community, while guiding development in those areas for the protection of public and private property.

Definitions

The following are definitions of key terms used in this policy element.

Engineering geologist – a geologist experienced and knowledgeable in engineering problems dealing with naturally occurring rock and soil, for the purpose of assuring that geological factors are considered in engineering practice.

Soils engineer – a civil engineer experienced and knowledgeable in the practice of urban soil engineering.

"Hazard" – risk, danger, or source of danger.

"Potential for hazard" – latent or possible hazard, as opposed to actual or realized.

"Area with potential for landslide hazard" – areas where geologic, hydrologic and soil information has indicated a potential for mass movement, and where policies and procedures here outlined will require that consideration will be given to prevention of hazards.

OBJECTIVE: **TO PROTECT LIFE AND PROPERTY FROM NATURAL DISASTER AND HAZARD DUE TO LANDSLIDE AND TO PRESERVE THE HILLSIDE BEAUTY COMMUNITY RESIDENTS VALUE.**

GENERAL POLICIES:

I. **The City will identify areas with a potential for landslide hazard, indicating the degree of potential hazard.**

II. **The City will encourage open space uses of identified high risk areas.**

III. **The City will develop standards to guide development in areas where careful engineering and site development can safeguard public and private owners from the identified risks.**

IV. **The City will regulate land use, density and intensity of activity in landslide hazard areas, in accord with the degree of hazard and the limitations imposed by such hazards.**

Specific Policies

For General Policy I: Identify areas with a potential for landslide hazard.

The City will:

1. Prepare a map of landslide areas which will display known landslide hazards and areas where a high potential for landslides is substantially inferred from geologic and soils engineering analysis. This map will be subject to initial review and evaluation by an Engineering Geology Review team appointed by City Council not later than six months after adoption of the Comprehensive Plan.

2. Cooperate with the State Geologist in gathering and analyzing information, and incorporate all new substantiated findings into the information base used to administer city procedures.

3. Assign to the appropriate City department the responsibility to keep current accurate records (including maps) of Landslide Hazard areas, both known and potential, in conformance with findings. The City may request a soils engineer report if necessary for analysis of any development proposal.

For General Policy II: Encourage open space uses of identified high risk areas.

The City will:

1. Designate areas of "known landslide hazard" or with "Potential" or "Severe" or "Moderate to Severe" hazard as PROTECTION OPEN SPACE. Make maps and information on Potential Hazard areas easily available to developers and the general public.

2. Encourage owners of large properties with varied terrain to cluster the structures on the site, so as to leave the landslide prone slopes undisturbed.

3. Prohibit development on "known landslide hazards." (See definition, page 36).

4. Request dedication of steep slopes, where appropriate, as part of Intra–City Pathway System. Trails and other leisure use will be developed where compatible with the site, and natural vegetation maintained.

5. Advise developers of potential for hazard and encourage site planning to avoid cut, fill or construction in potential hazard areas.

For General Policy III: Develop standards to guide development in high risk areas.

The City will:

1. Develop procedures for review of development proposals, which assure early recognition of areas with known or potentially severe landslide hazard, by both property owners and appropriate City department.

2. Adopt standards to condition all development approval (including but not limited to plat, subdivision, PUD, excavation, water retention, construction) in areas with Potential for Landslide Hazard. Include standards for:

    a. Known hazard areas
    b. Areas with potential for landslide hazard

3. Decrease allowed density and intensity of use in accord with limitation indicated. Onsite investigation, prior to development approval, will determine carrying capacity of the slope.

For General Policy IV: Regulate density and intensity of land use in hazard areas.

The City will:

1. Prohibit development of slopes with an established known landslide hazard, unless a registered engineering geologist or soils engineer demonstrates during public hearings procedure, methods by which the site can be rendered safe for construction. Unless such safety is demonstrated:

    a. No new structures will be permitted in specified landslide hazard areas.

    b. No subsurface or surface drainage changes or water disposal facilities will be permitted, which would increase the hazard.

    c. No cut and fill operations will be permitted, above or on known landslide hazard slopes.

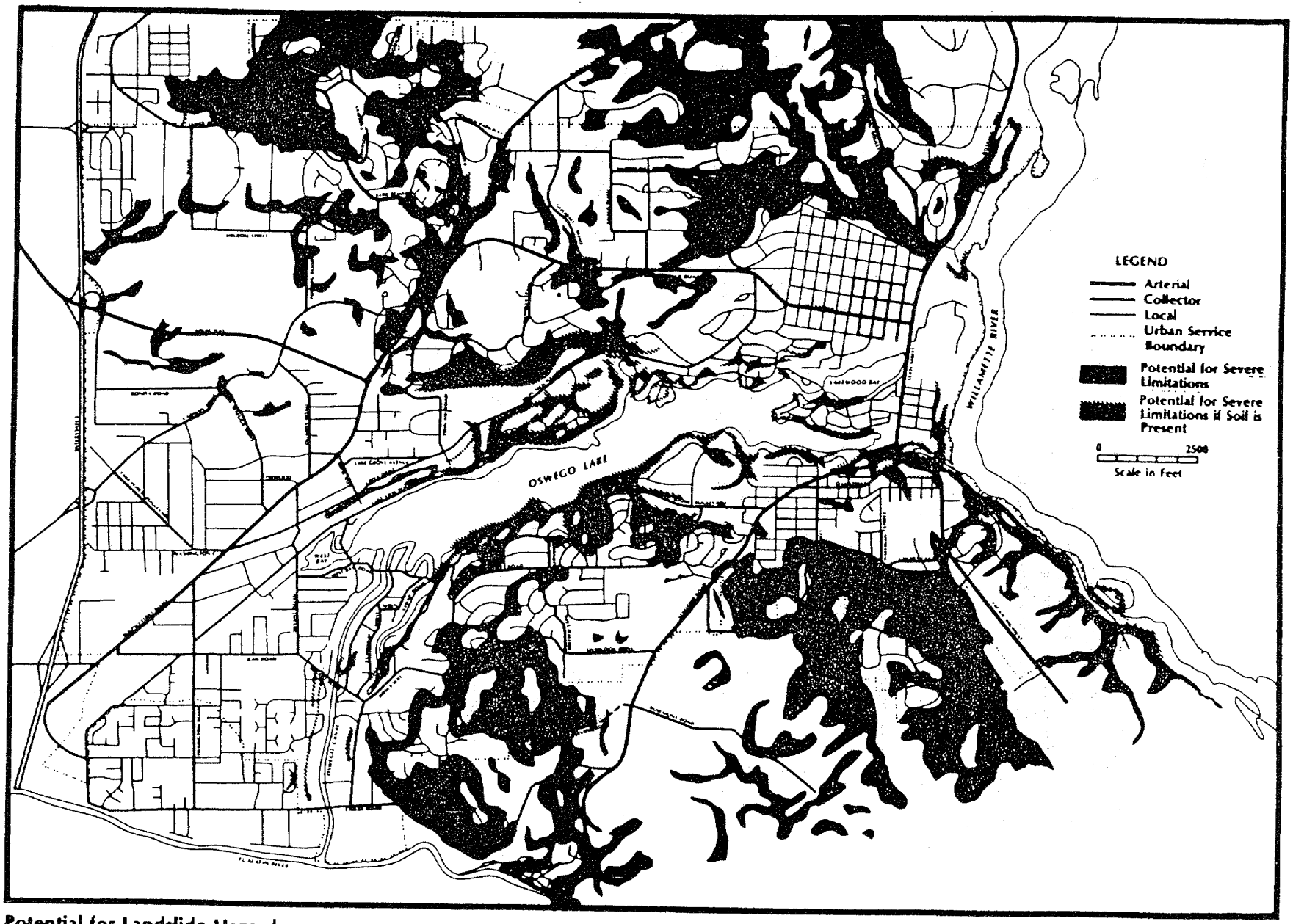
    d. Public structures and facilities will be prohibited from areas where landslide is found to be a hazard. If site must be used for sewer line, etc., the City will protect adjacent property owners against damage.

2. Regulate development in "Potential for Landslide Hazard" areas, in accord with safe capacity of the site.

    a. Development approval (including PUD, Plat and Subdivision) will be conditioned upon applicant's demonstration that appropriate site development standards have been met.

    b. Applicants for development permission for sites designated Potential for Severe Hazard will be modified that application must be accompanied by written opinion of a licensed engineering geologist or soils engineer in support of the land use proposed. The opinion should include detailed site analysis.

    c. Building Permit approval will be conditioned upon applicant's demonstration that appropriate standards have been met.



Potential for Landslide Hazard

POTENTIAL EROSION AREA POLICIES

Erosion is the removal of earth from an area by wind or water. In Lake Oswego erosion by water has been found to be significant. The nature of terrain and climate minimizes wind erosion. Erosion is a natural process. It is when it threatens water quality, property loss, valued vegetation or appearance, it is defined as a hazard.

Different soils and different slopes have different susceptibilities to erosion. Danger of erosion is also directly related to the amount of runoff which is coming downhill. This amount of runoff is a direct result of the amount and peak volumes of rainfall and the amount of impermeable surface which sends rainfall directly into down spouts and streamways. The POLICIES in this section will therefore guide the amount of runoff which may be added to existing drainage patterns, and the allowable disturbance of hillsides by development.

Definitions

The following are definitions of key terms used in this policy element.

"Hazard" – risk, danger, or source of danger

"Potential for hazard – latent or possible hazard, as opposed to actual or realized.

"Area with potential for erosion hazard" – areas where general soil type, slope, or nature of water flow indicate a potential for erosion which can be expected to be a source of property damage if unprotected.

OBJECTIVE: TO PROTECT LIFE AND PROPERTY FROM NATURAL DISASTER AND HAZARD DUE TO SOIL EROSION, AND TO PRESERVE THE HILLSIDE BEAUTY WHICH COMMUNITY RESIDENTS VALUE.

GENERAL POLICIES

I. **The City will identify areas with a potential for erosion hazard, indicating the degree of potential hazard.**

II. **The City will encourage open space uses of identified high risk areas.**

III. **The City will develop standards to guide development in areas where careful engineering can safeguard public and private owners from the identified risks.**

IV. **The City will regulate density and intensity of land use in erosion hazard areas, in accord with the degree or hazard and the limitations imposed by such hazards.**

Specific Policies

For General Policy I: Identify areas with a potential for erosion hazard.

The City will:

1. Identify areas with Potential for Erosion Hazard, indicating Potential for Hazard as:

   severe
   moderate to severe
   moderate
   moderate: when subject to flooding
   slight to moderate: if no flood hazard
   slight: if free from flooding

2. Record known erosion and siltation problems and periodically revise hazard potential maps and record, in conformance with findings.

For General Policy II: Encourage open space uses of identified high risk areas.

The City will:

1. Designate areas with severe potential for erosion hazard as PROTECTION OPEN SPACE.

2. Encourage land uses which maintain trees, natural vegetation, and ground cover. Such uses include: golf courses, park lands, stream bank vegetation, greenways, Public Access Open Space.

For General Policy III: Develop standards to guide development in high risk areas.

The City will:

1. Adopt procedures for review of development proposals (in relation to their drainage basin) to analyze expected changes in runoff volumes and expected impact on drainage basin.

2. Adopt standards which will:

   a. prevent damaging increases in expected storm water runoff
   b. protect stream channels and stream corridors, onsite and downstream (See STREAM CORRIDOR POLICIES)
   c. require new development to pay a prorated share of basin wide erosion control measures.

3. Require property owners to include erosion control and drainage measures in site planning and during construction.

For General Policy IV: Regulate density and intensity of land use in hazard areas.

The City will:

1. Require land developers to control peak runoff on their site, where practical, in order to protect property and stream channels downhill from present and future runoff.

2. Adopt construction standards for identified erosion and resulting sedimentation.

3. Require that land identified with a potential for severe erosion hazard, will be maintained in open space, unless substantial evidence demonstrates that engineering can effectively overcome soil limitations.

4. Reduce density from that permitted by the zoning code or previous development approval, if detailed site plan shows a decrease in density is necessary to eliminate a hazard.

WEAK FOUNDATION SOIL POLICIES

Soils with low strength have been identified by LOPRI–Engineering Geology Section and SCS–Soils Survey, Lake Oswego, as Weak Foundation Soils. These soils include soils with severe low strength (highly compressible), including the highly organic clays of the Labish soil series and the highly elastic Wapato sub–soils. Soils which hold a moderate to severe soil weakness warning have also been identified.

The result of placing structures on Weak Foundation Soils is overall settlement, differential settlement, or soil creep out from under foundations, which results in damage to structures not designed to accommodate the movement or seasonal shrink and swell. Weak soils on slopes greater than 12% can move downslope (soil creep). Roads built in weak soils are vulnerable, because only during a limited time of year is there perfect moisture content in the soil for good efficient compaction after fills are placed. Short cuts to speed road construction often result in uneven road settlement.

Weak foundation soils constitute a hazard only where the weakness is unknown or when foundation design is not addressed to the condition. Piling, broad foundations, thick floor slabs, differential loading, preconsolidation as well as accommodation are possible solutions. The land can be left in open space, and structures clustered on strong soils, thereby preventing property loss and expense.

OBJECTIVE: TO PROTECT PRIVATE AND PUBLIC PROPERTY FROM PROPERTY LOSS DUE TO CONSTRUCTION ON WEAK FOUNDATION SOILS.

GENERAL POLICIES:

I. **The City will identify areas with a potential for low soil strength, and indicate the degree of potential hazard.**

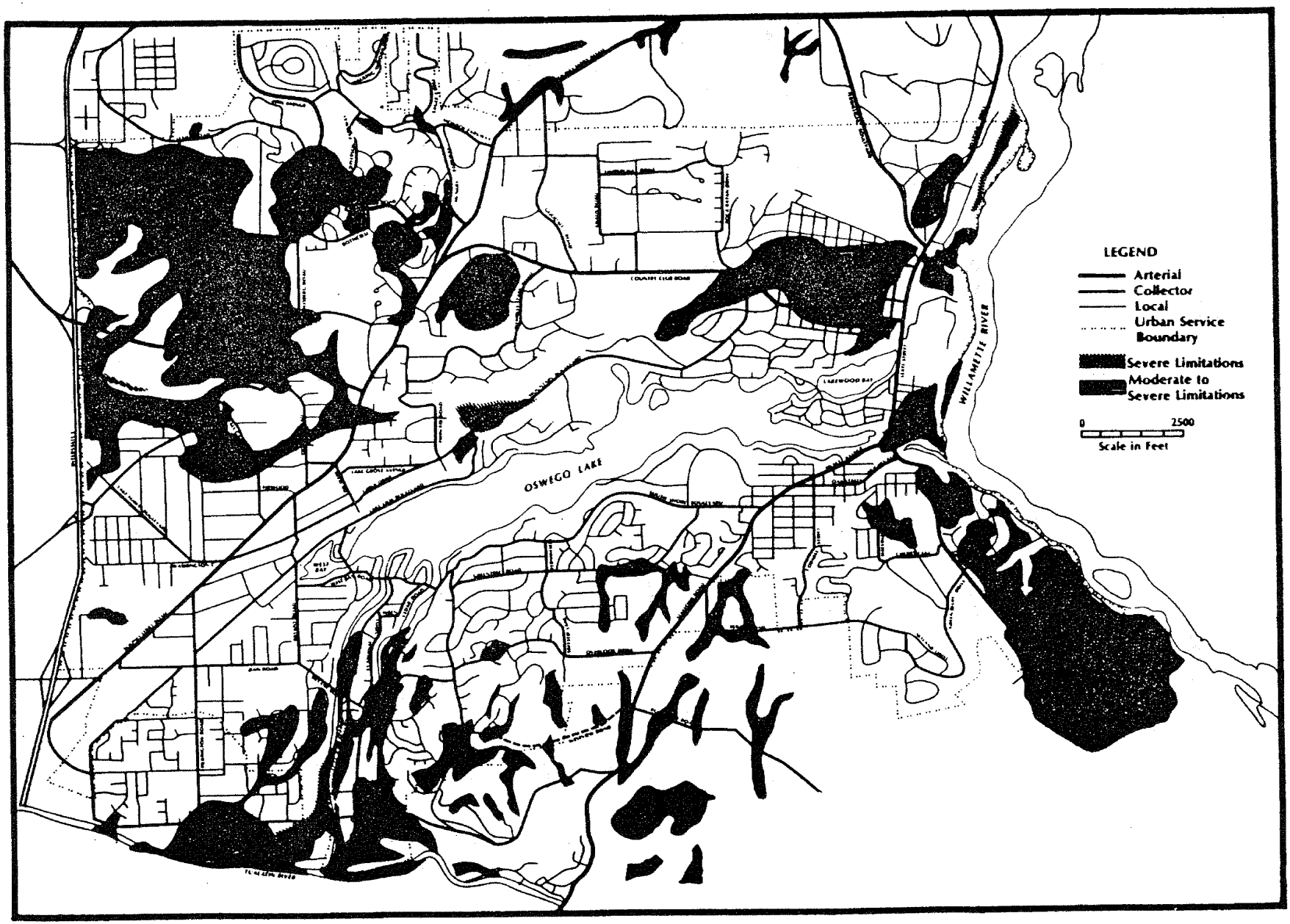
II. **The City will encourage open space uses of identified high risk areas.**

III. **The City will develop procedures to advise applicants for development permits of the areas known to have a potential for Weak Foundation soils.**

IV. **The City will require applicants for building permits in areas designated as Potential for Severe Weak Foundation Soils Hazard, to demonstrate how foundations will be engineered to prevent structural damage.**

Specific Policies

These POLICIES will be implemented through development approval procedures (Preliminary Plat, Subdivision, Building Permit, PUD).



Potential for Weak Foundation Soils

QUIET ENVIRONMENT POLICIES

A quiet environment is one in which people can converse, relax, play, and sleep without interference from noise.

OBJECTIVE: TO REDUCE THE LEVEL OF NOISE IN LAKE OSWEGO AND TO PROTECT AND MAINTAIN THE EXISTING QUIET AREAS OF THE COMMUNITY.

GENERAL POLICIES:

I. The City will cooperate with all federal, state and regional agencies to encourage and maintain effective noise control procedures.

II. The City will consider noise control in land use planning.

Specific Policies

For General Policy I: Cooperation with federal, state, and regional agencies.

The City will:

1. Comply with all federal and state noise control acts.
2. Comply and consult with DEQ on all existing noise control criteria and regulations and on noise control recommendations.
3. Monitor problem areas in cooperation with DEQ to determine where to concentrate control efforts and what efforts should be employed.
4. Cooperate with surrounding communities to try to regulate and coordinate noise producing activities, such as traffic flow and development which would increase noise levels due to increased traffic and activity.

For General Policy II: Consideration of noise control in land use planning.

The City will:

1. Encourage the use of effective site planning to take advantage of natural noise barriers, such as trees, to reduce noise.
2. Plan land uses in such a manner as to keep noise levels and disturbances to a minimum.
3. Plan traffic flow, speed, and routing to decrease high noise levels in residential and recreational areas.
4. Ensure that where feasible noise barriers such as landscaping are used to reduce noise levels in areas adjacent to major arterials.
5. Require industrial/commercial noise sources to adequately insulate or block excessive noise according to the standards set in the Comprehensive Noise Ordinance.

6. Encourage builders to insulate structures in problem areas against excessive noise.

7. Encourage owners to insulate existing structures in problem areas to more efficiently reduce the noise level.

8. Work with appropriate private and governmental entities to reduce truck noise.

9. Revise and keep current the City's noise level regulations to include such things as specific acoustical criteria and standards for problem noise sources.

ENERGY CONSERVATION POLICIES

Energy is any substance, either natural or man–made, which can be used to produce power, heat or light.

OBJECTIVE: TO CONSERVE ENERGY IN LAKE OSWEGO AND THE METROPOLITAN AREA, WHERE POSSIBLE, THROUGH LAND USE PLANNING, EDUCATION AND THE ADOPTION OF CONSERVATION ORIENTED POLICIES.

GENERAL POLICIES:

I. The City will work with federal, state and regional agencies to promote energy conservation.

II. The City will encourage energy conservation through land–use planning and site and building design review.

III. The City will promote the use of domestic conservation efforts in the City.

IV. The City will promote energy conservation in construction practices in the City.

V. The City will encourage more efficient transportation systems.

Specific Policies

For General Policy I: Work with federal, state and regional agencies.

The City will:

1. Work with the State to develop legislation to conserve energy, especially improved energy efficient building codes.

2. Work with Tri–Met to provide commuter information and education, more efficient transportation, better schedules, mini–buses, best location of shelters, and feeder systems to express bus transfer stations and park and ride stations.

3. Cooperate with MSD and Tri–Met to preserve railroad rights of way for future use.

4. Cooperate with Lake Corporation and PGE to assure that the hydroelectric potential of Oswego Lake is preserved and utilized as part of regional power if necessary.

5. Encourage the utility companies to consider rate structures which are conducive to off–peak usage.

For General Policy II: Encourage energy conservation through land use planning, building and design review.

The City will:

1. Encourage higher density residential development near arterials, public transit routes, commercial areas and employment centers, where consistent with other Comprehensive Plan policies.

2. Actively encourage residential site development which reduces the total amounts of street and utility line footage and maximizes usable open space.

3. Permit a mix of residential and commercial or industrial uses in areas where residentially developed neighborhoods will not be significantly impacted.

4. Promote localized cultural and recreation opportunities to reduce need for auto use.

5. Promote energy efficient site design through the design review and subdivision process by such means as permitting zero lot line siting, common wall construction, and flexible set back requirements (compatible with safety standards) and consideration of solar orientation, landscaping opportunities and sensitivity to the site's natural features.

6. Develop procedures for granting density bonuses or other incentives for development proposals demonstrating excellent examples of energy efficient site planning.

7. Group together public facilities such as libraries, civic centers and recreation facilities wherever possible to promote reduction of auto trips and shared–use of facilities.

8. Permit only orderly expansion of urban services which can be maintained efficiently over the long run and which avoid "leap frog" development patterns.

For General Policy III: Promotion of domestic efforts.

The City will:

1. Encourage community education on conservation methods.

2. Formulate a water rate schedule that encourages conservation.

3. Consider the establishment of a city wide composting facility for garden wastes, such as clippings and cuttings.

4. Promote recycling and the use of waste by–products as fuel source when this becomes economically feasible. (See SOLID WASTE action)

5. Set conservation examples in construction and operation of City facilities and purchase of energy efficient equipment.

For General Policy IV: Promotion of energy conservation in construction practices.

The City will:

1. Encourage the future installation of alternative energy sources when they are developed, and promote the use of energy efficient appliances.

2. Seek to insure adequate insulation in all new construction.

3. Encourage adequate insulation in existing structures.

4. Seek to insure standards for appliance placement more efficient operation and less waste – (i.e.; no water heaters in uninsulated areas) through the Uniform Building Code.

5. Encourage rehabilitation of deteriorating housing stock (see Residential Element).

For General Policy V: Encourage more efficient transportation.

The City will:

1. Encourage the development of crossties between cul–de–sac and interblock cuts and reduce distances and encourage walking and the use of bikes.

2. Encourage development of an intra–city public transportation service to serve the planned land use pattern and local city needs and provide transfer to regional public transportation and an alternative to the private motor vehicle.

3. Require coordination of transportation system and land development.

(PA 4–88–623, 12–21–88)

SOLID WASTE POLICIES

Solid waste is any solid recyclable waste material generated by household, commercial, and industrial sources.

OBJECTIVE: TO LOWER LAKE OSWEGO CONSUMER COSTS OF SOLID WASTE MANAGEMENT, TO MAXIMIZE THE REUSE AND RECOVERY OF WASTE MATERIALS, TO MINIMIZE ENERGY COSTS OF THE MANAGEMENT SYSTEM, AND TO CONSERVE AND PROVIDE A VIABLE ALTERNATIVE TO OUR NONRENEWABLE RESOURCES.

GENERAL POLICIES:

I. The City will cooperate with federal, state and regional authorities in the management of solid wastes.

II. The City will promote the reuse and recycling of waste materials.

III. The City will work toward a complete system of efficient waste management and will cooperate with private operators in accomplishing this.

Specific Policies

For General Policy I: Cooperation with federal, state and regional agencies.

The City will:

1. Support Portland's Metropolitan Service District (MSD) efforts to improve and expand their proposed system with ideas for source separation and more efficient recycling and energy use.

2. Support the Department of Environmental Quality (DEQ) and the office of Energy Research and Planning efforts to form new recycling methods and incentives and to create and implement new legislation to carry them out.

3. Support State efforts to encourage the use of waste by--products as a fuel source when this becomes more feasible.

4. Cooperate with all relevant federal agencies in creating, implementing, and expanding recycling and reusing efforts.

For General Policy II: Promoting reusing and recycling efforts.

The City will:

1. Adopt an ordinance to require source separation of wastes when feasible and economic, and will award waste collection contracts on the basis of competitive bidding that complies with this method.

2. Encourage experimentation with the ORE plan concept to determine the most efficient and accepted recycling method.

3. Work with other jurisdictions to obtain suggestions and to help spread the implementation of recycling efforts.

4. Encourage community education on recycling methods.

For General Policy III: Adoption of a complete system of efficient solid waste management.

The City will:

1. Encourage and cooperate when necessary in the establishment of an efficient recycling and reuse system by private operators.

2. Support and regulate the operation of this system through zoning laws and other policies.

WATER RESOURCE POLICIES

Groundwater

Groundwater is water percolating through the soil, either above an impermeable substrata (perched water table) or freely through the soil. The upper surface of the unconfined groundwater is called the regional water table. Groundwater also flows through porous rock, such as the basalt formation (aquifer) which underlies Lake Oswego area.

OBJECTIVE: TO PROTECT THE GROUNDWATER SUPPLY ESSENTIAL TO CLEAN WATER AND NATURAL VEGETATION AND TO PREVENT HIGH GROUND WATER HAZARDS.

GENERAL POLICIES:

I. **The City will preserve natural groundwater levels, as available source of water supply for future residents and as the natural life support for existing natural vegetation.**

II. **The City will develop standards to prevent damage to public and private property caused by high groundwater or groundwater flow.**

Specific Policies

For General Policy I: Preserve groundwater levels.

The City will:

1. Cooperate with State and regional agencies to determine the nature and future value of the area's groundwater supply.

2. Investigate alternative and supplemental sources of community water supply, to determine essential future water sources.

3. Adopt community plans and policies to assure a sufficient future community water supply.

4. Prevent pollution of groundwater and detrimental changes in groundwater level, through land development policies.

For General Policy II: Prevent damage from groundwater.

The City will:

1. Identify high groundwater hazard areas, and designate these areas Protection Open Space to advise developers of hazards present.

2. Regulate construction in known high groundwater hazard areas.

3. Establish land development policies and performance standards which prevent property damage from changes in groundwater flow.

WETLANDS

Wetlands occur in low lying areas where the water table is equal to or higher than the land surface, and in hills where runoff and silt are trapped in depressions over impermeable soils. The resulting marshes, swamps and springs are a functioning part of the community's hydrologic system and provide aquifer recharge, wildlife habitat and scenic open space.

OBJECTIVE: TO PRESERVE ADEQUATE NATURAL WETLANDS IN ORDER TO SAFEGUARD THE GROUNDWATER RECHARGE SYSTEM, MAINTAIN WATER QUALITY, PROVIDE WILDLIFE HABITAT AND REDUCE PEAK FLOODING OF STREAMS.

GENERAL POLICIES:

I. The City will identify wetland areas which are essential to stream channel protection, water quality and retention of storm water runoff. These will be designated as Protection Open Space.

II. The City will establish development standards which will preserve the natural function of these wetlands and protect them from deterioration.

Specific Policies

For General Policy I: Identify and designate essential wetland areas.

The City will:

1. Designate as Protection Open Space*, wetlands which are essential for:

   a. stream expansion during times of heavy runoff.
   b. ground water recharge.

2. Encourage land uses compatible with wetland preservation.

3. Cooperate with the appropriate governmental agencies in establishing wetland policies and designating wetlands in the City limits for protection.

* Protection Open Space is defined in the Open Space Policy Element.

For General Policy II: Establish development standards.

The City will:

1. Encourage open space use of wetlands.

2. Develop policies and procedures to control construction, filling or excavation on essential wetlands.

3. Establish a conditional use procedure which will identify uses which can be allowed in wetlands through careful site design. Such uses would be required to:

   a. Incorporate natural wetland features (ponds, streams, etc.) in site design.

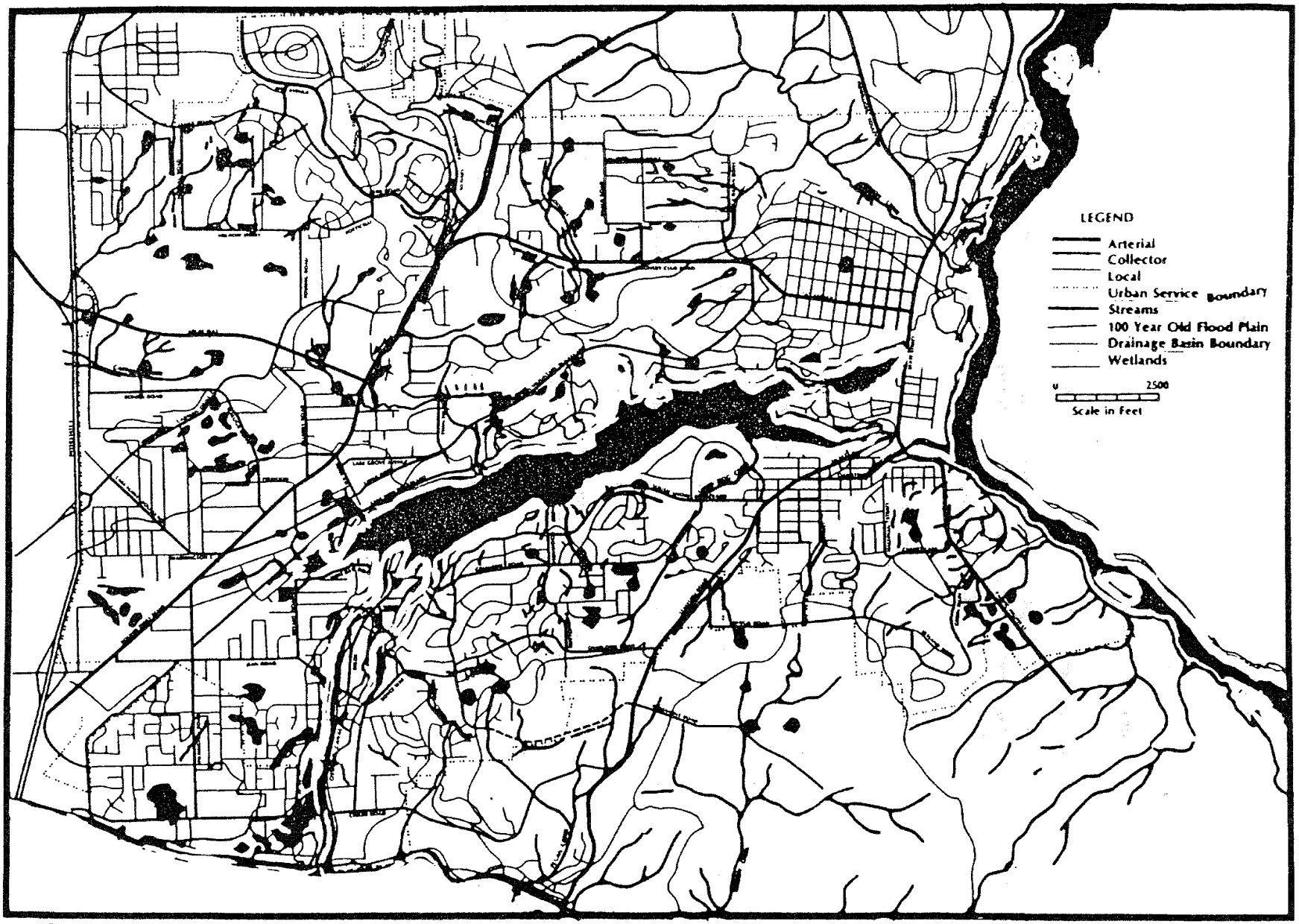
   b. Prevent clearing of natural vegetation in essential preservation areas.

   c. Preserve the natural retention storage capacity of the land, or present findings adequate to show that reduced capacity meets public need.

   d. Prevent discharge of water pollutants onto the ground.

4. Establish a storm drainage management program that will incorporate subsurface and surface retention wherever practical.

5. Provide for density transfers on individual parcels to allow landowners to shift development to preserve wetlands.



Lake Oswego Hydrology Map

FLOOD PLAINS

Flood plains are land areas which are above water level most of the year, but can be inundated when heavy rain causes adjacent streams or rivers to overflow their normal channels. Both the 100 year flood levels (likely to occur once each 100 years) and the floodway (minimum area that allows for passage of high velocity flow during flood stage) have been identified for the sections of the Willamette and Tualatin Rivers which border the Planning Area. Potential Flood Hazard zones along rivers and tributary streams have also been identified by HUD and have been more definitively identified by FEMA. See Hydrology Map on page 52.

OBJECTIVE: TO PROTECT LIFE AND PROPERTY (BOTH PUBLIC AND PRIVATE) FROM THE NATURAL HAZARDS OF FLOOD WATERS.

GENERAL POLICIES:

I. The City will maintain current information on the flood plains of the Willamette and Tualatin Rivers as identified by the Corps of Engineers, and with the help of appropriate agencies, determine the degree of hazard expected in the flood plains.

II. The City will designate flood plains as Protection Open Space, where it will encourage land uses ideally suited to flood plains.

Specific Policies

For General Policy I: Identify flood plains.

The City will:

1. Identify the 100 year flood plains along the Willamette and Tualatin Rivers, distinguishing flood plains and floodways.
2. Identify streamway flood hazard zones.
3. Keep flood plain information current, as reported by U.S. Army Corps of Engineers and other sources.
4. Make flood plain information easily available to private property owners.
5. Qualify for inclusion in the National Flood Insurance Program, and effectively administer requirements of the National Flood Insurance Act of 1968 (Public Law 90–448) or subsequent laws governing local control of flood plains.

For General Policy II: Designate flood plains as Protection Open Space.

The City will:

1. Develop and adopt a Flood Plain Ordinance to accomplish these policies, which will apply to private land owners, as well as City, County and State public projects.
2. Encourage land use appropriate to flood plains, including: wildlife refuges, parks, greenway buffers, trails, wetland retention facilities, planting of low growing shrubs and grasses, and permeable parking surfaces.
3. Prohibit development of structures in the floodway in order to prevent damage from flooding, and to prevent changes in the volume and velocity of water flow which could cause upstream or downstream damage to public and private property.

4. Develop Policies and Standards which:

   a. Designate land uses which will not require protection through dams, dikes or levees.

   b. Outline performance standards specifying specific land uses allowed outright and as conditional uses, in conformance with federal and state law and local policy.

   c. Provide for some intensification of adjacent land, to compensate private owners for dedication of the flood plain as Public Access Open Space.

STREAM CORRIDOR

A stream refers to water flowing continuously or intermittently in an established channel on or below the surface of the ground. A stream corridor includes the stream channel and adjacent stream banks formed by erosion and water flow over the years.

In the Lake Oswego Planning Area, surface streams include the Willamette and Tualatin Rivers, seasonal and year round streams and Oswego and Blue Heron Canals.

Most stream corridors are naturally unstable areas due to inherent characteristics of associated soils and the constant action of the water. When the volume of water is increased and vegetation, which normally prevents further erosion is disturbed, stream banks become even more vulnerable to erosion and downstream siltation and property damage can be expected. Evidence of such erosion has been noted along many stream corridors in the Lake Oswego area.

OBJECTIVE: TO PROTECT NATURAL FEATURES OF WATER COURSES, TO MAINTAIN WATER QUALITY AND TO PREVENT DAMAGE TO PUBLIC AND PRIVATE PROPERTY.

GENERAL POLICIES:

I. The City will designate as Protection Open Space, the community's major stream corridors and those stream corridors which have potential for severe erosion hazard.

II. The City will establish policies and procedures which will protect stream corridors. Policies will emphasize preservation of natural features, especially trees, vegetation, existing streambanks and protection of water quality.

III. The City will prohibit land use adjacent to streams when necessary to prevent damage to public and private property.

Specific Policies

For General Policy I: Designate Stream Corridors as Protection Open Space.

The City will:

1. Identify the community's major stream corridors, which serve as essential elements of the community's drainage system as well as scenic assets for public and private interests.

2. Designate for special protection stream corridors with a potential for severe erosion hazard. (LOPRI: Engineering Geology identified these Stream Corridors)

   The City may require dedication of easements in stream corridors as a condition of new development and may purchase easements in existing developed areas where needed to provide for storm drainage management and future access for construction and maintenance.

For General Policy II: Protect stream corridors.

The City will:

1. **Protect Stream Channels.** Stream channels will not be diverted unless it can be shown that the diversion will have no negative impact on downstream stream beds or stream banks.

2. **Protect Stream Corridors.**

   a. A buffer strip of vegetation will be maintained adjacent to all stream banks. Depth of the necessary buffer will be determined according to physical aspects of the stream corridor, including:

      i. steepness of adjacent land (the steeper the slope the greater the potential for stream damage
      ii. potential for erosion hazard
      iii. width and velocity of the stream
      iv. nature of existing vegetation
      v. runoff volumes expected at full development of the drainage basin involved
      vi. awareness that neither an optimum or minimum protection distance can be applied to all situations

   b. Mining, excavation, stockpiling of soil, grading and earthwork construction (including cuts and fills) will be regulated to protect stream corridors.

3. **Prevent damaging increases in storm water runoff which will treated downstream corridors.** Approval of land development, can be conditioned on receipt of a plan for retention of peak runoff in an amount commensurate with the land use change proposed.

4. **Maintain water quality** in streams and assure that water discharge into the lake and rivers does not deteriorate water quality in the lake and rivers.

For General Policy III: Prevent damage to public and private property.

The City will:

1. Establish performance standards to assure protection of public and private property.

2. Require adequate setbacks from the high water mark of streams, to prevent damage to public and private property.

WILLAMETTE GREENWAY

The State of Oregon together with the City of Lake Oswego has designated Lake Oswego's eastern boundary to be part of the Willamette River Greenway. Under ORS 390.314, the Willamette River Corridor has been designated for natural, scenic, historic and recreational land uses. Greenway boundaries are 150 feet from mean low water, except where they widen to include the City owned properties Roehr Park and George Rogers Park.

OBJECTIVE: TO PROTECT AND PRESERVE THE NATURAL, SCENIC AND RECREATIONAL QUALITIES OF LANDS ALONG THE WILLAMETTE RIVER, IN ACCORDANCE WITH OREGON LAW.

Willamette Greenway map deleted 11/84

GENERAL POLICY:

Lake Oswego will assure, through its public actions, that land use and activities in the designated Willamette River Greenway will be consistent with state interest in the Willamette Greenway, and will enhance Lake Oswego's Willamette shoreline.

Specific Policies

For General Policy I: Protect Willamette River Greenway.

The City will:

1. Maintain a Willamette River Greenway adopted by the Land Conservation and Development Commission, including the nine acre potential acquisition site located at the confluence of Tryon Creek and the Willamette River identified by the Oregon Department of Transportation (ODOT). 11/6/84

2. The Plan Land Use Map is amended to show the Willamette River Greenway boundary adopted by the Land conservation and Development Commission. 3/6/84

3. Manage land within the Greenway boundary, including public lands and rights–of–way, in accord with Willamette Greenway policies and regulations as adopted by the State. In its effort to enhance the shoreline of the Willamette River, within the Greenway boundary, the City will:

   a. direct development away from the river and establish a setback for nonwater related or nonwater dependent structures which will separate structures from the river in order to maintain natural, scenic, historic, and recreational qualities of the Greenway;

   b. maintain natural vegetation in areas viewed from the river (including areas outside the 150 foot Greenway;

   c. provide public views of the River and increased public access to the River;

   d. seek right–of–way for a public trail connecting Tryon Park, Roehr Park and George Rogers Park. 11/6/84

4. Designate the Willamette River Greenway as PROTECTION OPEN SPACE.

OSWEGO LAKE

Oswego Lake, the City's geographic center and namesake, is a 400 acre 3.5 mile long, privately owned lake surrounded by woodland, steep bluffs and residential areas. Residents consider the Lake a vital part of the community's identity and a natural resource valuable to all, both to those who make up the Lake Oswego Corporation and to other residents of the Planning Area.

As a natural resource, Oswego Lake serves the community in a variety of roles. It is a hydro–electric reservoir, a major component in the community's storm drainage system, the center of a 4,700 acre drainage basin. The Lake provides a public swim park, swimming and boating easements, is an asset to property values, an open space enjoyed by many. Findings show that these varied roles are often in conflict. For example, silt caused by land erosion and nutrients from fertilizer and sub–surface septic systems depreciates water quality which can decrease property values. Construction by private owners at lakeside has eliminated most public view points.

OBJECTIVE: TO PROTECT OSWEGO LAKE AS A VALUED NATURAL RESOURCE AND TO ENHANCE THE COMMUNITY'S VISUAL ACCESS.

GENERAL POLICIES:

I. **The City will designate Oswego Lake PROTECTION OPEN SPACE, as a valued part of the community's hydrologic system, and adopt policies and procedures to insure the long term benefits to the community.**

II. **The City will protect the scenic and recreational value of the Lake to community residents.**

III. **The City will adopt policies and procedures designed to protect Oswego Lake from damage caused by upstream erosion and siltation and other water pollutants.**

IV. **The City will cooperate with the Lake Oswego Corporation in their efforts to protect the lake.**

V. **The City recognizes pre–existing cabana use along the north shore of Lakewood Bay by designating the area Waterfront Cabana Residential and will adopt Zoning and Development Standards to allow continued cabana use while protecting the hydrologic function of the Lake and preserving scenic and recreational value of the Lake to community residents.**

Specific Policies

For General Policy I: Protect Oswego Lake as part of the hydrologic system.

The City will:

1. Protect Oswego Lake and its canals, bays and major tributaries as PROTECTION OPEN SPACE.

2. Determine the factors affecting water quality, amount of siltation, and importance of the Lake as part of the community's storm drainage system.

3. Adopt policies and procedures to insure protection of the water quality of the Lake.

For General Policy II: Protect the scenic and recreational value.

The City will:

1. Establish significant public viewpoints, to assure that residents of the community can identify with and enjoy the Lake.

2. Preserve public rights to the existing swimming easement. (PA 4–88–623, 12–21–88)

For General Policy III: Protect Oswego Lake from damage.

The City will:

1. Establish Stream Corridor Policies which prevent damaging erosion which washes soil downstream. (See WATER RESOURCE POLICIES, Stream Corridor Policies.)

2. Prevent damaging increases in storm water runoff through peak runoff retention standards. (See WATER RESOURCE POLICIES: Stream Corridors and POTENTIAL EROSION POLICIES pertaining to hillsides.)

3. Prohibit disposal of chemical or nutrient pollutants into stream channels or perched water tables. (See WATER RESOURCE POLICIES: Stream Corridors, Wetlands, Groundwater)

4. Require appropriate building setbacks from shorelines with a potential for landslide hazard. (See POTENTIAL LANDSLIDE AREA POLICIES pertaining to hillsides.)

5. Require appropriate streambank protection along canals and creeks in areas designated as Severe Potential for Erosion Hazard. (See also: WILDLIFE HABITAT POLICIES)

6. Develop a system of effective catch basins in the storm drainage system, to allow retrieval of silt before it enters stream channels or the Lake.

For General Policy IV: Cooperate with the Lake Oswego Corporation to protect the Lake.

The City will:

1. Cooperate with the Lake Oswego Corporation to safeguard the hydroelectric potential, as a future energy resource.

2. Adopt appropriate building set backs, site planning and subsurface waste disposal standards, for critical areas identified.

3. Cooperate with METRO, Unified Sewerage Agency and the U.S. Army Corps of Engineers to promote cleanup of the Lake's major water source, the Tualatin River.

4. Cooperate with the Lake Corporation to safeguard water quality for recreational uses.

SOCIAL RESOURCE

POLICY ELEMENT

SOCIAL RESOURCES POLICY ELEMENT

BACKGROUND INFORMATION

Lake Oswego's development history goes back to 1859 to the building of Durham's mill on Sucker Creek, in what was at the time, a forest between the settlements of Portland and the territorial capitol at Oregon City. Oswego was a river city, served by steamship on the Willamette. In 1867, Oregon Iron Company cast its first pig iron here, and industries related to the iron smelter, iron mine and the sawmill thrived along the Willamette until the early 1900's. Housing areas grew in areas known as Old Town, First Addition and the McVey area. Many of these homes (the earlier ones dated in the 1860's) still house Oswego families. It was not until 1888 that the Elk Rock trestle was built, one mile north of town, allowing a direct overland route to Portland! Not until 1912 were lots offered for sale on Oswego Lake and on the bluffs overlooking it, in the Lake Grove area.

The original settlement has left a heritage of buildings, streets, land uses and a mixture of ages and income levels among the residents which create the sense of variety in neighborhoods, and heterogeneity in types of people who reside here.

Residents are very actively involved in a wide range of civic activities forming a strong sense of community cohesiveness and supportiveness. The annual Arts Festival, Community Theatre, Adult Community Center, sports clubs, preservation and building of Tryon Creek Park, Bryant Woods and Springbrook Park are examples of the accomplishments of residents who volunteer their time on behalf of the community.

Residents are proud of the community but aware of its problems. They are aware that their community is part of the Metropolitan area, that increasing housing costs are raising the average income level of those who can afford to live here. They are aware that a mix of ages, interests and life styles is important to community life. They know that growth to full development, even carefully planned, will change the nature of the community. But they have identified the important aspects of community life and have supported the Comprehensive Plan as a means of building such a future community.

The residents of Lake Oswego determined, as part of community goals, to develop a Comprehensive Plan that would foster community identity by encouraging participation in overall community life, and by recognizing and enhancing the character of the various neighborhoods within the community. Careful attention was given to historic heritage, local job opportunities, revitalization of commercial centers, present identity and future possibilities. These physical changes are intended to provide a good environment for people to live, work, raise families and follow their individual interests.

Summary of Major Issues

Issues identified which are resolved through the comprehensive planning process included:

- How could Lake Oswego plan to maintain its identity as a unique and beautiful community, or must future development deteriorate the community character which residents value?
- How could a wide choice of housing types be planned for, to serve a mix of ages, income levels and life styles, while protecting the unique qualities of the existing community?
- How could the City encourage the development of identifiable subareas, protected from through traffic and represented by City recognized neighborhood organizations?
- How could the City best encourage citizens to take part in preserving the community's assets, such as historic sites, distinctive areas, small town interdependencies, community spirit?
- How could the City best encourage active citizens to participate in their community's government?
- Could the community resolve the conflict between private rights to privacy and plans for public access to community focal points, valued distinctive areas, connecting trails, active parks, ball fields, and other community activities?

- Could private commercial land owners be encouraged to develop shopping centers which included social and cultural activities where people could meet and share community activities?

Summary of Major Conclusions

This plan element and the strategies developed to aid in its implementation are the result of over four years of lengthy community discussions, and the technical research and analysis which have translated goals and desires into social resources policies. Citizens together with city staff, Planning Commission and City Council were involved in:

- collection of factual information on needs, community features, population, housing, historic sites, housing alternatives, existing public facilities, services and programs.
- refinement of problems and issues.
- identification and resolution of opposing positions.
- choice among alternative recommendations and policies.

The following general conclusions were reached as a result of this process, and a plan of action was approved which could satisfy the community goals.

- Lake Oswego citizens could together maintain the community's beauty and identity, through careful planning for future development which kept those goals in mind.
- A mix of housing types, price ranges and density would be necessary to maintain the mix of ages, income levels and life styles which are important to the valued community character.
- Through encouragement of citizen participation in community and neighborhood planning, the City would involve citizens in the public decision making process. The City would also encourage citizens private efforts to preserve the community's valued assets.
- Neighborhood organizations would be recognized as speaking for geographic neighborhoods, under conditions that assured an open process and an effective means of communication between residents and the City planning and administrative process.
- Conflicts between public and private rights would be resolved through citizen participation in those public decisions, to assure protection of private rights and provision for an active community life.
- The City would plan for commercial and cultural centers which would provide a meeting place for residents during days, evenings and weekends, and which would be focal points of community identity and pride.

Summary of Supporting Documents

During the more than four years of community study and discussions, findings and recommendations were submitted by Citizen Task Forces, city staff, neighborhood organizations and other community organizations, as well as individual residents and business owners. The Community Identity, Design and Aesthetics Task Force, appointed by the City Council to advise on the development of this plan element, as well as the Open Space and Natural Resources, Residential Housing, and Parks and Recreation task forces submitted detailed reports outlining issues, findings, alternatives and policy recommendations.

Documents recording those findings and recommendations are a part of this Comprehensive Plan, but because of the volume of material considered, these documents are available for public review and use at the City Hall in a separate volume. These supporting documents include research reports and policy formulation papers, summaries of decisions reached, special interest positions advocated and records of meetings held. Minutes and summaries of meetings held by the Lake Oswego Planning Commission and City Council to identify needs, analyze alternative solutions, resolve conflicts and make the policy decisions here outlined, are a part of this record. The following list includes supporting documents related directly to the development of the Social Resources policies.

- Lake Oswego Community Goals, December 1974.
- Comprehensive Plan Task Force Reports, particularly: Community Identity, Design and Aesthetics, Open Space and Natural Resources, Residential–Housing, Parks and Recreation.
- Citizen Involvement Program for Lake Oswego, December 1975.
- Citizen Involvement Program for Lake Oswego, Part II, August 1976.
- Population Study, Lake Oswego Planning Dept., February 1977.
- Lake Oswego Physical Resources Inventory, particularly the Distinctive Area, History, Existing Land Use chapters.
- General Policy Directions for Lake Oswego's Comprehensive Plan, March 28,1977.
- Neighborhood Association Recommendations, 1975–78.
- Public testimony at Planning Commission and City Council hearings, November 1977 through June 1978.

SOCIAL RESOURCES POLICIES

OBJECTIVE: THE DEVELOPMENT OF A COMMUNITY ENVIRONMENT DESIGNED TO ENCOURAGE CREATIVE COMMUNITY LIVING AND SENSE OF IDENTITY.

GENERAL POLICIES:

I. **The City will develop and protect features valuable to community identity and preserve the natural and aesthetic qualities which are the pride of residents.**

II. **The City will promote the preservation of significant historic sites and structures in order to preserve a sense of continuity with the past, encourage public knowledge, understanding and appreciation of the City's history and culture and foster community and neighborhood identity based on recognition and use of historic resources.** (PA 7–89; 3/13/90)

III. **The City will encourage participation of citizens in the development of the future community, so residents can feel that they are members of the community.** (PA 8–89; 8/21/91)

IV. **The City will facilitate the revitalization of existing business districts; where civic, social, cultural, amusement and business activities will form focal points of community activity.**

V. **The City will strengthen neighborhood identity, through public decisions which provide for neighborhood boundaries, social centers, residential privacy, pedestrian circulation and protection from disruptive land uses and traffic.**

VI. **The City will facilitate social interaction to foster an interesting community, through the provision of public facilities and programs, and by planning for a choice of housing types and housing costs which make possible a mix of ages, income levels and life styles within the community.**

VII. **The City will plan for industrial and commercial land to provide local job opportunities and private investment, and will serve these employment centers with a transportation system that will take residents conveniently to their jobs in the community and in the region.**

(Rev. 07–02–93; ba)

Specific Policies

For General Policy I: Develop and protect features valuable to community identity and preserve natural and aesthetic qualities.

The City will:

1. Preserve community identity through integration of Lake Oswego's plans with metropolitan plans, while maintaining responsible cooperation with other communities.

2. Preserve and enhance the natural environment including hills, wooded areas, lake, rivers, streamways, pasture land and rural homesteads. The Natural Resources Element contains specific policies to accomplish such preservation.

3. Plan for clearly defined entrances to the community including native trees, landscaping open space, appropriate identification, and a sense of separation from adjacent communities.

4. Encourage preservation of views of the lake, rivers, and distant mountains through development review procedures, through the location of public facilities and open space, and through safe turnout spots along scenic street rights–of–way.

5. Incorporate landscaped medians and street trees in street and parking lot design where feasible, to develop scenic parkways along major streets.

6. Encourage design of public and private facilities and structures which enhance community beauty, including:

    a. Aesthetic signs which do not intrude on space of adjacent activities
    b. Design criteria which encourage a "village atmosphere" in business districts and buildings to scale with neighborhood and adjacent uses
    c. Underground placement of utilities, and proper siting of transformers, meters, sign posts, etc.
    d. Minimum scale streets, which allow for protection of adjacent trees and woodlands

7. Community review of major public facilities in all residential zones and in the Neighborhood Commercial Zone is required. 12/28/82

For General Policy II: Promote the preservation of historic sites. (PA 7–89; 3/13/90)

The City will:

1. Update the historic resources inventory on a regular basis using State and Federal criteria as guidelines for determining significant resources (OAR 660–16–000).

2. Compile and continue to expand and refine a record of the community's social and historic heritage. The Lake Oswego Public Library has prepared in Their Own Words: Reminiscences of Early Oswego Oregon, and maintains a file of records and photographs describing the community's history.

3. Promote the preservation of (OAR 660–16–000) inventoried historic resources by:

    a. Review of the local 1B historic resources and determination of their status as 1A or 1C resources.

    b. Adoption of preservation standards which result in the protection of a significant historic resources.

(Rev. 06–21–93; ba)

c. Appointment of a review body to implement the historic resource policies through:

i. Historic landmark and district designations, review of major alterations, demolitions or relocations of historic structures, or other actions which may diminish the significance of a historic resource.

ii. Examining opportunities for local coordination of preservation groups, educational workshops or other preservation efforts, and

iii. Recommending the City's leadership role in maintaining in perpetuity, significant historic sites such as the Oregon Iron Ore Train Trail on Iron Mountain.

d. Recognizing the City's leadership role in maintaining in perpetuity, significant historic sites such as the Oregon Iron Ore Train Trail on Iron Mountain.

e. Amendment to the Park and Open Standard to include local designated landmarks or Federal or State registered sites and/or structures to be included in 8.035(4) lands selected for reservation as open space or parks."

For General Policy III: Encourage citizen participation in developing the future community. (PA 8–89; 8/21/93)

The City will:

1. Involve a cross section of citizens in the decision making process, to assure a government–citizen partnership in the formation of priorities and public actions. The role of Government Element outlines the responsibilities of citizens and government. The Citizen Involvement Guidelines describe procedures which will assure such participation.

2. Involve citizens in the work of building the community. This work can include such actions as:

   a. Serving on official community boards and advisory committees.

   b. Building bike, pedestrian and equestrian trails. The Open Space Element describes routes, priorities and procedures to accomplish these projects.

   c. Raising funds to acquire community facilities. Both Parks and Open Space Elements call for such active citizen efforts to bring about community's plans.

   d. Coaching teams, teaching classes, organizing seminars and community dialogues, administering cultural activities, chairing committees, and promoting community objectives before regional agencies.

3. Implement the Citizen Involvement Guidelines and assure that procedures are made a part of City decision making and administrative procedures.

4. Encourage the formation of neighborhood associations which can present neighborhood views on policies and actions affecting their neighborhoods. General Policy "V" of this element, the Role of Government Element and the Citizen Participation Guidelines outline requirements and responsibilities for neighborhood associations.

5. Encourage involvement of the community's youth in community development projects and sports programs.

(Rev. 07–02–93; ba)

For General Policy IV: Facilitate revitalization of existing business districts.

The City will:

1. Develop, adopt and implement revitalization plans for both east and west end community business districts. These action plans should provide for:

    a. Incorporation of social, cultural, residential, commercial and civic activities within the business districts. The Commercial Element, including East and West End Specific Commercial District policies describes how this activity will be incorporated in each district.

    b. Development of safe and convenient parking, pedestrian/bike ways and public transit facilities, to encourage shoppers to leave their cars and circulate within the business districts. Both the Commercial and Transportation Elements describe the methods to achieve these goals.

    c. Places for people to meet, in neighborly atmosphere, such as meeting rooms, street furniture, pathways, sidewalk cafes, alleyway plazas, cultural exhibit space.

    d. Views or access to adjacent lake, river and parkland.

        i. In the west end this should include a trail connecting the business district with Lake Grove Swim and Waluga Park.

        ii. In the east end this should include pedestrian or view deck orientation to Lakewood Bay and the Willamette River, as well as trail access to Tryon Park and Roehr Park via a trail along Tryon Creek. The Open Space and Commercial Elements outline methods to develop these viewpoints.

For General Policy V: Strengthen neighborhood identity. (PA 8-89; 8/21/91)

The City will:

1. Provide for and encourage the formation of neighborhood organizations. These organizations, when duly recognized under criteria outlined in the Citizen Involvement Guidelines, may;

    a. recommend neighborhood boundaries

    b. make recommendations for policies and actions affecting their neighborhood

    c. engage in comprehensive planning for their geographic area and its relationship to community-wide planning

    Both the Citizen Involvement Guidelines and Role of Government Element outline procedures and responsibilities of Neighborhood Organizations.

2. Develop and maintain physical and visual boundaries to set neighborhoods apart from through traffic and commercial activity. The Transportation and Commercial Elements outline policies to assure these boundaries.

3. Plan for preservation and development of neighborhood features which focus identity and encourage social gatherings and interaction within the neighborhood. Such features include:

    a. neighborhood parks
    b. pathways and benches
    c. historic sites
    d. distinctive trees or views

    Open Space, Residential, Natural Resources and Parks Elements include detailed policies.

(Rev. 07-02-93; ba)

4. The City should establish housing code requirements and enforcement targeted to older residential areas, especially those where rental and/or speculatively held dwelling units have deteriorated. Cleanup and maintenance of the exterior of dwellings and landscaping should be actively sought.

   Establish standards for development approval to assure that new approvals are not disruptive of residentially developed neighborhood environment. These standards could include:

   a. density limits
   b. maximum floor area ratios or height and bulk limits
   c. setbacks or design criteria
   d. landscaping or sight and sound buffers
   e. vehicle–trip or parking space maximums
   f. connecting trails and shared access points

   The Residential Element outlines neighborhood policies. Additional standards for specific neighborhoods will be developed as a part of future planning.

6. Involve neighborhood organizations in the design of neighborhood residential streets, bikeways, parks and other public facilities. Transportation, Open Space and Parks Elements outline such involvement.

7. Promote the upkeep and/or rehabilitation of older homes within residential areas.

8. Consider the neighborhood identity, character, stability and unique qualities in the review of all quasi–judicial land use actions. 12/28/82

For General Policy VI: Facilitate social interaction to foster an interesting community.

The City will:

1. Encourage community–wide and neighborhood social events through permit procedures, location and use of public facilities, and through public information media. Such activities include:

   a. Art festivals and exhibits
   b. Community theatre productions
   c. Community band and other musical activities
   d. Dance recitals
   e. Parades
   f. Group picnics
   g. Boat races
   h. Bicycle and auto club meetings
   i. Heritage Council
   j. Athletic events
   k. Neighborhood fairs and meetings
   l. Block parties

2. Plan for development and administration of public facilities which promote a variety of alternative for social activity within the community, including:

   a. Adult Community Center
   b. Library
   c. Civic Center
   d. Exhibit space
   e. Meeting rooms for workshops and cultural events
   f. Community swimming pool
   g. Cooperative use of public school and city facilities
   h. Park and recreation programs
   i. Tennis courts
   j. Youth Center

   Public Facilities, Parks and Open Space Elements outline details for such public facilities.

3. Plan for the development of a range of housing types and housing costs. Standards and zoning will allow for an appropriate mix of unit sizes, configurations and site plans, in order that:

   a. Residents with a variety of skills, interests and perspectives can develop and maintain an interesting community.

   b. Retired residents can remain in the community when they no longer choose large homes.

   c. Young people can know older people: professionals can know non–professionals..

   d. Young people can begin their family living in the community.

   e. Structures can be sited to protect terrain, views distinctive features and energy resources.

   f. Some rental units can be developed in appropriate owner–occupied houses or on large lots in single family areas.

   The Residential Element outlines the policies to achieve these objectives.

4. Plan with the School District for efficient use of public facilities and for joint development of programs to meet the community's social and recreation goals.

For General Policy VII: Plan for local job and investment opportunities and a convenient transportation system.

The City will:

1. Plan for industrial, commercial and office land uses and activities which provide opportunities for employment and investment. The Industrial and Commercial Elements outline policies and land use patterns to achieve this objective.

2. Assure that adequate public facilities, including the major streets system and public transit, are available to serve these activities. Transportation, Commercial and Industrial Elements outline detailed policies for provision of these facilities.

ECONOMIC RESOURCE

POLICY ELEMENT

ECONOMIC RESOURCES POLICY ELEMENT

Background Information

Lake Oswego's local economy can only be examined as an integral part of the Portland metropolitan regions' economy. A majority of Lake Oswego's employed residents work in other parts of the region, which makes the City highly dependent on the regional economy.

The crucial local economic issue the Comprehensive Plan must address is, "How much of the community's income will be allocated to purchasing public facilities and services which the community will want or need?" This question is tied to the community's future growth and future need for public services and facilities. The capacity of Lake Oswego to pay for future needed or desired public facilities and services depends on the community's income and the number of households, businesses and industries able to pay for such facilities and services. Public facilities are valuable economic resources required to serve existing residents and they are necessary for continued urban growth.

Opportunities exist for Lake Oswego to directly enhance its economic base by encouraging more industrial and commercial development. Although the bulk of community income will continue coming from sources outside of the Lake Oswego Planning Area, expansion of local industrial, commercial and office development will help offset the negative fiscal impacts which residential development alone will bring.

As noted above, Lake Oswego's economy is one part of the Portland region's economy and employment and income for residents will depend primarily on regional economic trends.

Regional Economic Picture

The outlook for employment and population growth in the Portland region can be summed up as "moderate but steady" growth. Three different sources* of state, regional, and county projections have been reviewed and all indicate the same general conclusion. In the next 20 years, population in the overall tri-county metro area is projected to grow at an average annual rate of 1.5% to 2%. Multnomah County is projected to grow slower than the average annual regional rate while Clackamas and Washington Counties are projected to grow faster (2.5% to 3% annual rates). Total employment in the region is projected to increase at an average annual rate of 2% by the Bonneville Power Administration. BPA's projections are based on a comprehensive and detailed economic base analysis for the state and region.

Summary of Major Issues

Issues identified which were resolved through the comprehensive planning process included:

- How could Lake Oswego's land use policies be made consistent with community economic resource objectives?
- Can the City's expenditures be coordinated with the community development policies to maintain a healthy, viable local economy?
- Can local opportunities for employment be increased?
- Can the economic growth of the community be expanded to include revenue producing land uses, without losing the residential character which residents value?

*1) Population and Household Trends 1975–1990, Pacific N.W. Bell
2) Population and Employment Projections by County 1970–1995, Bonneville Power Administration
3) Population Projections for Oregon and its Counties 1975–2000, Center for Population Research and Census, Portland State University

Summary of Major Conclusions

The plan element and the strategies developed to aid in its implementation are the result of over four years of lengthy community discussion. Citizens, together with city staff, Planning Commission and City Council were involved in:

- collection of factual information on needs and economic opportunities
- refinement of problems and issues
- identification and resolution of opposing positions
- choice among alternative recommendations and policies

The following list summarizes major findings and conclusions related to economic resources:

- Future increases in residential property taxes can be slowed by significantly expanding the proportion of commercial, office and industrial assessed value in the Planning Area.

- Future overall public operating and capital costs can be lowered if the proportion of medium density housing is allowed to increase without substantial overall density increases. This is also a means of lowering private housing costs.

- Suitable sites exist in the Lake Oswego Planning Area for major office campus developments which can have high assessed value and acceptable community impacts.

- Suitable sites exist for a new industrial park in the Kruse Way corridor.

- The opportunity exists to increase employment within the community. This can reduce future levels of commuting, retain more income within the community, and provide work opportunities close to living areas.

- Costs of public facilities and services for future growth need to be fairly allocated to new development.

- Presently, City policies for allocating investments of public economic resources are uncoordinated with Lake Oswego's long range community development goals and objectives. No overall capital improvements program exists.

- Rate of growth and resulting increases in city size and levels of public services have increased the proportion of household income required to pay for local public services.

- Operating costs for city services appear to be increasing faster than revenues. This means simply maintaining existing service levels may effectively eliminate purchasing some desired capital facilities in the future. Costs of acquiring land and constructing capital facilities are increasing faster than the average inflation rate and faster than incomes are rising.

- Rising housing costs tend to prevent low and moderate income families from moving into the community.

- Planning expansions of public facility systems for the urban service area outside the City limits is difficult without firm jurisdiction.

Summary of Supporting Documents

Following is a list of the supporting documents related directly to the development of the Economic policies. For a complete bibliography of supporting documents, refer to Supporting Documentation: Lake Oswego Comprehensive Plan.

- Lake Oswego Cost Revenue Study, 1976.
- 1970 U.S. Census Reports
- Population and Household Trends 1975–1990, Pacific N.W. Bell
- Population and Employment Projections by County 1970–1995, Bonneville Power Administration
- Population Projections for Oregon and its Counties 1975–2000, Center for Population Research and Census, Portland State University
- Lake Oswego Population Study, 1976
- Economic Resource Background information, 1978 Lake Oswego Comprehensive Plan (published in 2nd volume)

ECONOMIC RESOURCE POLICIES

OBJECTIVE: TO CONSERVE EXISTING ECONOMIC RESOURCES, TO MAINTAIN AND IMPROVE THE HEALTH OF THE LOCAL ECONOMY AND TO CONTRIBUTE TO THE OVERALL WELL BEING OF THE REGIONAL AND STATE ECONOMIES.

GENERAL POLICIES:

I. The City will designate land and establish development policies to preserve and expand commercial and industrial development in a manner compatible with community character to assure a healthy and balanced economic base in Lake Oswego's future and to increase local employment opportunities.

II. The City will coordinate its public expenditures with its community development policies to assure provision of community services and facilities for existing and future development.

III. The City will implement methods to reduce all forms of public costs and to utilize public facilities and economic resources more efficiently.

IV. The City will foster protection of private economic resources such as investments in homes and businesses from adverse effects of growth.

Specific Policies

For General Policy I: Preserve and expand commercial and industrial development in a manner compatible with community character.

The City will:

1. Seek revitalization of the east end commercial area with economic incentives.

2. Provide for an increase in commercial and industrial land to increase local employment opportunities and to improve the balance of public revenues over costs.

3. Designate land for professional office campuses to increase local employment opportunities and expand the non–residential section of Lake Oswego's economy.

4. Encourage development of light industrial parks to expand the community's economic base and provide local investment and employment opportunities.

5. Stimulate private commercial and industrial development by placing high priority on public facilities serving industrial and commercial areas.

For General Policy II: Coordinate public expenditures with community development policies.

The City will:

1. Develop and follow a comprehensive 5–year capital improvements program and budgeting system based on a current inventory of community facility needs and land acquisitions recommended in the Comprehensive Plan. (See Public Facilities Element).

2. Establish long rage operating cost priorities coordinated with development policies in the Comprehensive Plan and seek to develop long term, stable revenue sources for top priority city services.

3. Deleted 12/28/82

For General Policy III: Implement methods to reduce public costs and to utilize public facilities and economic resources more efficiently.

The City will:

1. Develop methods for reducing costs of capital facilities by such means as reduced street and sidewalk standards.

2. Evaluate existing City programs and activities to determine if some functions could more efficiently be conducted by the private sector.

3. Continue regular coordination with the Lake Oswego School District to maximize the joint use of facilities.

For General Policy IV: Foster protection of private economic resources, such as investment in homes and businesses, from adverse effects of growth.

The City will:

1. Establish policies and standards to protect residentially developed neighborhoods from heavy traffic and incompatible land uses. (See Policies and Strategies, RESIDENTIAL LAND USE.)

2. Assure that new medium and high density residential developments are planned and located in a manner compatible with residentially developed neighborhoods. (See Policies and Strategies, RESIDENTIAL LAND USE.)

3. Establish policies to preserve and revitalize existing commercial areas. (See Policies and Strategies, COMMERCIAL LAND USE.)

RESIDENTIAL LAND USE

POLICY ELEMENT

RESIDENTIAL LAND USE POLICY ELEMENT

BACKGROUND INFORMATION

Lake Oswego's ten neighborhood associations were formed by residents who were interested in maintaining the livability of their particular area of the City. Since most of the City has been and will continue to be residential in use, many issues will affect homeowners and renters directly, such as traffic, compatibility of other land uses, and location of public facilities. Much of the comprehensive plan consists of policies intended to maintain a high quality residential community. Residents were very active in formulating the plan, largely to protect residential livability.

At the same time, shifts in lifestyles and rapidly escalating housing costs create the need for new solutions to providing a living space at a reasonable cost, and meeting the City's objective of maintaining a variety of age and income groups.

Summary of Planning Process

Residential area and housing issues were studied primarily by the citizen task force of the same name, and the neighborhood associations. The Community Identity, Design and Aesthetics Task Force made recommendations regarding residential neighborhoods, site design and other aspects of residential character. Residential density designations were based on consideration of physical site conditions, street and facilities capacities, availability or potential for transit service, density of existing development, parcel sizes, estimated market demand, projected needs, providing a mix of housing types and costs, relation to commercial areas, proximity to rural areas, and overall maximum population target. The maximum population target was based on the Urban Service Area, overall capacities of public facilities, projected housing needs and community preferences. Proposed land use designations were especially tested to determine how they would affect particular streets, the mix of dwelling unit types that would result, and the overall capacities of public facilities.

Substantial public testimony was received regarding residential area issues, emphasizing the importance of residential livability to the community.

Summary of Major Issues

— Growth has been perceived as removing the residential character and quality which make the City desirable: open space, trees, streams, views, narrow winding streets, low traffic, quiet, individuality of residences and neighborhoods, and historic places.

— Site planning often failed to consider and preserve natural features; development ordinances lacked flexibility to allow responsive site plans.

— Existing single–family areas opposed expansion of more intensive uses into their neighborhoods.

— Several residential areas had been affected by traffic problems.

— The appearance of new streets was controversial because of width, sidewalks, curbs and gutters, which differed from older streets.

— Demand for higher–density housing (apartments, condominiums, and townhouses) was continually rising faster than the local supply.

— The cost of all types of housing was rising faster than incomes. New housing costs exceeded the ability of moderate income households to purchase.

— Residents were concerned that overall density and population be reasonably related to public facilities capacities and costs.

— Controversy existed as to whether or not new residential growth "paid its way", or the full cost of public facilities and services which it demanded.

Summary of Major Conclusions

The element is based on several major conclusions:

— A population of approximately 50,000 people can be accommodated within the Urban Service Area, while maintaining the planned capacities of public facilities and environmental quality.

— Good site planning is a practical means of protecting natural features, harmonizing with adjacent land uses and providing for public facilities (e.g. streets, open spaces, utilities), regardless of density.

— New residential development should pay an equitable share of the costs of public facilities for which it creates the need.

— Traffic should be routed out of existing neighborhoods, and new developments designed to minimize traffic impacts. However, a Lake Oswego Loop Arterial system is infeasible on the south side of the Lake.

— Densities should be increased from those allowed in the 1963 General Plan, to provide for more multifamily housing and reduce costs. High density should be located where public services can be designed and built to serve it with adequate capacities, especially streets.

— Residential streets should be designed to the minimum scale necessary to function in the specific location, and harmonize with existing streets.

— A mix of housing types and costs should be provided for, in order to maintain a variety of ages, income levels and lifestyles in the community.

— Providing low–to–moderate cost housing requires an active effort by the public sector. Increased density may help offset rising housing costs, but probably not to the degree necessary to meet needs of low to moderate income households.

— Stability of existing neighborhoods should be maintained.

— The City will remain principally a residential community, so that maintaining residential livability will remain a major objective.

Summary of Supporting Documents

— Report, Residential Areas and Housing Task Force, July 1976.
— Report, Growth, Facilities and Services Task Force.
— Report, Community Identity, Design and Aesthetics Task Force.
— Issues and Findings, Residential Areas and Housing Task Force, April, 1976.
— Reports of Neighborhood Associations: First Addition, Evergreen, Forest Highlands, Lake Grove, Waluga, Bonita; 1976–77
— General Policy Formulation Paper No. 6, Planning Department, January 1977.
— Preservation of the Character of Lake Oswego, Residential Areas and Housing Task Force, May, 1976.
— The Impact of a $1,000 Increase in the Price of a Single–Family Home in Oregon, State Housing Division, November, 1975.

— Mobile Homes and Mobile Home Parks, Their Place in the Community, City of Eugene, July 1974.
— The Costs of Sprawl, Real Estate Research Corporation, 1975.
— Housing Issues, Planning Department, March, 1976.

Findings of fact and alternative policies are contained in the second volume to this plan.

Factual information was provided by the above sources, and the following:

— Rental and Occupancy Rates in Lake Oswego, Residential Areas and Housing Task Force Survey, September, 1974.
— Single Living Units Available for Sale, Mid–March 1976, Residential Task Force Survey, March, 1976.
— Vacancy Ratios, December 1975, Residential Task Force Survey, March, 1976.
— Concentration of Low–Income and Minority Persons, U.S. Census of Housing – Block Data, 1970.
— Slide Program Illustrating Site Planning Alternatives, Planning Department, April 1976.
— Cost of Single Family Houses in Oregon, 1975, Eugene Planning Department, November, 1975.
— Building Permit Summaries, Oregon Housing Division, 1975.
— Impacts of Density, Planning Department, April, 1976.
— Construction Costs, Real Estate Trends, Spring, 1976
— Income Distribution by Deciles 1969 and Estimated 1978 for Lake Oswego, Real Estate Data Services, 1978
— Land Use Spatial Distribution — Five Alternatives, Burton Goodrich, December, 1976
— Land Use and Vacant Lands Inventory, Physical Resources Inventory, March, 1976
— Preliminary Report on Housing Costs and Density, Residential Areas and Housing Task Force, May, 1976.
— Demographics of Multi–Family Housing (Lake Oswego), Growth, Services and Facilities Task Force, April, 1976.
— Deteriorated Housing–Field Survey Maps, Planning Department, Spring, 1975
— Record, Planning Commission and City Council Study Sessions and Public Hearings, 1977–78.
— General Policy Directions for the Comprehensive Plan, Planning Commission, March, 1977.
— Report, Residential Areas and Housing Task Force, July, 1976.
— General Policy Formulation Paper No. 6, Planning Department, January, 1977
— Record of Residential Areas and Housing Task Force Meetings.
— Record of Planning Commission Study Sessions, 1977

OBJECTIVE: TO MAINTAIN THE LIVABILITY OF EXISTING RESIDENTIAL NEIGHBORHOODS.

RESIDENTIAL DENSITY POLICIES

The Comprehensive Plan designates undeveloped areas for various potential residential densities. However, the actual specific density which is permitted when a parcel of land is rezoned or a specific site design is proposed will depend on specific site conditions.

It is recognized that as density increases the importance of site and building design to achieve a livable environment also increases.

OBJECTIVE: TO ASSURE DENSITY IS IN ACCORDANCE WITH SITE CONDITIONS, AND CAPACITY OF CITY SERVICES OR FACILITIES.

GENERAL POLICIES

I. The City will assure that residential density is appropriately related to site conditions, surrounding land uses, and capacity of public facilities, (especially streets), and overall Growth Management policies on density.

Density will be limited in areas identified as potentially hazardous in accordance with the actual degree of hazard.

II. **The City will require major residential development (defined as 20 or more units or 4 or more acres) of densities R–0, R–3, and R–5 to be located where public facility design and construction can be coordinated with new development.**

III. **Substantially developed single family residential neighborhoods will be maintained at existing density designations. (Refer to Land Use Map.)**

IV. **The City will provide for medium to high density designations to meet needs for such housing, in accordance with Growth Management policies.**

V. **The City may utilize density bonuses as an incentive for superior site design or provision of amenities.**

Specific Policies

For General Policy I: Relate density to site conditions and facilities.

The City will:

1. Assure permitted density of residential developments is suitably related to:

   a. Physical site conditions, including:

      i. slope, in general, the steeper the slope, the lower the density which will be permitted.

      ii. such hazards as flood–prone areas, erodible soils, landslide hazards or high ground water. Densities should be lower in areas of potential hazard, and building should be prohibited in areas of confirmed hazards.

      iii. preservation of natural features, especially streams, tree groves or individually fine tree specimens, or distinctive areas as identified in the Open Space element.

      iv. minimizing disturbance of ground cover and soils.

   b. The capacity of adjacent streets. Developments of density level R–0, R–3, R–5 should have primary access to a collector or arterial street. In no case should a medium to high density development generate vehicle trips which exceed the capacity of adjacent streets or intersections.

   c. The capacity of public facilities and services, especially water, sewer, streets and drainage systems. The developer will be responsible for the costs of public facilities and services reasonably attributable to and required by the development.

   d. The site's potential to handle adequately the proposed density, including:

      i. its size and shape
      ii. ability to provide public safety services
      iii. internal circulation and parking
      iv. screening and privacy
      v. drainage.

   e. Proximity to public transportation. Medium to high density development should preferably be located within walking distance (1/4 mile) of bus lines.

2. Utilize performance standards, where practical, to establish densities in accordance with specific policy above.

3. Prepare and adopt a Land Use Map with residential densities designated on the Land Use Map. Map designations will represent the maximum permissible density of any site. The actual density permitted will be determined by site conditions and a site plan which demonstrates how density is compatible with the site, surrounding uses and other plan policies. Actual permitted density may be lower than the indicated maximum on the Comprehensive Plan Land Use Map. Generally, the higher the density proposed for a development, the greater the responsibility to demonstrate the site's and design's adequacy to provide for the proposed density.

4. The City will assure that the final density of any site can be established at such time as project review can reliably determine that the density is in fact suitably related to site conditions, surrounding land uses and public facility capacity, including Development Review. Plan policies allowing density reduction, including the Growth Management policies, are implemented through the zoning and development codes and the development standards. Residential Density policies will allow maximum plan densities when it is established that the Plan density can be achieved within the clear and objective standards found in the implementing codes and standards. 11/18/84

For General Policy II: Locate major R–0, R–3, R–5 designation developments in areas where public facilities can be coordinated with new development. ('Major' is defined as 20 or more units or 4 or more acres.)

The City will locate developments of R–0, R–3, R–5 designations so as to avoid substantially developed single family areas. Exceptions are development in Design Districts. Developments utilizing clustered building design (which is optional but subject to Design Review) while maintaining an overall average low density (1 dwelling unit/acre) on the site will not be subject to this policy. (See Residential Site Design policies for specific policies governing clustered building design).

For General Policy III: Maintain substantially developed single family neighborhoods at existing density designations.

The City will:

1. Permit PUD or clustered development in residentially developed neighborhoods where the average density of the development does not exceed the designated residential density.

2. Exempt the Old Town Design District from this general policy.

For General Policy IV: Provide for medium to high density housing.

The City will provide for medium to high density residential use in areas suitable for such housing and in accordance with Growth Management policies. Preference will be given to developments of units intended for ownership, to reduce turnover in the community and support stable neighborhoods.

For General Policy V: Density bonuses as incentives.

The City may provide for density bonuses for developments which provide amenities in addition to those required by ordinances. Standards for bonuses will be established in specific development ordinances.

Density bonuses shall not be provided to developments in residentially developed neighborhoods where the effect would be to allow density higher than the underlying zone except under specific standards and criteria for granting bonuses which are adopted by the City Council and implement specific Plan policies and community goals. 12/28/82

RESIDENTIAL DENSITY LOCATIONS

This section of the Comprehensive Plan's Residential Land Use Element explains how density designations were derived for all residential land inside the Lake Oswego Urban Service Area. The residential density designations represent maximums allowed for zoning and new development approvals. Actual developable density on a specific parcel will be determined by actual site conditions when zone changes and development review applications are evaluated by City staff, Planning Commission and the Development Review Board.

Lands Covered by Residential Density Designations

The Comprehensive Plan Land Use Map designates a residential density classification for all residential lands in Lake Oswego and its surrounding Urban Service Area. Areas proposed for public acquisition by the Parks and Open Space Elements are shown with residential density designation on the Plan Land Use Map. This is necessary since the lands are presently privately owned. When and if public acquisitions do occur, the Comprehensive Plan Land Use Map would be amended to show the appropriate public use designation.

Definitions of Residential Density Classifications

Six different residential density classifications are shown on the Comprehensive Plan Land Use Map.

The six density classifications are defined in the following table.

Definition of "Net Buildable Acre"

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. 12/28/82

Definition of "Buildable Land"

Buildable Land means residentially designated vacant and redevelopable land within the Urban Growth Boundary that is not severely constrained by natural hazards, or subject to natural resource protection measures. Publicly–owned land is not considered available for residential use. Land with slopes of 25 percent or greater and land within the 100–year floodway is considered unbuildable for purposes of density calculations. 12/28/82

Residential Density Ranges

Density Classification	Range of Units Per Net Buildable Acre	Range of Permissible Net Area Per Unit
R–0		1.2 FAR Maximum 12/28/82
R–3	DELETED 12/28/82	3375 – 4975 s.f.
R–5		5000 – 7475 s.f.
R–7.5		7500 – 9975 s.f.
R–10		10,000 – 14,975 s.f.
R–15		15,000 s.f. or greater

The D1 density	Deleted 12/28/82
The permissible	Deleted 12/28/82
New density Class	Deleted 12/28/82

How the Residential Density Designations Were Established

The Density Designations were established on the basis of policies in the Growth Management and Residential Density policies of the Comprehensive Plan. These criteria are generally summarized below:

1. Types of surrounding land use and relative compatibility with medium and high density.

2. Parcel size, shape, and existing land use on parcel. Example: large parcels were considered more amenable to good site planning for higher densities than small parcels.

3. Existing development approvals. Example: residential densities in approved planned unit developments were not changed.

4. General physical/natural resource characteristics of a parcel. Example: steep slopes were considered unsuitable for higher densities because of need for extensive cut, fill and retaining walls.

   These include:

   — relative degree of potential geologic hazard (including slope)
   — relative degree of potential hydrologic hazard
   — presence of distinctive natural areas identified in LOPRI
   — presence of significant trees or vegetation
   — presence of intermittent or perennial streams

5. Availability of adequate public services including:

   — location on or close to an adequate collector or arterial for medium and high density areas
   — proximity to existing or planned public transit
   — ability to manage storm water runoff
   — water and sewer available or planned

Locations for R–0, R–3, R–5 density were found by first identifying areas where such development would not encroach on developed low density neighborhoods and where adequate streets (collector or arterial) and utilities would exist to serve the higher densities. Potential sites were then evaluated as to their physical and natural resource characteristics.

Effect of Recommended Density allocations. Deleted 12/28/82

RESIDENTIAL SITE DESIGN POLICIES

A major objective of the Comprehensive Plan is to assure high quality residential site and building design which will produce livable residential neighborhoods. It is recognized that many factors tend to affect site design, including attitudes of builders, lenders and buyers, which are beyond the City's influence. The basic purpose of these policies is to require a minimum quality of site planning and to encourage and reward higher quality efforts with suitable incentives.

OBJECTIVES: TO ENCOURAGE INNOVATIVE SITE DESIGN WHICH INCREASES PHYSICAL AMENITIES, PROTECTS OPEN SPACE AND LOWERS DEVELOPMENT COSTS.

TO CONSERVE ENERGY USED IN RESIDENTIAL CONSTRUCTION AND OCCUPANCY.

TO ASSURE EFFECTIVE PROTECTION OF RESIDENTIAL AREAS FROM IMPACTS OF MAJOR STREETS OR OTHER LAND USES.

TO PROVIDE FOR ALTERNATIVE TRANSPORTATION AVAILABILITY IN RESIDENTIAL AREAS.

TO IMPROVE TRAFFIC SAFETY AND APPEARANCE ON STREETS IN RESIDENTIAL AREAS.

GENERAL POLICIES

I. **The City will require new residential developments of four or more units to meet minimum criteria for overall site design which include:**

a. preservation of open space
b. preservation of natural features compatible with structures and site
c. efficient, energy–conserving street and circulation system
d. safe, convenient pedestrian and bicycle circulation
e. drainage management compatible with natural hydrologic systems
f. privacy and quiet
g. energy conservation
h. protection of buffering from adjacent uses and streets
i. building placement.

Additionally, the City will require all new R–0, R–3, R–5 residential developments of four or more units meet minimum criteria for:

j. variety of building types and designs and
k. building appearance and aesthetic amenities.

II. **Establish a well–defined method of evaluating site and building design which specifies standards, criteria and review process.**

III. **Permit incentives to developers to encourage high quality design and amenities exceeding minimum standards and criteria.**

IV. **Provide for residential streets which enhance residential livability.**

V. **Provide for innovation in residential building types and site planning.**

Specific Policies

For General Policy I: Criteria for site and building design.

The City will:

1. Assure that proposals for residential development of four or more units are evaluated comprehensively, to assure that the site design and building placement considers and provides for all significant site conditions and factors related to surrounding properties, land uses and public facilities. Review is not required for the design or appearance of single family dwellings, only of the site plan and relationship of structures to terrain or natural features.

2. Strongly encourage clustered development and planned unit development, especially on sites with steep slopes and special natural features. All major residential developments will be designed as planned unit developments. The City will provide appropriate incentives to assist such development.

3. Establish site design criteria for residential development of four or more units.

4. Require all applications for residential development of four or more units to provide a site analysis which identifies:

   a. streams, ponds, springs, marshy areas, specimen trees, tree groves, rock outcroppings and special features such as views
   b. slopes
   c. soils characteristics
   d. potentially severe hazardous areas as indicated in the Physical Resources Inventory, especially floodplain, high ground water, erodible soils and landslides
   e. routes or channels of surface water runoff, including adjacent areas
   f. street access to site, and connections to adjacent streets and pedestrian, bicycle or equestrian ways.
   g. access to utilities
   h. noise sources in vicinity
   i. sun and wind exposure
   j. existing buildings or historic features
   k. The City will make available to the developer such data as may be on file pertaining to the above criteria.

5. Require preliminary consideration of a sketch plan for all residential development of four or more units which addresses the following factors, clearly showing their relationship to site conditions described in Policy 4 above:

   a. organization of land uses and buildings on terrain
   b. layout of streets, parking, pedestrian, bicycle and equestrian paths and utility easements, including relationship to adjacent areas
   c. street and parking gradients
   d. areas of likely grading, clearing, cuts and fills
   e. approximate calculation of impermeable surfaces and increases in storm water runoff
   f. proposed methods of handling runoff drainage
   g. relationship of buildings and structures to potentially hazardous areas and to open space to be maintained
   h. net buildable area/density
   i. general design of visual and/or noise buffers
   j. areas to be planted or landscaped in other than existing vegetation
   k. views, sun and wind orientation
   l. soil protection measures

6. Require that final site plans for all residential developments of four or more units should, in addition to the above, provide for a building envelope which takes into account:

   a. energy conservation measures in site layout and building placement
   b. separation of vehicle circulation from pedestrian and bicycle circulation
   c. privacy considerations
   d. service by garbage collection, deliveries
   e. emergency access by police and fire vehicles
   f. landscaping such as street tree plantings
   g. screening and appearance of parking areas

   In addition, R–0 density rental developments should also provide for:

h. crime prevention measures
i. energy conservation measures in building design
j. safe, aesthetic lighting

For General Policy II: Well–defined review criteria and process.

The City will:

1. Prepare a checklist of design criteria and policies to guide the site and building designer, so that the City's expectations and the review process are clearly explained.

   Design criteria should state the factors which will be reviewed and, where practical, state specific expectations (for example, parking layout should conform to International Association of Traffic Engineers Standards).

2. Include in subdivision review of four or more units the site–related design of single family residential developments.

For General Policy III: Incentives for high quality design.

1. The City should encourage and reward excellence in site design and provision of amenities or facilities in addition to those required by normal design practice or City policy. Incentives may include:

   a. increases in density compatible with other comprehensive plan policies
   b. trade–offs between parking and landscaping
   c. waiver of fees or charges
   d. reduction in review time, as feasible

2. The City will establish criteria defining allowable incentives which clearly state the incentive offered and the conditions under which it may be granted. Flexibility or latitude of judgment is to be encouraged, within these guidelines.

For General Policy IV: Streets enhance livability.

1. The City will provide incentives for property owners of land along Boones Ferry and Kruse Way, which is not designated for commercial use, to cluster residential structures away from the arterial and provide trees and other vegetation or structures which will make the site compatible with residential living. Such incentives could include:

   a. increase over existing allowed density to compensate for the expense involved in landscaping, combining sites or providing access to frontage road
   b. appropriate variances
   c. waiver of setback provisions if compatible with adjacent land uses
   d. provision of mass transit shelter
   e. amendment of existing codes and procedures to administer these purposes.

2. **For new development,** the City will:

   a. require residential streets in new developments to be designed to provide for pedestrian and bicyclist safety, landscaping, especially street trees, and for controlling the speed of automobile traffic.

Priority will be given in street design to amenities which improve residential livability over vehicle speed and convenience, and to reduce disruption of residential areas caused by traffic.

b. Require measures to reduce noise impact on new residential uses along collector and arterial streets.

3. **For all residential areas,** the City will:

a. encourage street trees and street landscaping
b. undertake traffic management with the objective of slowing vehicular traffic on local residential streets, and, where feasible, reducing traffic volumes on local streets
c. encourage pedestrian and bicycle circulation in residential areas.

For General Policy V: Encourage innovative building and site design.

1. The City will encourage and assist the design and development of innovative residential dwellings, related facilities and site planning in new developments.

Examples of such flexibility include:

a. zero lot–line platting
b. flexible setback and yard sizes
c. clustering
d. mixing housing types
e. multiplexes (clustered or attached units at the same density allowed by zoning)
f. patio or atrium houses
g. small single family homes on small areas
h. mixed residential and office/commercial uses
i. energy–conserving building shape, orientation, landscaping, wall or other measures which reduce mechanical heating and cooling needs.
j. drainage management or retention.
k. special measures to preserve trees or natural features.
l. street design to slow traffic and protect pedestrians/cyclists.

Such designs will be reviewed on a case–by–case basis on their merits. The City will make every reasonable effort to assist and support innovative design. Developments utilizing clustered building design (which is optional but subject to Development Review) while maintaining an overall density of R–7.5, R–10, or R–15 on the site will be allowed in residentially developed neighborhoods as long as density does not exceed surrounding zoning.

HOUSING CHOICE POLICIES

The Lake Oswego Community Goal on Residential Areas is "to provide the residents of Lake Oswego a choice of adequate housing that is consistent with their social and economic requirements". The state–wide goal on housing is "to provide for the housing needs of citizens of the state . . . plans shall encourage the availability of adequate numbers of housing units at price ranges and rent levels which are commensurate with the financial capabilities of Oregon households". In other words, Lake Oswego should have a variety of housing types, ranging from detached homes through townhouses, multiplexes, and apartments to serve the different needs of residents, and should have a range of prices and rents which allow people of varying financial means to live here. A heterogeneous community is inherently a healthier environment for family living.

OBJECTIVE: TO PROVIDE A FULL RANGE OF HOUSING CHOICES, CONVENIENTLY LOCATED IN SUITABLE LIVING ENVIRONMENTS FOR ALL INCOMES, AGES AND FAMILY TYPES

GENERAL POLICIES:

I. **The City will encourage the provision of a range of housing types to meet the needs of various lifestyles and family types.**

II. **The City will encourage the provision of low to moderate cost housing to meet Lake Oswego's fair share of local and regional needs.**

Specific Policies

For General Policy I: A variety of housing types.

The City will:

1. Designate locations in the Urban Service Area where housing of the following types and densities may be located; according to the criteria in the "Overall Density" and "Residential Density" policies:

Residential Density Ranges

Density Classification	Range of Units Per Net Buildable Acre	Range of Minimum Net Area Per Unit
R–0	NBA Deleted 12/28/82	1.2 FAR maximum
R–3		3375 – 4975 s.f.
R–5		5000 – 7475 s.f.
R–7.5		7500 – 9975 s.f.
R–10		10,000 – 14,975 s.f.
R–15		15,000 s.f. or greater

D1 Density Classification Deleted 12/28/82

The City will assure that residential density is appropriately related to site conditions, surrounding land uses, capacity of public facilities (especially streets) and overall Growth Management policies on density. Plan policies allowing density reduction, including the Growth Management policies, are implemented through the zoning and development codes and the development standards. Residential Density policies will allow maximum plan densities when it is established that the plan density can be achieved within the clear and objective standards found in the implementing codes and standards. 11/16/84

Site by site density will be reviewed in accordance with Standards in the Zoning Code and Development Ordinance, which allow for density bonuses, density transfer and density reduction. The Range of Permissible Minimum Net Area Per Unit column above shall guide City decisions in cases where City Ordinances or Standards demonstrate the need to reduce or minimize the density or intensity of use on a site. Density will be limited in areas identified as potentially hazardous in accordance with the actual degree of hazard. 12/28/82

In any area designated for one of the above residential density ranges, the actual density which will be permitted at a zone change or development review will depend on how successfully the proposed development is shown to be:

a. compatible with physical features of the site
b. compatible with adjacent land uses, and
c. the adequacy of street, water, sewer and drainage facilities.

The City may condition any residential zone change, or development review to specify a density within the range designated in the Comprehensive Plan.

Density bonuses may be allowed — refer to Residential Density policy.

2. Clustering of dwelling units to be encouraged, including any development of lots in residentially developed neighborhoods. Clustering is not intended to provide a means of exceeding the allowed zoning density, or to avoid normal requirements such as for parking, streets, drainage or utilities. Its purpose is to provide flexible site design. All clustered developments will have site plan review.

3. "The City will permit high–density residential Special Use Housing in any residential zone and in designated commercial zones where such use: 4/3/84

   a. is limited to occupancy by elderly or physically, socially, or mentally handicapped persons.

   b. is designed and screened to harmonize with adjacent residential land use.

   c. is principally residential in purpose. Medical or rehabilitation care is permitted as long as it is for the occupants of the residential units only.

Special use housing should be encouraged to locate in or adjacent to commercial areas providing needed goods and services to residents." 12/28/82

4. Encourage residential use within commercial areas to promote a mix of residential, office, and retail uses.

For General Policy II: Provide low to moderate cost housing.

The City will:

1. Improve the housing and income information base.

   a. Improve the accuracy of information describing housing demand and housing need in Lake Oswego, by:

      — requesting assistance from the Clackamas County Community Development Block Grant for funding of detailed housing information study; and

      — encouraging data collection on family incomes and housing to provide specific information and more accurately determine local low–to–moderate income or special needs.

   b. On the basis of more detailed information, establish short–and–long range objectives specifying types and numbers of dwelling units to meet identified needs.

   c. Continue to research methods of providing for low to moderate cost housing and special needs, such as elderly, and amend plans and regulations as feasible to encourage new, practical methods.

   d. Cooperate with Metro in development of accurate, up–to–date housing information.

2. Provide density designations which allow reduced housing costs.

   Allow mobile home parks in R–0, R–3, and R–5 areas, subject to appropriate standards, including a minimum park area and hearing body review to ensure compatibility with other land uses.

3. Act directly to reduce housing costs

   a. The City will allow a secondary living unit within existing homes or as an accessory building in any residential zone, provided that: 4/3/84

      — One unit is owner–occupied.
      — Adequate off–street parking is provided.
      — The size of the unit be limited so that it is clearly a secondary unit.

   b. The City may waive development–related fees and charges for new non–profit or State or federally assisted low–to–moderate cost housing in order to reduce rents.

   c. Assist developers with locating and reviewing suitable sites for Special Use designation.

   d. Prohibit housing discrimination based on race, sex, age, religion, creed, or marital status.

   e. Periodically review City policies, ordinances, and procedures to determine where housing costs could be reduced by a change in policy without sacrificing public health, safety, or welfare.

4. Cooperate in provision of assisted housing to meet local and a fair share of regional needs.

   a. Continue to maintain a cooperation agreement with Clackamas County authorizing provision of federal rent supplement assistance within the City.

   b. Actively support provision of low–to–moderate cost housing for families or elderly.

      The City will establish an agreement with Clackamas County to allow the development of federally assisted low–to–moderate cost housing.

      The agreement should provide for at least the following:

      i. the maximum number of assisted units which may be built in the City,

      ii. how the City and County could mutually assist each other to develop low and moderate cost dwellings.

      The City will actively assist the Housing Authority in locating sites suitable for Special Use designation, and all applications, especially the zone change procedures for Special Use. Special Use areas for such housing should be within R–0, R–3, R–5 residential areas designated by the plan.

   c. Encourage Clackamas County to utilize federally–funded Community Development Block Grants for provision of elderly housing assistance and housing rehabilitation for which individual Lake Oswego residents would be eligible.

   d. Actively participate with Metropolitan Service District in formulating and carrying out a metropolitan area housing plan.

   e. Communicate information among residents which will make the needs for special use or assisted housing better understood and accepted within the community. Cooperate with neighborhoods in which special use or assisted housing may be located to achieve understanding and support of such use.

   f. Support State legislation and County policies which would meet identified Lake Oswego housing needs.

RESIDENTIAL NEIGHBORHOOD POLICIES

In recognition of the need for land use policies which respond to unique conditions in individual neighborhoods, the City will adopt Neighborhood Policies as part of the overall Comprehensive Plan. Two neighborhoods are covered by neighborhood policies as of the time of initial publication of the Comprehensive Plan. The neighborhoods covered by neighborhood policies include: the Forest Highlands Neighborhood; the Old Town Design District; and, Lakewood Bay Bluff Area. (PA 06-86-01-382, 10/17/86)

OBJECTIVE: TO PRESERVE THE INDIVIDUAL CHARACTER AND IDENTITY OF RESIDENTIAL NEIGHBORHOODS.

I. Forest Highlands Neighborhood

GENERAL POLICIES

The City will:

I. Actively preserve natural resources, particularly wooded areas, streams and stream banks, views and wildlife habitat.

SPECIFIC POLICIES

For General Policy I: Actively preserve natural resources.

The City will, in cooperation with Clackamas County:

1. Designate the two western branches of Tryon Creek which cross the area from west to east as Protection Open Space. The stream banks and vegetation will be conserved. Where stream corridors must be used for utility lines, construction will assure minimal site disturbance during and after construction activity, and prompt replacement of disturbed vegetation.
2. Require bridges rather than culverts where streets cross streams.
3. Require drainage management designed to prevent rapid runoff and downstream erosion.
4. Support designation of greenways, that is, open space corridors, as recommended by the Forest Highlands Neighborhood Association. (PA 7-85-420 2/4/87)

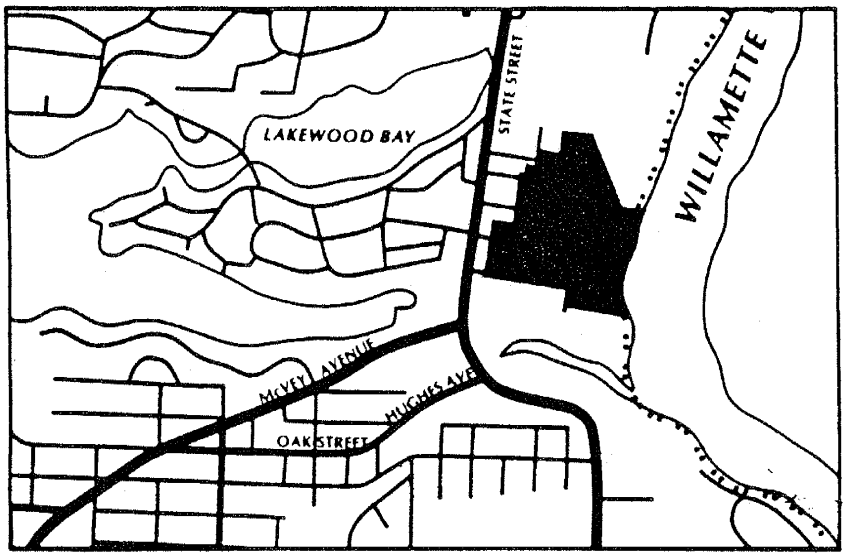
Revised 4/87

II. Old Town Design District

OBJECTIVES: ASSURE THAT SINGLE FAMILY HOMES ARE PROTECTED DURING THE AREA'S TRANSITION TO HIGHER DENSITY RESIDENTIAL USE: FACILITATE GOOD ARCHITECTURAL DESIGN AND SITE PLANNING WHICH MAINTAINS RESIDENTIAL CHOICES OF UNIT SIZE, COST AND OTHER AMENITIES AND SUPPORTS THE ECONOMIC FEASIBILITY OF NEW CONSTRUCTION AND DEVELOPMENT;

ASSURE PROTECTION AND COMPATIBILITY OF ALL LAND USES, INCLUDING COMMERCIAL, RESIDENTIAL, PARK, OPEN SPACE AND HISTORIC SITES: AND

ASSURE THAT ADEQUATE METHODS IN ADDITION TO PRESENT CITY ORDINANCES ARE AVAILABLE TO CARRY OUT THE DESIGN POLICIES FOR OLD TOWN'S PARTICULAR NEEDS.



Old Town Design District

GENERAL POLICIES

I. **The City will designate the Old Town neighborhood as a "Design District" on the Comprehensive Plan and guide its development in accord with the following specific policies.**

Specific Policies

For General Policy I: Designate Old Town as a Design District and guide its development in accord with the following:

An Old Town Design District is hereby formed, in which the specific plan and design policies be carried out for the Old Town Study Area in the following manner:

1. Boundary

   The boundaries of the District shall be as shown on the official Lake Oswego Comprehensive Plan map. (PA 5-84-151)

Revised 10/86

2. Residential Land Use

Generally, and in accordance with the policies of this plan, Old Town should become higher density residential in land use.

a. Single Family Housing

To the maximum extent feasible, single family housing shall be preserved and steps taken to preserve its amenities and value. Where higher density land use is developed, special attention should be given to insuring that it will not adversely affect neighboring single family development.

Single family homes and new development shall be protected from the deteriorating effects of adjacent land uses, including in particular the commercial areas, the industrial area, and any open space areas which may be established. Particular attention should be given to the effects of traffic, parking, noise, glare, air pollution, and appearance of structures.

New single family construction shall be permitted on the existing platted 5,000 square foot lots.

b. Multi-Family Residential

Multi-family use shall be permitted when it can be clearly demonstrated that other Old Town policies are being met by the proposal.

Duplexes shall be permitted on the existing platted 5,000 square foot lots. Innovative design should be encouraged to create duplexes which are compatible and harmonious with adjacent land uses.

c. Residential Design Policy

New residential construction of all types shall be encouraged.

As noted under the Design District policies, all new construction and major remodeling shall be subject to Development Review. The Development Review Board is encouraged to provide for innovative design.

Care should be taken to maintain certain existing physical attributes of the neighborhood which contribute to its special character, including but not limited to unusual or special trees, landscaping, buildings and views.

3. Commercial Land Uses

The boundary between R-0 and EC designated land shall be that shown on the official Lake Oswego Comprehensive Plan map.

That boundary may be adjusted to the minimum degree necessary to encourage East End Business District revitalization as defined by the following criteria:

a. Any adjustments to the EC boundary will be approved only as part of a particular development proposal. If after approval of the adjustment by the Planning Commission the development proposal:

i. has been denied by the Development Review Board; or

ii. has not been submitted to the Development Review Board for approval within six (6) months of final map amendment; or

iii. is not completed in accordance with the construction schedule approved by the Development Review Board; then,

the boundary adjustment will be revoked by action of the Planning Commission.

b. All requests must include property zoned EC as of June, 1984 which abuts State Street for a continuous distance of at least 50'. The widest lot dimension must abut State Street for a continuous distance of at least 50'. The widest lot dimension must abut State Street, and the project itself must front, be oriented towards, and have primary access from State Street.

c. The adjustment must be the minimum necessary to allow a particular development to meet City codes and the goals of East End revitalization. There shall be no further eastern boundary adjustments after the property has received one adjustment. In no case may a project come within 100' of Durham Street.

d. The development must be a major development consisting of a multiple tenant or mixed use complex, or a single tenant similar to a junior department store of 20,000 square feet or greater.

e. Any development which includes a boundary adjustment must provide a minimum of 15' of landscaped buffering from residentially (single and multi–dwelling zoned property). This buffer should be of a permanent year–round nature which clearly establishes a visual and physical barrier between the commercial and residential uses.

f. Traffic shall be routed away from residential properties. This may be accomplished by such methods as careful location of access points, traffic routing within the development, and relation of that routing to neighboring residential uses and streets, and installation of any required capital improvements such as left turn lanes. Traffic studies may be required to determine impacts.

g. Heights of commercial buildings in the area subject to the amendment from R–0 to EC shall meet R–0 requirements, but in no case shall be greater than forty (40) feet.

4. Streets

a. State Street

Provisions should be made to make entering and exiting Old Town onto State Street as safe as possible.

b. State Street Widening

In order to preserve the residential use of the Old Town area and to stabilize residential use by establishing a definite separation in the event of the State Street right–of–way being widened through land acquisition along the east side, commercial use shall not be permitted to expand further into the residential area to compensate for loss of area.

c. Ladd Street

The use of the north side of Ladd Street as a parking area for George Rogers Park should be discouraged, or steps taken to eliminate the inconvenience and disturbance to residences on Ladd Street.

If the southern entrance to George Rogers Park is closed off by any future realignment of State Street, consideration should be given to providing access into George Rogers Park along Ladd Street and out along Wilbur Street.

5. Historic Sites

Research should be undertaken to determine the historic and/or architectural significance of the Peg Tree, Odd Fellows Hall and George Rogers' home.

If determined appropriate, steps should be taken to protect the Peg Tree, Odd Fellows Hall and George Rogers' home, particularly from redevelopment, and to assist in the maintenance of these sites as historic resources for the City.

6. George Rogers Park

Use of the park facilities themselves should not interfere with normal residential uses in the adjacent neighborhood. Design or expansion of the park, which is a City facility serving all City residents, should be carried out with attention to the Old Town area, especially with regard to traffic, parking, noise, glare, visual appearance and behavior of park users.

7. Willamette River

The floodplain should be kept free of structures by the adoption of the floodplain ordinance. Until further information is received, the floodplain is defined as the 100–Year Flood Area established by the Corps of Engineers. (Corps of Engineers, Portland: Flood Plain Information, Willamette River, Johnson, Kellogg, Mt. Scott Creek; Milwaukie–Oak Grove – Lake Oswego, May 1970).

8. Buffering from Adjacent Industrial Uses

The existing trees and landscaping buffering Old Town from the industrial development to the north should be maintained; and new planting encouraged, as much as possible, to act as absorbents of particulate emissions.

9. Development Review

All new construction or major remodeling in the District shall be reviewed by the Development Review Board, which shall follow the policies set forth herein in addition to those stipulated in the Development Review Ordinance. 12/28/82

The Board is to especially encourage innovative design for single family and multi–family structures. Illustrative examples may include row housing, formation of superblock, atrium house designs.

Major consideration shall be given to the relationships between new construction and adjacent land uses.

Any proposed development shall be subject to consideration of the City's Physical Resources Inventory as well as all applicable ordinances.

10. Parcel Size

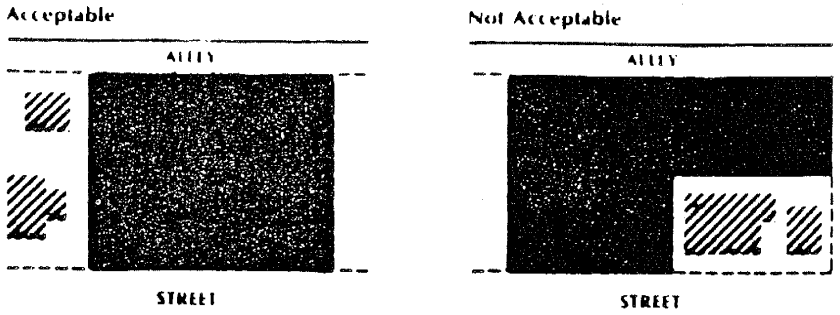
Residential single family construction is to be permitted on 5,000 square feet or more. The Development Review process should take account of the unusually small area of the lots in providing variances which may be requested for new single family uses. 12/28/82

Duplexes are to be permitted on 5,000 square feet or more.

Except for structures which have been determined by the State or the National Register of Historic Places as being of historic significance, multi–family construction is to be permitted on a minimum of 15,000 square feet, which would allow seven units. Smaller parcels should be used for duplex or single family. The parcels should be regularly shaped to minimize the number and length of property interfaces between adjacent uses and to assure buffering landscaping can be installed.

Historic structures may be converted to residential use. No minimum parcel size shall apply, but the project shall demonstrate compliance with all other applicable zoning requirements and development standards. (PA 1–87–450, 7/9/87)

Illustrative examples of this concept are as shown:



II. **Streets and Traffic**

Through traffic and circulation will be minimized and the use of Wilbur Street as the principal access to the neighborhood will be encouraged.

Safe pedestrian walkways along State Street will be provided as soon as possible.

Should the State Street right–of–way be expanded through acquisition of adjacent commercial properties, the City's highest priorities for any remaining severance parcels will be:

a. To provide off–street parking for George Rogers Park.
b. To landscape as a boulevard entrance to the City.
c. To reuse as multi–family residential under the policies of this plan and District.

III. **Lakewood Bay Bluff Area**

The area bounded by the west edge of Third Street, the northern right of way line of Evergreen Road, a line drawn east from Evergreen to the east right of way on First Street, generally south to the railroad tracks following lot lines and along the north side of the railroad tracks west to the southerly extension of the west right of way line of Third Street is the Lakewood Bay Bluff Area.

With the exception of the one property on Evergreen (Tax Map 2 1E 10AA, Tax Lots 200, 201), the entire area is developed in apartment complexes.

GENERAL POLICIES

I. **Development or redevelopment of the Lakewood Bay Bluff area shall emphasize residential use as the primary use in the area with commercial uses being subordinate uses. (PA 06–86–01–382,10/17/86)**

Revised 7/87

II. **Provision of visual access to Lakewood Bay and/or of pedestrian access to view decks, plazas or paths oriented to the bay and open to the public, shall be included in any design for the Lakewood Bay Bluff Area. There is no intent to allow public access to the water of Lakewood Bay. (PA 06–86–01–382, 10/17/86)**

Specific Policies

1. Designate Lakewood Bay Bluff as mixed use R–0/GC area.

2. Provide incentives to developers which will encourage the design of public spaces oriented to the Bay. Incentives may include: increased density compatible with other Comprehensive Plan policies or the waiver of fees or charges.

3. There shall be substantial residential component in any development proposal or ODPS for the area.

4. To protect views, and in return for the provision of public access, transfer of density rights to adjacent property within the Lakewood Bay Bluff Area will be allowed. (PA–06–86–01–382, 10/17/86)

Revised 10/86

COMMERCIAL

LAND USE POLICY

BACKGROUND INFORMATION

Lake Oswego's past growth, together with projected future development, created a need for expansion of commercial areas providing for retail and service businesses. Incremental expansion of commercial areas has led to repeated conflicts with adjacent residential areas, and uncertainty as to the eventual limits of commercial areas and created land speculation, a lack of clear policy regarding city streets, traffic management, access and parking, conflicts over the types of commercial use the community desired and other similar problems. At the same time, it was recognized that commercial areas were valuable to the community, not only for market needs, but as employment sources, investment opportunities, tax revenues, focal points and socializing spots. Therefore, the City Council established a special citizen task force, the Commercial Areas Study Committee, to formulate recommended commercial policies. This committee was carefully structured to include businessmen representing the major commercial districts, residential areas, commercial financing and the Planning Commission, and it operated for nearly a year and a half to develop its information and recommendations.

Summary of Planning Process

Because of the high degree of local interest in commercial areas from business people, property owners, and residents, the City Council appointed a special Comprehensive Plan Task Force to study commercial needs and issues. The Task Force was composed of two Planning Commission members and residents representing businesses, neighborhoods, commercial financing, vacant property holders and a property appraiser. The Commercial Areas Study Committee was organized in October 1975, and reported in December 1976. The Task Force (and Chamber of Commerce) assembled extensive detailed information regarding commercial land uses and projected needs, surveyed residents and businesses and held public meetings to take testimony. The street system was analyzed in detail in each commercial area to determine how commercial expansion would affect traffic and what improvements would be needed. Both the Planning Commission and City Council held several study sessions, at which business people, Chamber of Commerce, property owners, neighborhood associations and interested residents testified, and made many modifications and additions to the plan element as a result. Special efforts were made to resolve issues which had caused conflicts between businesses and residential areas. The Chamber of Commerce initiated a State Street Task Force, whose recommendations were generally accepted by the City. A special detailed study was made to document the fiscal impacts of commercial land uses.

Summary of Major Issues

- How much commercial land area will be needed to meet present and future community needs.
- Where new or additional commercial areas should be located.
- How commercial and residential areas should be designed to co–exist harmoniously, or be buffered.
- How residential areas adjacent to commercial areas can be stabilized and speculation avoided.
- How traffic and parking needs of commercial areas can be met without increasing traffic in adjacent residential neighborhoods.
- How the older commercial areas can be revitalized.
- How the character of commercial development can be improved.
- Whether or not regional draw commercial uses should be permitted.
- How a future civic center could be integrated with commercial areas.

Summary of Major Conclusions

The element is based on several major conclusions which were reached in the above process:

- That additional land for commercial use should be provided, in proportion to the future projected population, adjacent to the Downtown and Lake Grove business districts.
- That regional draw uses should be discouraged, except as Highway Commercial located at the Kruse Way freeway interchange.
- That regional office uses ("Office Campus") should be provided for, in addition to local retail and service commercial expansion.
- That commercial expansion must be accompanied by street access, traffic management and parking improvements.
- That planned commercial area boundaries should be specifically defined to provide future stability to both businesses and adjacent residents.
- That multi–family housing adjacent to planned commercial areas should be provided for, but not by expansion into established single–family residential areas.
- That detailed traffic access and improvement plans are needed for all existing commercial areas.

Summary of Supporting Documentation

Issues are fully described in the following documents:

- Commercial Areas Report and Appendix, Commercial Areas Study Committee, December 1976
- Report, Transportation Task Force, August 1976.
- 1990 Commercial Land Use Requirements, Chamber of Commerce, April 1976.
- Policy Formulation Paper No. 6, Planning Department, January 1977.
- Neighborhood Reports, First Addition, Evergreen, Waluga Neighborhood Associations, 1976
- Lake Oswego Central Business District Report, McFarlane, 1967.
- McVey Avenue Study, Kozlovski, 1966.
- Downtown Traffic Plan, Chamber of Commerce/CH$_2$M–Hill, 1972.
- Off–Street Parking Study, Chamber of Commerce, 1974.
- Urban Projection Report, Western Wood Products, 1967

Findings of fact and alternatives regarding these issues are contained in the second volume of this plan.

Factual information was taken from the above reports, and:

- Surveys of First Addition, Evergreen neighborhoods; CBD businesses, Lake Grove, Bryant, Waluga neighborhoods, Lake Grove businesses; McVey–South Shore neighborhood, 1976.
- Reports by Mountain Development Corporation (re: Mt. Park commercial) property owners on Kruse Way and Chamber of Commerce, 1976.
- Phase II Street Systems Analysis, Carl Buttke, Traffic Engineer, 1977–78.
- Traffic Analysis, State Street By–Pass, Oregon Department of Transportation, June 1976.
- Central Business District Land Values Estimates (map), CASC, 1976.
- Report, Civic Center Task Force, 1977.
- Report, Community Identity, Design and Aesthetics Task Force, 1976.
- Land Use Inventory and Projections, Lake Oswego Planning Department, 1977.

The conclusions are described in detail in the following documents:

- Commercial Areas Report, Commercial Areas Study Committee, December 1976.
- Summary of Decisions: Lake Grove West End Commercial Expansion, Planning Commission, March 1977.
- Initial Commercial District Policy Concept, Planning Department, April 1977.
- Summary of Decisions, Lake Grove Commercial, Planning Commission, May 1977.
- Summary of Decisions, Industrial and Commercial Use at I–5/Kruse Way, Planning Commission, June 1977.
- Major Land Use Recommendations – West End Area, Planning Commission, August, 1977.
- Rear–Access – Bryant to Reese Road, Lake Grove Business District, Planning Department, August 1977.
- General Policy Directions for the Comprehensive Plan, Planning Commission, March 1977.

Other sources of information and alternatives considered included:

- Record of Public Testimony, Planning Commission and City Council Study Sessions, 1977–78
- Proposed Commercial Policies and Comparison of C.A.S.C. and Chamber of Commerce Proposals, Planning Department, February 1977.
- Comprehensive Plan Recommendations, First Addition Neighbors, Lake Grove Neighborhood Association, Evergreen Neighborhood Association, Waluga Neighborhood Association, Citizens of Mountain Park, 1977–78.
- Decisions on Commercial Areas in Lake Grove – West End (description of issues), Planning Department, March 1977
- Existing Planned and Zoned Commercial Areas Map, Planning Department, 1977.
- Proposed Commercial and Office Campus Land Areas, Planning Commission, October 1977.

DEFINITIONS

Unless otherwise indicated by the context, the following words and phrases shall be defined as follows:

1. **Office Campus**

   A major concentration of regionally oriented offices and employment opportunities, providing principal services and jobs to a market area larger than the planning area. Examples of office uses appropriate to office campus standards include: business headquarters, state or regional government, research and administration and services to businesses, including financial, insurance, research, marketing.

   Basic requirements for Office Campus site plan are:

   - Floor area Ratio not to exceed .30 unless otherwise stated in Specific Commercial District Policies.
   - Building coverage not to exceed .25, in order to encourage a maximum of open space while providing for adequate floor area.
   - Minimum of 20% landscaping, designed to set buildings away from streets.
   - Expected vehicle trips are not expected to exceed 10.2 per day per 1,000 square feet of floor space.

   Commercial use sited in Office Campus areas will principally serve the needs of the offices and employees located there, and should not encourage other retail shoppers and associated traffic from other areas. Examples would include small restaurant, or personal service businesses such as cleaners, newsstand, barber shop, or credit union.

   The Office Campus uses at the Northwest Quadrant of Boones Ferry and Kruse Way will be developed in accord with Development Conditions which are adopted as conditions of zoning and development approval. A maximum of 65% of that site may be developed as Office Campus (including the accompanying commercial), if Development Conditions are met.

2. **Office**

   Offices within retail commercial areas provide services to the local public and to the local businesses, such as: Realtors, doctors, dentists, accountants, attorneys, engineers, insurance agents, banking, financial or marketing services. Generally, local offices employ fewer than 20 persons.

   Local offices will be located within Commercial Zones, or designated mixed use districts, to encourage multi–purpose shopping trips, to allow shared use of parking lots by businesses which have different peak activity hours, such as realtors and sit–down restaurants and to provide employment in areas served by public transportation.

Local offices produce a wide variety of vehicle intensity. Trips for general offices can be expected to range about 14 per day per 1000 square feet or about 250 trips per acre when the floor area ratio is .40. Medical offices generate about four times more traffic than average general offices, or about 55 vehicle trips per day per 1000 square feet of office space. Banks, often thought of as offices, can be expected to generate more than 180 trips per day per 1000 square feet of floor space.

3. **Low Intensity Office**

Deleted 12/28/82.

4. **Commercial**

Commercial use includes all those activities which involve the exchange of goods, provision of services and related activities. The intensity of such activity varies in relation to several factors. These factors include market area, parking and access, scale and location.

For purposes of this Comprehensive Plan, commercial use will be defined in Specific Policies and Development Conditions for each Commercial District, as follows:

a. **Market area**

1. Neighborhood Commercial: Commercial activities primarily required by families at intervals of less than a week, with a service area radius of about one mile or 3–5 minutes travel time, containing a population of approximately 5,000 to 7,500 persons.

2. Community (General) Commercial: Commercial activities primarily intended to meet shopping and service needs of several neighborhoods with a service area radius of about 2–4 miles, containing a population of approximately 25,000 persons.

3. Highway Commercial: Commercial activities primarily intended to meet the needs of the traveling public on an interstate highway, as well as other highway oriented retail uses which require access to a market area larger than the community commercial service area. This use designation is not intended to allow regional retail shopping centers. Allowable uses would include retail businesses servicing needs of the highway traveler, offices, overnight lodging facilities, institutional uses, public facilities and local and regional convention facilities. (12/18/85 – PA–4,5,6–85)

4. Campus Research and Development: The purpose of CR&D designation is to provide lands where research/development, light manufacturing and assembly, corporate, regional and general offices, and accessory uses can occur in a campus–like atmosphere.

Specific commercial uses allowed in the three above classifications will be determined by the zoning ordinance.

b. **Shared access and parking** — Development conditions will define specific conditions for each Commercial District. Commercial districts will be on existing major streets.

c. **Scale** — Development Conditions will define either maximum business square feet, Floor Area Ratio, height, or total square feet maximum of Commercial District, as appropriate.

d. **Location** — Planned commercial areas have been designated to provide effective sites from owner, customer and community points of view, and to prevent the negative impacts caused by strip commercial, traffic congestion and lack of parking. Planned locations will also prevent regional shoppers from traveling neighborhood streets.

5. **Unified Site Plan**

A plan showing the basic site plan for an entire designated land area, commercial district, PUD, or etc. This basic plan will show how the designated land use and activity will be distributed and the general circulation plan which will serve the land when fully developed. This unified site plan should be in enough detail to allow calculations which assure:

— Each portion of the total district develops within its pro–rata share (based on gross square footage of floor area ratio) of the total allowed activity.

— No portion of the total district generates more than its pro–rata share of vehicle trips during p.m. peak hour at full development of the District.

— Internal circulation and access points are maintained in conformance with Specific District Policies and Development Conditions.

6. **Pro Rata Share**

A share assessed proportionately, in accord with the responsibility for a created need. For example, costs of a signalized intersection necessitated because a parcel of land is rezoned to a more intense use, will be assessed to property owners in accord with the responsibility for the need and the benefits received. The fact that the public travels through the intersection will not necessarily guarantee that the public pay a pro rata share, unless the public has need for the improvement, even without the increase in activity being directly served.

7. **Floor Area Ratio (FAR)**

A ratio derived by dividing the square feet of floor area in a building by the area of the building site. Use of FAR maximums instead of lot area coverage, height or building size restrictions, allows the property owner to design the building compatible with use, terrain, major trees, parking needs or fragile areas, while providing the City a means to limit the intensity of use and the amount of traffic generated. For example, the building could be designed with two or more floors, thus covering less land area, if height was not restricted. In such a case, the intensity of use and traffic would remain as planned for, while more land area could be in open space and the owner–developer would have more design options.

8. **Mixed Use Area**

An area of land designated in the Comprehensive Plan for a combination of different land uses. In order to encourage the vitality of business districts, several areas have been designated mixed use. This allows for social, cultural, commercial or governmental activities, combined with residential uses, at the discretion of the land owner.

Since a sense of community is dependent on the interaction of people, it is hoped that such mixed–use areas will develop as places of meeting for people, and more exciting places to live and shop, during both daytime and evening hours. Such mixed use areas will allow for more efficient use of public transit, parking lots, pedestrian ways, street system, etc.

COMMERCIAL LAND USE POLICIES

OBJECTIVE: TO ENCOURAGE DEVELOPMENT OF COMMERCIAL FACILITIES ADEQUATE TO SATISFY COMMUNITY NEEDS AND TO FOCUS SOCIAL INTERACTION AND COMMUNITY IDENTITY IN CONJUNCTION WITH THOSE COMMERCIAL FACILITIES.

GENERAL POLICIES

I. The City will encourage development of commercial areas to meet the community's consumer needs.

II. The City will plan for a mix of social, cultural, commercial, and governmental activities within commercial centers, so that these centers are attractive community focal points.

III. The City will plan for the development of commercial districts scaled in size to the area to be served.

IV. The City will assure provision of adequate streets, public facilities and consistent governmental policies, which will encourage private investment in the development of Lake Oswego's commercial centers.

V. The City will assure minimal negative impacts of commercial development on adjacent residential areas.

Specific Policies

For General Policy I: Encourage development of commercial areas to meet the community's consumer needs.

The City will:

1. Limit the amount of commercial land to that needed to serve the expected population at full development, in an amount which will:

   - promote revitalization of existing business districts
   - provide for proportional increases in commercial space as population increases
   - encourage investment in new commercial facilities
   - reduce length and number of vehicle shopping trips
   - create minimum intrusion into residentially developed neighborhoods

2. Maps for the planned commercial land areas appear on following pages.

3. Encourage more intense land coverage and pedestrian circulation within commercial areas.

For General Policy II: Plan for commercial centers as community focal points.

The City will:

1. Plan land use patterns which will guide commercial and service activities into groups of establishments, which will be mutually supporting and convenient to the public.

2. Prevent additional strip development along arterials and make provisions for parking, rear access and redevelopment, to minimize the negative impact of existing strip development.

3. Adopt design policies which encourage site plans which are in keeping with the general character of the community, and which will make sound healthy business centers.

4. Encourage development of the East End Commercial District and the West End Commercial District as centers of commercial and social activity and employment opportunities.

5. Encourage a mix of residential, commercial and service activities in commercial centers.

6. Encourage the development of intra–city transportation alternatives (such as mass transit) to serve the commercial centers.

For General Policy III: Plan for the development of commercial districts scaled in size to the area served.

The City will:

1. Develop Commercial District Policies which outline the objectives, specific policies and strategies which will guide development in each Commercial District, including:

   East End Business District
   West End Business District
   Mt. Park "Town Center" site
   Monroe/Boones Ferry site
   I–5/Kruse Way Highway Commercial/Kruse Way Campus Research and Development
   Grimm's Corner Neighborhood Commercial
   Rosewood Neighborhood Commercial
   Kruse–North Neighborhood Commercial
   Other Commercial sites in Mt. Park

2. Include in Commercial District Policies:

   a. identified service area, where applicable.
   b. gross leasable sq. ft., building coverage or Floor Area Ratio desirable
   c. land area designated commercial for full development
   d. standards to apply to zone changes, include:
      — necessary on–site circulation pattern
      — site and building design criteria to fulfill community policies
      — location criteria for access to streets and parking and public transportation
   e. type of activities desirable (e.g. comparison or convenience shopping)

3. Make zone changes subject to conditions which meet the Commercial District Policies, including preservation of the capacity of streets and intersections.

For General Policy IV: Encourage private investment in planned commercial centers.

The City will:

1. Provide public facilities plans and development policies which will encourage:

   a. revitalization of the east end commercial area
   b. revitalization of the west end commercial area
   c. neighborhood commercial centers which maximize the advantages and minimize the disadvantages of neighborhood living adjacent to commercial activity
   d. development of the "Town Center" site compatible with community goals and street system
   e. development of highway oriented commercial facilities at I–5 and Kruse Way which are compatible with community goals and street system
   f. private investment in shared parking and access facilities

2. Provide incentives which encourage developers to renovate and expand existing buildings, compatible with community policies such as:

   a. decrease on–site parking requirements if equivalent public parking is available.
   b. re–define landscaping requirement, to include street trees, bike paths, public benches, conversation spots or other publicly desired amenities
   c. allow waiver of height restrictions when appropriate
   d. encourage two level parking facilities where appropriate
   e. revise fire code standards to encourage commercial development in keeping with city revitalization policies as well as safety.

3. Establish a development corporation to encourage continuing vitality in the commercial area. The corporation could:

   a. enable cooperative planning, problem solving, and investment
   b. enlist community support
   c. encourage private investment
   d. seek public funds (federal, state and local)

For General Policy V: Assure minimum commercial intrusion on residential areas.

The City will:

1. Develop a major street network which minimizes through traffic on neighborhood streets.

2. Locate commercial activity on collector and arterial streets only and consider traffic impacts prior to siting new commercial activities.

3. Design and construct commercial development to minimize the impacts on residential areas from traffic, lights, visual appearance of parking and loading areas, building bulk and height, noise and drainage. Such means as landscaping, berms, fencing, trees, open space, cul–de–sacs, building orientation, lower intensity of commercial uses (e.g., offices) should be utilized.

4. Where feasible, pedestrian and bikeway paths should connect commercial development with adjacent residential areas.

Specific Policies

SPECIFIC COMMERCIAL DISTRICT POLICIES

For General Policy III: Plan commercial districts scaled in size to the area served.

In order to assure development of commercial districts in accord with policies set forth in this Plan, Commercial District Policies are defined as Specific Policies to implement the Comprehensive Plan. These specific Commercial District Policies will be implemented by Development Conditions attached to all commercial zone changes, and through Development Conditions attached to Development Review and building Permit approval.

Specific Commercial District Policies are outlined for the following Commercial Districts:

I. East End Community Business District and Subarea
   a. Existing East End Community Business District
   b. Riverfront Subarea (PA 06–86–02–383, 10/17/86)

II. Grimm's Corner Neighborhood Commercial District

III. Rosewood Neighborhood Commercial District

Revised 10/86

IV. West End Community Business District and sub areas:

a. Existing West End Business District
b. Oakridge Mixed Use Area
c. Bryant to Reese, North of Sunset
d. Southwest Quadrant of Kruse Way/Boones Ferry Intersection
e. Office Campus Northwest Quadrant of Kruse Way/Boones Ferry Intersection
f. East Side of Boones Ferry Road at Kruse Way

V. Highway Commercial District and CR&D, Kruse Way Area:

a. Northeast Quadrant
b. Bangy Road
c. CR&D, South of Kruse Way

VI. Kruse Way North Neighborhood Commercial District

VII. Mountain Park Commercial Areas

a. Mt. Park Town Center Site
b. Monroe/Boones Ferry site
c. Other Mt. Park commercial and office sites

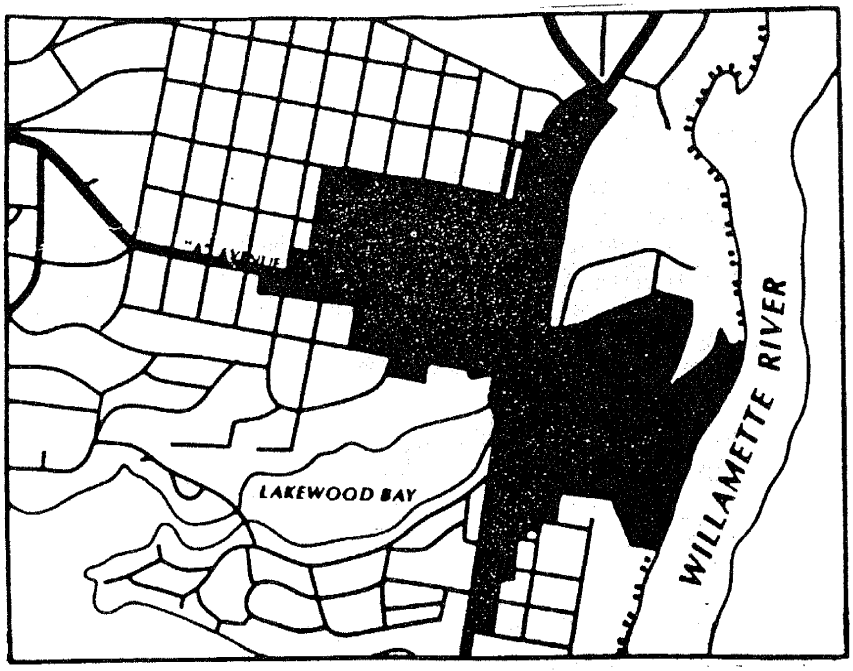
IA. East End Community Business District (PA 06–86–02–383, 10/17/86)

Lake Oswego's Central Business District has traditionally been the focal point of the community, as the location of City Hall, commercial shopping, Fire Department, and banking; the Library, Post Office and Adult Community Center have been located near this commercial district, focusing community identity. The streets of this business district have also served as major routes for commuter traffic, to and from Portland.

In recent years, traffic congestion has increased, causing problems for neighborhood residents and for business owners. Citizens and City officials have established goals to encourage revitalization of the business district, to solve the State Street traffic problem, and to assure the residential living environment of adjacent neighborhoods. To carry out these goals and policies in the East End Community Business District, the City will:

1. Provide for a 5.52 acre expansion of the East End Community Business District. This expansion will be maximum district expansion and will be limited on the north by "C" Street, on the west by the alley between Fifth and Sixth, and include land bounded by Fourth, Evergreen and Third, except that major developments fronting State Street and abutting the Old Town Design District may be allowed necessary minimal expansion to the east, but only in accord with conditions set forth in the Old Town Design District Policies. (PA 5–84–151)

Revised 10/86



East End Commercial District

2. Develop, adopt and implement an East End Business District Revitalization Plan. This action plan will be developed jointly with private business interests, the City, the Chamber of Commerce, and the Lake Oswego Development Corporation and should include:

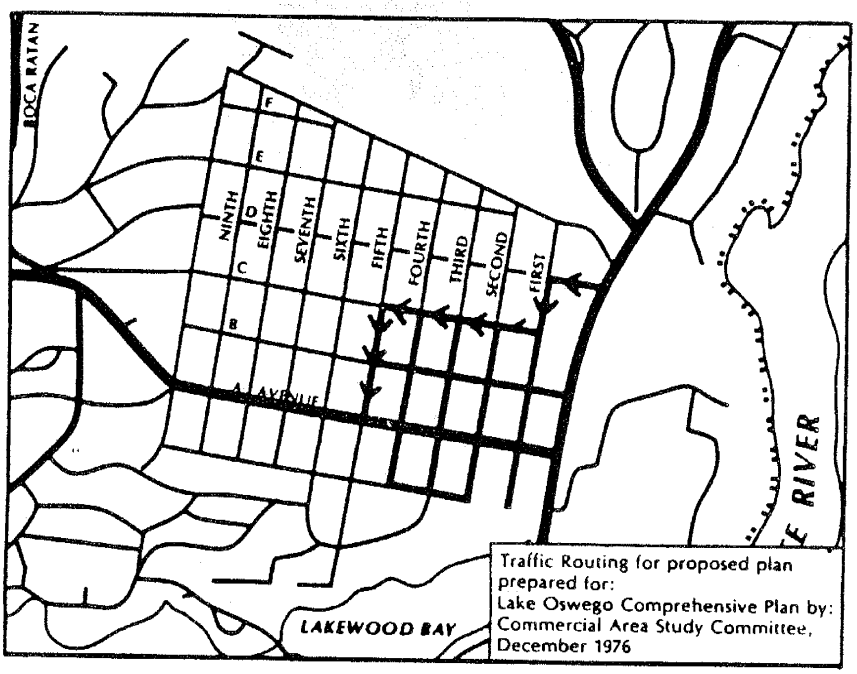
   a. steps necessary to prevent deterioration and encourage redevelopment
   b. methods to implement solutions already proposed in previous studies, both short range solutions to be implemented immediately, and long range solutions
   c. the involvement of property owners and the City, in stimulation of private investment
   d. criteria for the intensification of commercial activity in appropriate locations (see Design Standard, Specific Policy 9 and 10)
   e. a schedule for provisions of needed public improvements, including traffic and parking improvements, pedestrian facilities, street trees
   f. criteria for re–examination of commercial requirements, should a substantial portion of present commercial land located east of State Street be eliminated from commercial use, or should industrial area use change
   g. as re–development occurs on State Street and "A" Avenue, encourage development to re–orient toward alleys and interiors of blocks

3. Plan for adequate delineation of adjacent residential neighborhoods to enhance living environment and neighborhood stability. This includes the following:

   a. peripheral traffic circulation plan which separates commercial and through traffic from residential neighborhood
   b. specific land use designations and district boundaries, which specify allowed uses and densities, adopted as part of the Comprehensive Plan
   c. means to provide separation of incompatible uses, which will be developed as conditions of zone change, conditional use, and Development Review approval, such as:

i. tree planting, hedges, fences, walls or open space
ii. walkways and alleys
iii. landscaped parking lots

d. restriction of new commercial uses on the west side of Fifth Street and the south side of "C" Street to non–retail commercial
e. means to buffer residential properties from the noise, glare and visual appearance of commercial activity (both residential and commercial property owners will be encouraged to use landscaping and site design to screen residential property from commercial activities
f. considering commercial uses in residential zones to be nonconforming uses
g. see Residential Policies



East End Community Business District
Through Traffic Routes

4. Develop a peripheral street circulation pattern, to guide shoppers to and from the commercial area and into appropriately sited parking facilities. This circulation pattern will include the following components:

   a. peripheral street circulation pattern, which will:

      i. define and limit the commercial district to the squared configuration
      ii. allow convenient vehicular access to parking in all areas of commercial district
      iii. provide uncongested access from the commercial district into through streets
      iv. include necessary measures to protect neighborhood streets from through traffic
      v. route southbound to westbound through traffic as follows: west from State into "D" to First, then south to "C", up "C" to Fifth Avenue and south into "A" Avenue (see Through Traffic Routes)

5. Encourage the development of an interconnecting network of bicycle and pedestrian ways, to encourage shoppers to leave their cars and circulate easily among shops, restaurants, cultural and civic activities. This network could include:

a. covered walkways and mid–block pedestrian paths where feasible
b. alleys as paths, places for benches, outdoor eating, kiosks, and landscaping
c. bike racks and lockups, covered where feasible
d. sidewalk extensions (using up to eight feet of parking lane at street corners) to decrease street width pedestrians must cross
e. stairways or possible elevated streets crossings, to connect adjacent properties which are at different elevations.

6. Develop a traffic engineering plan incorporating appropriately located parking facilities, to assure that State Street can best handle expected future traffic. This plan will include at least the following:

   a. State Street as a five–lane street with center lane designated as a left turn sanctuary
   b. traffic signalization system, programmed for maximum flow of traffic on major streets during peak hours
   c. widening of Oswego Creek Bridge to handle through traffic in each direction
   d. removal of all parking from State Street
   e. additional parking lot space of equal the number of spaces removed from State Street, North Shore to "B" Avenue (See Parking Facility Policies, following)
   f. parking spaces sited conveniently to State Street between:

      i. "A" and "B" on west side
      ii. "A" and railroad on west side
      iii. railroad and North Shore and west side
      iv. Village Shopping Center and Foothills Road on east side

   g. continued pursuit of a way to accomplish a grade separation of the railroad at State Street
   h. negotiations with Southern Pacific, to minimize railroad crossing during peak commuter hours (7–9 a.m.; 3:30–6:00 p.m.) and assure that switching of cars will be accomplished between 10 p.m. and 6 a.m.
   i. a relocation of the access to Foothills Road, as far south of "A" as possible, to provide adequate left turn sanctuary for left turn from State onto "A" Avenue

7. Require adequate parking space to be provided to serve each business and public activity. Businesses will be required to provide such parking either on–site or in shared facilities.

   The City's role in provision of such facilities will be determined by the City Council, and may include such actions as the following:

   a. planning, designing, and approving location
   b. administration of parking time limits on–street and in municipal facilities, in order to increase the availability of parking for shoppers
   c. acquisition of land for such facilities
   d. construction of some public facilities
   e. arranging financing of such facilities by appropriate means, such as:

      i. bonds payable out of revenue from said facilities
      ii. business tax on all properties in the business district
      iii. local improvement district with assessments on appropriate properties
      iv. state or federal grants or aid
      v. general property taxes
      vi. parking fees or special charges derived from users or commercial enterprises benefited

8. Should Council determine that a Civic and Cultural Center will be located within the East End Community Business District, policies to guide its development will be made a part of this Plan. Policies will outline criteria to guide development of the center as an integral part of downtown revitalization. Criteria should cover:

   a. location of components (e.g. City Hall, Police and Fire administrative offices, meeting rooms, City Court, exhibition space, Library, public parking, etc.)
   b. size, location, and site design
   c. traffic and pedestrian circulation
   d. orientation to the Lake and to commercial activity

   Public Facilities Element and Capital Improvements Program will outline components, acquisition and development priorities and schedule and methods of financing.

9. Provide design standards which encourage revitalization of the business district, including:

   a. fire code standards which encourage commercial development in keeping with revitalization policies as well as safety
   b. height and setback standards to facilitate pedestrian convenience and appropriate site design
   c. business or floor area standards to encourage more intense use of land, within the limits of available parking. Floor Area Ratio may be increased and on-site parking decreased when provisions are made for customer parking in shared facilities.
   d. procedures to allow for transfer of development rights between private owners (or other available means) to allow more intense use of certain lands in return for public view easements adjacent to the Lake or Lakewood Bay
   e. standards which encourage:

      i. combined landscaping projects to protect significant features
      ii. substitution of significant trees for larger landscaped areas
      iii. multi-story buildings where compatible
      iv. mixed uses including handicrafts, housing and cottage businesses
      v. signs which are adequate to inform potential customers and provide aesthetic appearance
      vi. joint use and central parking facilities

   f. implementation of these standards as a condition of zone change and/or Development Review approval.

10. Develop design standards which will improve the social interaction and aesthetics of the commercial district, including requirements for the provision of:

   a. views of the lake, river, and Mt. Hood (could include open space, roof or other on-building public view points)
   b. pedestrian orientation to distinctive features, particularly recognizing the aesthetic value of the Lake
   c. street trees to provide shade and aesthetic relief from concrete and asphalt
   d. pedestrian walkways (covered where possible) and bikepaths in alleys and walkway easements
   e. street furniture and landscaped areas situated to encourage people to rest awhile for conversation (could include publicly owned pocket parks)
   f. lineal parks (could be developed in alleys like court yards, with potted trees and furniture)
   g. implementation of these standards as a condition of Development Review approval

11. Attach specific conditions to new commercial use approval, where appropriate, to assure that development is in accord with Specific Commercial District Policies. Such commercial use approval include:

a. zone change
b. conditional use and expansion of conditional use
c. conversion of a residential structure to commercial use
d. development review

IB. Riverfront Subarea

The Riverfront Subarea located south of Foothills Road and east of State Street along the Willamette River, as shown on the East End Commercial Business District Map, page 101, is well suited to a combination of high intensity uses, residential, commercial, office and retail, including river oriented public open space and major public facilities.

The subarea could accommodate a plaza or an esplanade adjacent to the river, providing views and a focal point. Such a facility, in combination with a variety of commercial/retail/office uses and a residential component, could create an attractive center that would benefit the entire East End Business District.

The residential use is intended to be at a high density (R–0) with mixed uses allowed either on the first floor or in separate buildings.

Physical constraints include access to and traffic capacity of State Street, the City's desire to retain views of Mt. Hood from the business and residential districts to the west, the railroad tracks running through the property, the Willamette River Greenway, steep slopes and the demolition required to clear the site.

The unique characteristics of the site include river access and Mt. Hood views, which should be developed in a manner that assures:

1. Public access to the river
2. Protection of Mt. Hood views from 'A' Avenue
3. Opportunities for views of Mt. Hood and the Willamette river from the site
4. Provision for a pathway allowing for a future connection to Tryon Creek and George Rogers parks
5. Public open spaces and major public use facilities

The City–owned Roehr Park and old sewage treatment plant are located within this subarea and may provide opportunities for land exchange to secure at least equivalent public river access within the subarea and to facilitate development. Residential development may be clustered to preserve open space while securing views for residents.

The on–site improvements will be planned as part of the Overall Development Plan and Schedule (ODPS) that must be approved for the entire 45+ acre site prior to the division of land, or the development of any structure. Any divisions of land related to the State Street Improvement project will be exempted from this provision.

GENERAL POLICIES

I. The 45+ acre Riverfront Subarea is designated R–0/GC to allow for a mix of high density residential, commercial, retail and office uses.

II. The opportunity for development of at least 500 dwelling units shall be included as the residential component of the Subarea.

Revised 10/86

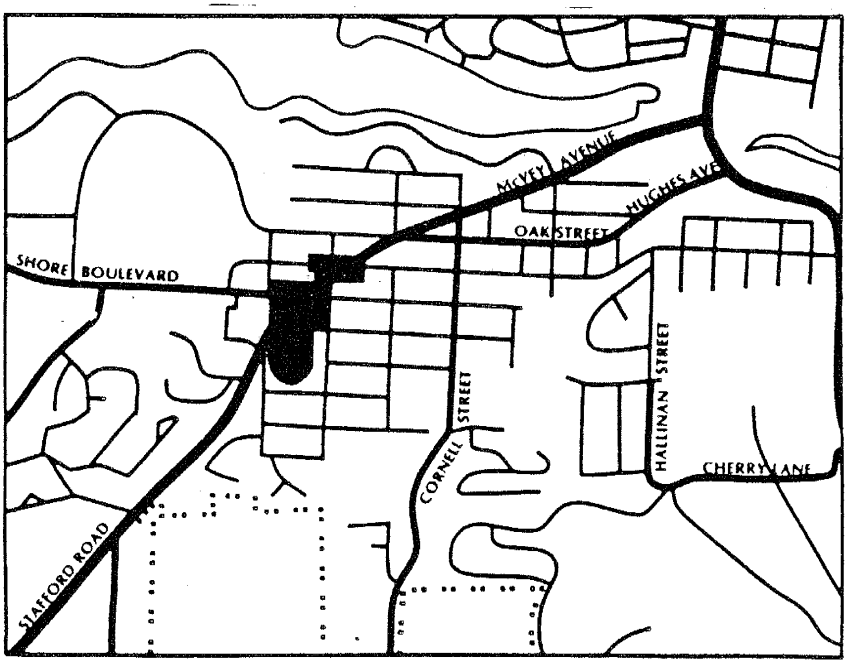
III. The Subarea shall be developed only pursuant to an Overall Development Plan and Schedule (ODPS) which will provide for:

A. Significant public access to the river,
B. Protection of Mt. Hood views from 'A' Avenue and the Bluff,
C. Protection of the views of Mt. Hood and Willamette River from the Subarea,
D. A future pathway allowing access to public pathways connecting the Subarea to Tryon Creek and George Rogers Parks,
E. Major public use facilities such as an esplanade, amphitheater, public square or plaza which provides for connection to and views of the waterfront,
F. The reasonable opportunity for development of 500 dwelling units through the allocation of sufficient land for residential purposes to accommodate the units.

IV. Roehr Park/old sewage treatment plant acreage may provide opportunities for some land exchange to facilitate private development; however, any such change of ownership will assure at least equivalent public access to the river and public facilities. (PA 06–86–02–383, 10/17/86)

II. Grimm's Corner Neighborhood Commercial District

Grimm's Corner is a historic neighborhood commercial district located at the intersection of early market roads and a strategic center for the Palisades–South Town area which it serves with gas stations, a grocery, dry cleaners, appliance repair, etc. A variety of more intense uses have developed over the years, including lumber yard, bark dust storage, and bowling alley. Public facilities nearby include the National Guard Armory, Fire Station and tennis courts. Lakeridge High School to the south, generates traffic through this area also. This volume of activity has created traffic congestion and conflicts between uses, which increase as development of the area continues.



Grimm's Corners Neighborhood Commercial

In order to make possible development of commercial and residential property, while providing an intersection which can handle expected traffic, the following policies will direct further development of the commercial district.

Revised 10/86

1. Commercial land use will be extended south into the floor of the quarry, but not south to include properties fronting on Pine Street (approximate 0.7 acre expansion).

2. When the McVey/South Shore intersection is re–designed, the following criteria will be considered:

   a. adequate travel lanes in each direction on McVey, plus left turn lanes where necessary
   b. adequate through travel lanes on South Shore, with left and right turns where necessary
   c. adequate site distance and safe access (in some cases this may require transfer of property or development rights between public right–of–way and private property)
   d. signalization of intersection
   e. public transit stop
   f. pedestrian and vehicle safety
   g. adequate access to McVey from commercial land. For land southeast of McVey and south of Parrish Street, direct access can be developed:

i. at the vicinity of Parrish Street
ii. opposite South Shore, as part of a signalized intersection
iii. at least 200 feet south of South Shore intersection

h. needs for bikeways, sidewalk, utility, landscaping and access and traffic signals will dictate the design of the street, right–of–way needs and ultimate pavement width

3. New commercial development will provide goods and services to serve principally residents of the neighborhood area.

4. Access to McVey Street will be limited, to assure safety of the intersection and convenience for through traffic.

a. Land uses and their expected auto trip generation will not exceed the capacity of the intersection as designed.
b. Patton access should be realigned.

5. Floor Area Ratio of new development will not exceed .25 for the site, except in the southeast quadrant, because of unique topographic problems. In that case, more intense use will be limited within the design capacity of the intersection.

6. Bikeway and pedestrian paths should be provided to assure safe passage through the intersecton. These should include:

a. sidewalk on both sides of McVey, one side of South Shore
b. bike lane on southeast side of McVey and south side of South Shore
c. alternate bike route via Conifer, City–owned open space at Patton, and Oak Street, to bypass the intersection

7. All development or redevelopment will be required to conform to these policies and to pay a pro–rata share of street improvements, commensurate with need created by the development and the benefit gained, and to dedicate adequate right–of–way to make these improvements possible. (The public will assume some responsibility for a pro–rata share. See Definitions and Transportation Element.)

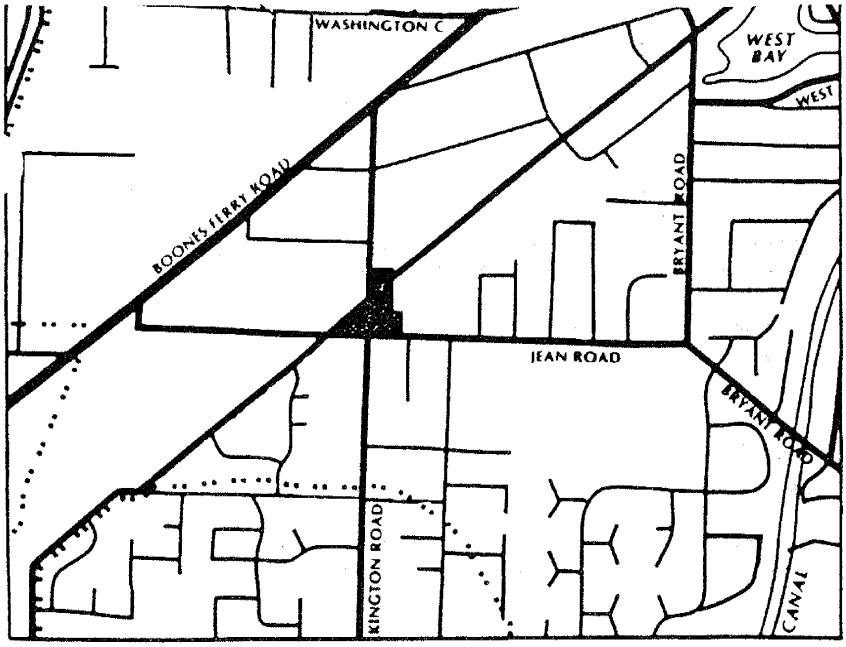
8. City–owned Douglas fir grove north of Laurel, adjacent to the Patton Street right–of–way, should be maintained as a natural area, with benches and a bikeway–pedestrian trail along the streamway, as a focal point for neighborhood commercial district.

9. Adjacent residential neighborhood will be protected from the negative effects of commercial activity. Methods include:

a. Pedestrian/Bikeway only should connect commercial area at Hemlock, for neighborhood convenience.
b. Redesign of the intersection should discourage through traffic into neighborhood.
c. Conditioning redevelopment of quarry area to eliminate the truck traffic and bark dust operation, in favor of more compatbile uses
d. Encouraging both commercial and residential property owners to provide structural and landscape barriers to separate incompatible uses

III. Rosewood Neighborhood Commercial District

The Rosewood Neighborhood Commercial District serves an approximately 1.3 square mile residential area and a portion of the adjacent industrial area, with convenience goods and services. Commercial activity includes drugs, groceries, florist, fast food and office space. Within five blocks of a junior high and an elementary school, Rosewood Center serves many bike and pedestrian shoppers. The site is significant as the location of a distinctive grove of fir trees, valued by residents, as well as a meeting place at the center of a largely developed single–family neighborhood. The surrounding 1.3 square mile area can be expected to grow to approximately 6,000 people at full development.



Rosewood Neighborhood Commercial District

Commercial development in this area should be designed to assure the following:

1. Uncongested streets with safe intersections and adequate parking.
2. Total commercial use in the area to be within the traffic carrying capacity of adjacent streets.
3. Shared access away from intersections, and redesign and straightening of some intersections.
4. Safe access by bike riders and pedestrians.
5. Protection of the Douglas fir grove and significant trees in parking lots.
6. A neighborhood commercial area, providing goods and services for residents of the immediate area, and scaled as a part of that neighborhood with a FAR not to exceed .25.
7. A minimum amount of impermeable surface, and adequate storm drainage management.

IV–A. West End Business District

Specific Commercial District Policies will guide development in the Lake Grove area to support businesses and new investment, to satisfy community needs, to encourage social interaction, to provide for proper vehicle access and to protect neighborhood living environment. The City will:

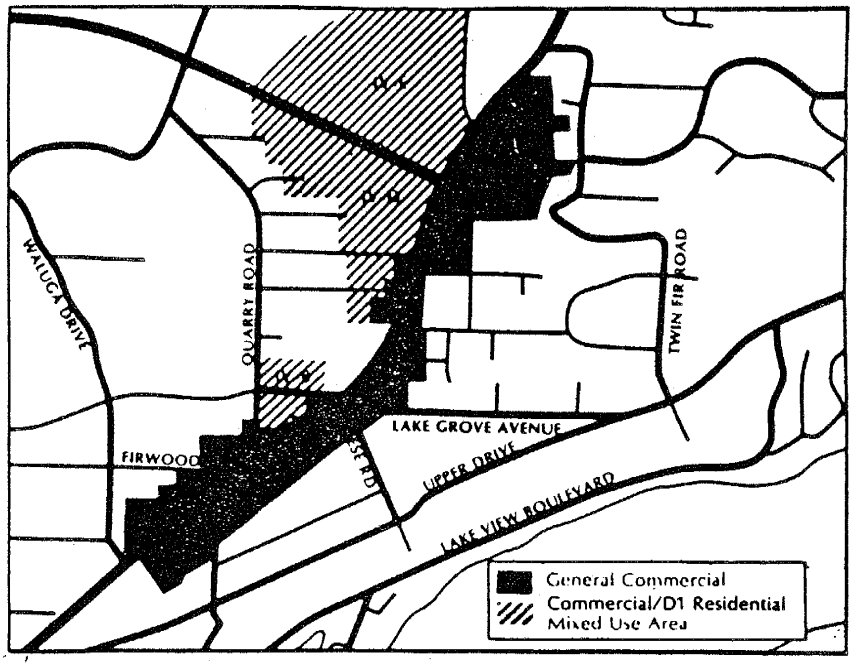
1. Limit the amount of new commercial land area in the Lake Grove area to an appropriate portion of Planning Area need. The City will plan for local needs, not for regional draw retail facilities.
2. Provide for pedestrian, bike, and auto traffic to connect new mixed use and commercial areas to the existing commercial district. This circulation should:
   a. prevent isolation and/or deterioration of the existing commercial areas
   b. encourage private development of a "village shopping center" in Lake Grove
3. Provide Specific Commercial District Policies for sub–areas of the West End Commercial District, to guide Zone Change, Development Review, and Building Permit approval.

4. Plan for a rear access and parking configuration on both sides of the current strip commercial development, to promote:

   a. more intense use of deep lots fronting Boones Ferry
   b. viability of the existing commercial center, so it can be redeveloped to remain competitive
   c. modification of the negative effects of existing strip development
   d. vehicle access constructed in a manner which protects adjacent neighborhood living environment
   e. preservation of neighborhood residential property values
   f. foot traffic within the commercial and neighborhood area

5. Encourage private development of:

   a. joint-use parking facilities
   b. land uses with size, floor area, and traffic generation compatible with the district's access and adjacent uses
   c. buildings with height and setback standards compatible with the district
   d. aesthetically pleasing entry into Lake Grove at Kruse Way and Boones Ferry Road
   e. street trees to provide shade and aesthetic relief from concrete and asphalt
   f. preservation of significant trees as a substitute for larger landscaped areas



Westend Commercial District

   g. combined landscaping projects of significant size
   h. buffer system which separates adjacent residential uses from noise, traffic and congestion
   i. bike racks
   j. pedestrian walkways and bike paths in alleys and walkway easements
   k. alternate surfacing materials for parking areas which encourage on-site water retention, softened visual impact, noise absorption, etc.
   l. each property's share of connecting pathways to parks, recreation, shopping, work, parking
   m. street furniture and landscaped areas situated to encourage people to rest awhile for conversation in pleasant surroundings

6. Plan for adequate protection for residentially developed neighborhoods to enhance neighborhood living environment, and neighborhood stability. This protection will include:

   a. specific land use designations and district boundaries, with allowed uses and densities specified, and adopted as part of the Comprehensive Plan. Structural boundaries will be planned and developed as conditions of development approval (i.e. street endings, structural buffers, tree planting, hedges, walkways, or other means to develop a permanent separation of incompatible uses)
   b. buffering of residential properties from the noise, glare, and traffic congestion of the adjacent commercial area
   c. encouraging residential property owners to provide trees and significant vegetation on their property, and other means to buffer their property from commercial areas

7. Provide incentives for private investment in compatible mixed uses, which will bring residents to the West End Business District during days and evenings for social or recreational purposes as well as to shop. Such incentives could include:

   a. revision of zoning code to allow additional approved uses in commercial areas, such as residential care facilities, apartments, handicraft industry, recreation facilities
   b. construction of safe bike and pedestrian routes.

8. Encourage development of adequate access and parking facilities.

   a. On–street parking will be prohibited from collectors, arterials, and local streets which are not wide enough to safely afford parking, vehicle travel, and turning refuge. Adequacy of a street to handle on–street parking will be determined by the Planning Commission, with analysis by Public Works and Planning Departments.
   b. All parking demand created by new structures or uses, additions to existing structures or uses, and change of use in existing structures shall be accommodated on the premises entirely off–street or in shared parking facilities.
   c. Required parking spaces for each business may be reduced, if:

      i. business shares a parking lot with a use which has peak use at a different time of day
      ii. public parking is provided within walking distance adequate to meet the parking need thus created.
      iii. business shares construction costs of bikeway serving the property.

   d. Encourage provision of access and/or parking facilities which aid in decreasing the number of direct access points on arterials. The City's role in provision of such access or facilities will be determined by the City Council in accord with Oregon Law (including ORS 223.105; 223,805–880; 281.510) and may include the following:

      i. grant permission for private construction and provision of such facilities
      ii. plan, design, and locate parking facilities
      iii. construct, alter or maintain such facilities
      iv. contract with any person, firm, or corporation for such services
      v. acquisition of such facilities by lease, purchase, condemnation, exchange or other lawful manner
      vi. make possible financing of such facilities:

         — by bonds payable out of revenue from said facilities
         — by local improvement district with assessments on appropriate properties
         — by state or federal grants or aid
         — by general property taxes
         — by parking fees or special charges from users or commercial enterprise benefited

9. Protect the function and service level of Boones Ferry Road as an arterial street.

   a. Use of off-street parking spots for businesses located on the arterial shall not require backing into the public way.
   b. There shall be no more than one point of access to the arterial per 155 feet of street frontage. If necessary to meet this requirement, users shall arrange for shared access. (Existing uses will be encouraged to meet this standard.)
   c. Businesses providing for rear access to another street may be granted the right to more intense lot coverage, waiver of height restriction, variance from appropriate setbacks, or decrease in landscaping requirement, if compatible with adjacent properties and necessary to the public welfare.

10. Protect the function and service level of Kruse Way as an arterial:

   a. All access to Kruse Way will be planned to serve the adjacent properties while minimizing the frequency and severity of traffic conflicts.
   b. Aesthetic natural entry into Lake Grove from Kruse Way will be preserved.
   c. Access points already designated by Clackamas County may be the basis for the street planning which may provide shared access at these points. Land owners will be required to plan for frontage roads or unified site and street plans which implement the City's Transportation Plan.
   d. Should comprehensive traffic analysis and site planning indicate a need to alter Kruse Way ingress or egress patterns, the City will plan such access, and the City Council will seek County implementation of adopted plan.
   e. Property owners will pay for street improvements, traffic controls, and public facilities necessary to their development (including intersections).

IV–B. Oakridge Mixed Use Sub Area

The Oakridge area is a planned commercial and residential area served by Quarry, Oakridge, and Boones Ferry. It is an expansion of the existing commercial district, and as such should be developed in a manner which assures:

a. revitalization of the adjacent businesses on Boones Ferry by improving traffic circulation, parking access, and pedestrian circulation
b. proper vehicle access and street design
c. pedestrian paths and bikeways which connect Waluga Park, Lake Grove School, and the commercial district to the residential areas to the west
d. shared parking and street access where possible, to relieve traffic congestion
e. protection of adjacent residential areas from the noise and bright lights of commercial activity
f. proper vehicle, pedestrian and bike access to the Post Office at Oakridge and Boones Ferry
g. equitable sharing of the costs of necessary streets and public facilities
h. preservation of major trees in the area.

The commercial area bounded by Bryant, Boones Ferry, Reese, and the pedestrian easement north of Sunset will share a rear access connecting parking lots to Bryant and Reese Roads, to provide relief of traffic congestion on Boones Ferry.

IV–C. Bryant to Reese, North of Sunset

Commercial properties in this area will be developed in a manner which assures:

a. access of each property to an internal access route from Bryant to Reese Roads. This route should not be developed as a straight through high speed road but should meander through connected parking areas.

b. access to Bryant at a point opposite the Lake Grove Shopping Center, between 300–330 feet south of Boones Ferry
c. access to Reese at a point opposite Lake Grove Street
d. more intense use of deep lots between the six–foot pedestrian easement and lots fronting Boones Ferry Road
e. careful building location, structural buffers, trees and shrubs to minimize the negative impacts on adjacent residential area
f. separation of commercial and residential uses along the line of the pedestrian easement
g. protection of Sunset from through traffic
h. convenient pedestrian and bikeway access from residential areas at Bryant and Reese
i. a decrease in the number of direct access points to Boones Ferry
j. effective site development, with appropriate variances granted to assure the access, parking, circulation and site features outlined in these policies
k. preservation of the major trees, by such means as setbacks, clustering of structures, protection of root systems

IV–D. Southwest Quadrant of Kruse Way/Boones Ferry Intersection

The Southwest Quadrant at Kruse Way/Boones Ferry is an area planned for residential and commercial uses to meet a variety of community needs in an area with good access to arterials, mass transportation and diverse public facilities, including wooded open space, school, park, post office and the Lake Grove Swim Park. The commercial uses are intended to serve local, as opposed to regional shoppers. This area is an expansion of the existing Lake Grove Commercial District, and as such should be developed in a manner which assures:

1. Designation of approximately 20 acres of commercial use south of Kruse Way and north of Collins Way, and approximately three acres of commercial land use between Lake Grove School and Collins Way. Residential development is appropriate within the commercial area, particularly in the westerly portion of Tax Lots 1300 and 2200 of Tax Map 2 1E 8BC Supplemental and Tax Lots 2000 – 2200 of Tax Map 2 1E 8BB. Any building over 20,000 sq. ft. shall occur north and east of Mercantile Drive.

2. Preservation of the capacity of Kruse Way and Boones Ferry to carry projected through traffic and to provide adequate access for all planned land uses in the vicinity of the intersection.

3. Proper location of access points and an internal circulation system which provides for vehicular, pedestrian and bicycle movement.

   a. The City will determine the location of access points and prepare a circulation plan to meet the needs of all development within the quadrant, prior to zone changes.
   b. The City will vacate the necessary street segments to provide for internal circulation and site plans.
   c. The preferred internal circulation route design should be integrated with parking areas rather than as a separate street.

4. Limited access to Kruse Way and Boones Ferry.

5. Principal access to residential development from Galewood.

6. Connection by pedestrian and bicycle paths with the residential areas, and to the rest of the Lake Grove Commercial District, with safe passage across Kruse Way to the office campus development to the north.

7. Appropriate dedication of necessary rights–of–way to provide for traffic projected for Boones Ferry, Kruse Way, Douglas, Gresham, Galewood and Quarry.

8. Payment of a pro–rated share of costs of streets, traffic control improvements (i.e., intersections and signals) and necessary rights–of–way, parking, bikeways and pedestrian ways, by property developments creating the need for those facilities.

9. Preservation of the quality of life in the single–family residential area to the west, particularly by the landscaping and placement of buildings and parking areas.

10. Building area or Floor Area Ratios may be designated as necessary to limit vehicle trip generations within the capacity of adjacent streets.

11. Preservation of major trees, sufficient to preserve woodland character.

12. Site planning for each development which assures that the development's access circulation, parking, landscaping, building design, and drainage are properly related to adjacent developments.

13. Consideration of general design objectives

The overall objective is to create a village–like shopping and service center, with a variety of local goods and services provided in an attractive setting. The basic elements will include:

a. the size and scale of buildings, which should be in keeping with other development in Lake Grove, particularly in height and bulk. No single building may have greater than 20,000 sq. ft. floor area on one level except in the shopping center area bounded by Kruse Way, Boones Ferry Road, Mercantile Drive and the stream corridor.
b. relationship of buildings, which should be clustered to create usable open areas such as plazas, courtyards and entryways.
c. scale of parking areas, which should be designed to avoid larger, unbroken areas of paving through smaller lot areas; landscaped areas, and lot configurations.
d. provision of pedestrian environment that encourages walking between stores, office and other uses by providing safety, easy visual orientation, and by careful location of attractions to walking shoppers.
e. separation of loading and service areas from pedestrian areas
f. as feasible, use of visually identifying elements such as building shapes, displays (sculpture, colors, kiosks, flagpoles, outdoor furniture, signs) landscaping, parking and other details.

IV–E. Office Campus – Northwest Quadrant of Kruse Way and Boones Ferry

The northwest quadrant of the Kruse Way and Boones Ferry intersections has been designated for Office Campus land use. This 53–acre land area bounded by Carman, Davis Lane, Kruse Way and the westerly edge of properties fronting Carman on the west, may be approved for a mix of regional offices and residential use if standards are established to assure:

a. 35% to 60% office use
35% to 60% residential use
a maximum of three acres of commercial to serve adjacent offices and residences
b. a land use intensity compatible with adjacent residential neighborhoods
c. preservation of the capacity of Carman, Boones Ferry and Kruse Way to carry through traffic
d. limited access to Kruse Way, Carman Drive and Boones Ferry
e. connection by pedestrian and bicycle paths with residential areas and with safe passage across Kruse Way to the commercial area to the south
f. access to residential property east of Davis Lane to Davis and/or Carman Drive
g. appropriate dedication of necessary right–of–way to provide for traffic projected for Boones Ferry, Kruse Way, Carman Drive and Davis Lane
h. payment of a pro–rated share of costs of streets, traffic control improvements (i.e. intersections) and necessary rights–of–way, parking, bikeways and pedestrian ways, by property developments creating the need for those facilities
i. preservation of major trees, with an effort to maintian wooded character.
j. FAR not to exceed .38 for 8 acre site bounded by Kruse Way, Kruse Way Place and Boones Ferry Road. Maximum FAR to be reduced, based on resulting traffic impacts, if any retail uses placed on 8 acre site. 8/20/85

IV–F. Office/Residential Mixed Use Area – East Side of Boones Ferry at Kruse Way

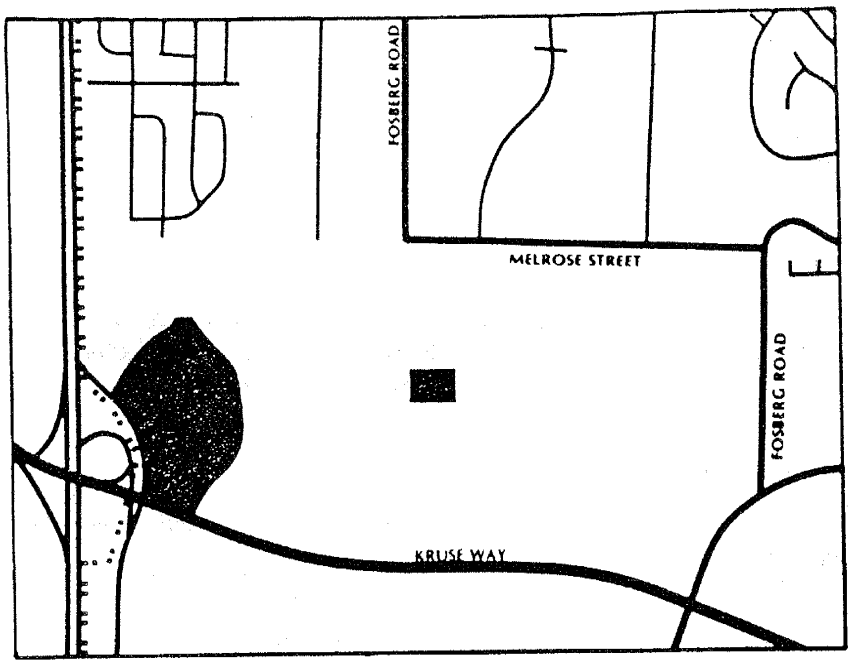
The area on the east side of Boones Ferry Road between the existing commercial district zone boundary and Spring Lane is designated as a mixed use Office Campus and R–3 density residential area.

Low intensity Deleted 12/28/82

This designation permits Office Campus uses or residential structures in portions of this district which lie between Springbrook Creek and Boones Ferry Road. Land in this district which lies east of the Creek is to be used solely for residential uses in accord with the residential policies and Land Use Map of the Comprehensive Plan. 12/28/82

Development in this district will be required to:

a. utilize a rear access route on Red Cedar Way, Division Street, Boones Way and Spring Lane with no driveway access allowed on Boones Ferry Road
b. dedicate the necessary right–of–way to connect Division Street to Boones Way and dedicate needed right–of–way on Boones Ferry Road.
c. develop each parcel with mixed use potential under unified site plans to assure adequate access, circulation, parking and screening
d. protect the Springbrook Creek stream corridor and its deep ravine from development encroachment
e. take access only onto the rear access route described in a., above and not onto Twin Fir Road
f. preserve major trees, with an effort to maintain wooded character
g. allow mixed uses within buildings on the west side of Springbrook Creek
h. dedication or acquisition of right–of–way east of Boones Ferry and Kruse Way intersection will be arranged prior to development. Land is necessary for a future additional left turn lane from Kruse Way north into Boones Ferry.



I–5/NE Kruse Commercial District

V–A. Highway Commercial District I–5 and Kruse Way Northeast Quadrant

The northeast quadrant of the I–5 and Kruse Way intersection has been designated for highway oriented commercial land uses. This area is separated by slope and major trees from residential lands to the east, thereby protecting residential areas from the traffic congestion of such a commercial district.

The site of this Commercial District includes two streamway ravines and associated wet areas, one on the north edge and one across the lower third of the site. For this reason, the 35–acre site has been designated for 20 gross acres of commercial activity, which will allow landscaping, protection of streamways and major trees to occur in the remaining 15 acres.

Commercial activity at this location should be designed in a manner which assures:

a. a highway oriented commercial district, with minimal disruption of adjacent residential areas
b. a limit on the intensity of commercial activity on this site, to an amount which preserves the capacity of Kruse Way and the I–5 intersection for other public and private uses outlined in the Lake Oswego Comprehensive Plan
c. one access point to Kruse Way, preferably east of a point 1500 feet from the Bangy Road intersection
d. payment of costs of streets, street improvements, intersections, necessary rights–of–way, parking, bikeways and pedestrian ways by property development creating the need for those facilities
e. Planning and Development Review procedures which assure:
    i. adequate vehicle access and street design
    ii. protection of adjacent residential areas from the noise, bright lights and air pollution of commercial activity
    iii. protection of the stream corridors, as major functioning parts of basin wide storm drainage system and as aesthetic features at the entry way into the Lake Oswego area

V–B. Highway Commercial District Bangy Road and I–5

Highway oriented commercial activities and gas stations have located over the years along Interstate–5, with access via Bangy Road to Kruse Way and I–5. As the lands to the north and east of Bangy Road develop, an increasing number of vehicles will use the Bangy Road/Kruse Way intersection, including industrial traffic from Tigard and Lake Oswego industrial areas, north and southbound to I–5.

These specific policies apply to the area south of Kruse Way, west of Bangy and south of Kruse Way and east of Bangy for approximately 1700 feet. The area includes the 'Liberty Park' project approved by Clackamas County and additional area south of that project. (12/18/85–PA 4,5,6–85)

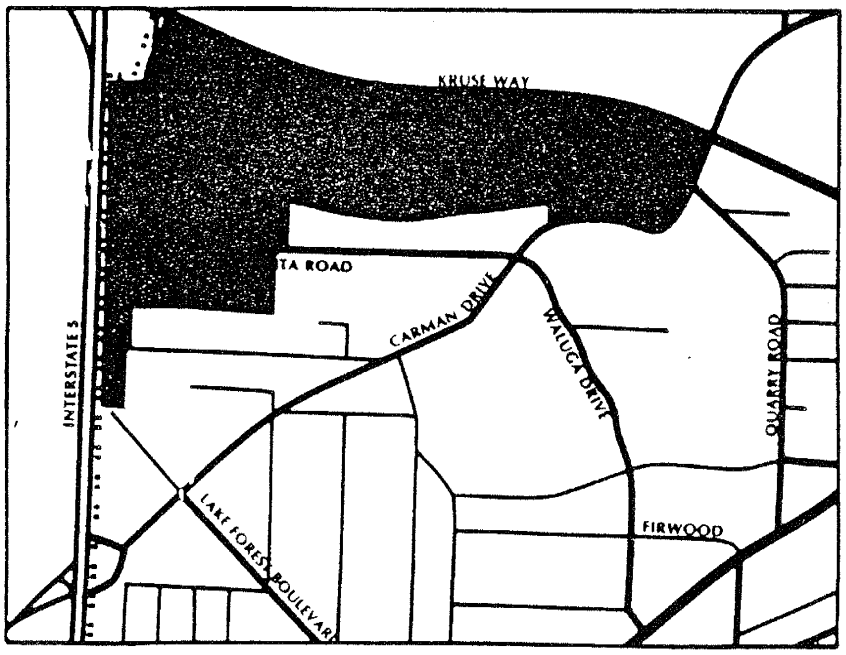
Commercial development in this area should be planned to assure:

a. minimum congestion on Bangy Road which must serve through traffic
b. minimum number of vehicle accesses from commercial development
c. no on–street parking on Bangy Road, Kruse Way, Meadows Road or Bonita Road (12/18/85–PA–4,5,6–85)
d. adequate off–street parking for commercial uses
e. adequate varying setbacks, landscaping and signage and major tree preservation to provide safe sight distance and attractive boulevard like setting (12/18/85–PA–4,5,6–85)
f. appropriate dedication of right–of–way along Bangy and Bonita Roads, to accommodate road widening necessary for full development of the area.
g. Require parking areas to be screened from view from Kruse Way.
h. Encourage employers to provide employee incentives for the use of public transit such as:

   - providing bus shelters and turnouts
   - mass transit fare reimbursement programs
   - providing preferred reserved spaces for car pool parking
   - posting transit route and scheduling information

i. Traffic generation will be limited so as not to exceed the planned capacity of the surrounding public street system.
j. Encourage major employers on the site to schedule shifts so as to reduce peak hour traffic congestion when feasible.

(12/18/85 – PA 4,5,6–85)



I–5/Bangy Commercial District

V–C. Kruse Way Campus Research and Development District.

These specific district policies will assure the Kruse Way Campus Research and Development District develops in a manner consistent with the City's General Commercial Land Use Policies as well as other Comprehensive Plan elements. The policies are categorized under General Site Development and Design, and Traffic and Circulation.

General Site Development & Design Policies.

a. Development intensity will be limited to that allowed under the Buttke Kruse Way Corridor Transportation Program (1983).

b. Development of the district will occur through the use of a unified general site plan. The unified general site plan will be required and will include:

   1. A general internal circulation plan for the overall site.

   2. A general plan for adequate drainage and all utilities needed to serve the site.

   3. Consideration of the site development and design policies in the Comprehensive Plan.

   4. Development intensities.

   The unified general site plan could be approved as part of a zone change, subdivision or planned development for the site. If desired, property owners or developers could submit a unified general site plan for approval apart from these three specific types of applications.

c. Benefitted property owners will be required to pay costs for installation of all public utilities, with City financial participation in oversizing.

d. Major allowed uses in the Kruse Way Campus Research and Development District will include:

   1. light manufacturing, assembly uses

   2. research, experimental and testing laboratories

   3. general office

   4. retail commercial (PA 6–88–615, 11–16–88)

   5. recreation facilities

e. Require landscaping and preservation of existing vegetation to assure a park–like setting will be maintained.

Traffic and Circulation Policies

f. Limit the number of access points to the minimum necessary, consistent with efficient traffic circulation, and assure access points are coordinated with the City's Major Streets Plan and Transportation Policies.

g. Require a complete and efficient internal circulation system with adequate access to all development portions of the site.

h. Require parking areas to be screened from view from Kruse Way.

i. Provide adequate parking, loading and maneuvering space for employees, visitors, and trucks.

j. Encourage employers to provide employee incentives for the use of public transit such as:

- providing bus shelters and turnouts
- mass transit fare reimbursement programs
- providing preferred reserved spaces for carpool parking
- posting transit route and scheduling information

k. Streets should be designed to accommodate large trucks.

l. Traffic generation will be limited so as not to exceed the planned capacity of the surrounding public street system.

m. Encourage major employers on the site to schedule shifts so as to reduce peak hour traffic congestion when feasible.

VI Kruse – North Neighborhood Commercial District

A residential area is planned for the 230–acre area north of Kruse Way, bounded by Melrose Street and properties fronting Fosberg Road and Carman Drive. A neighborhood commercial center of three acres or less is planned to serve this residential area, located centrally within the residential area, not on Kruse Way.

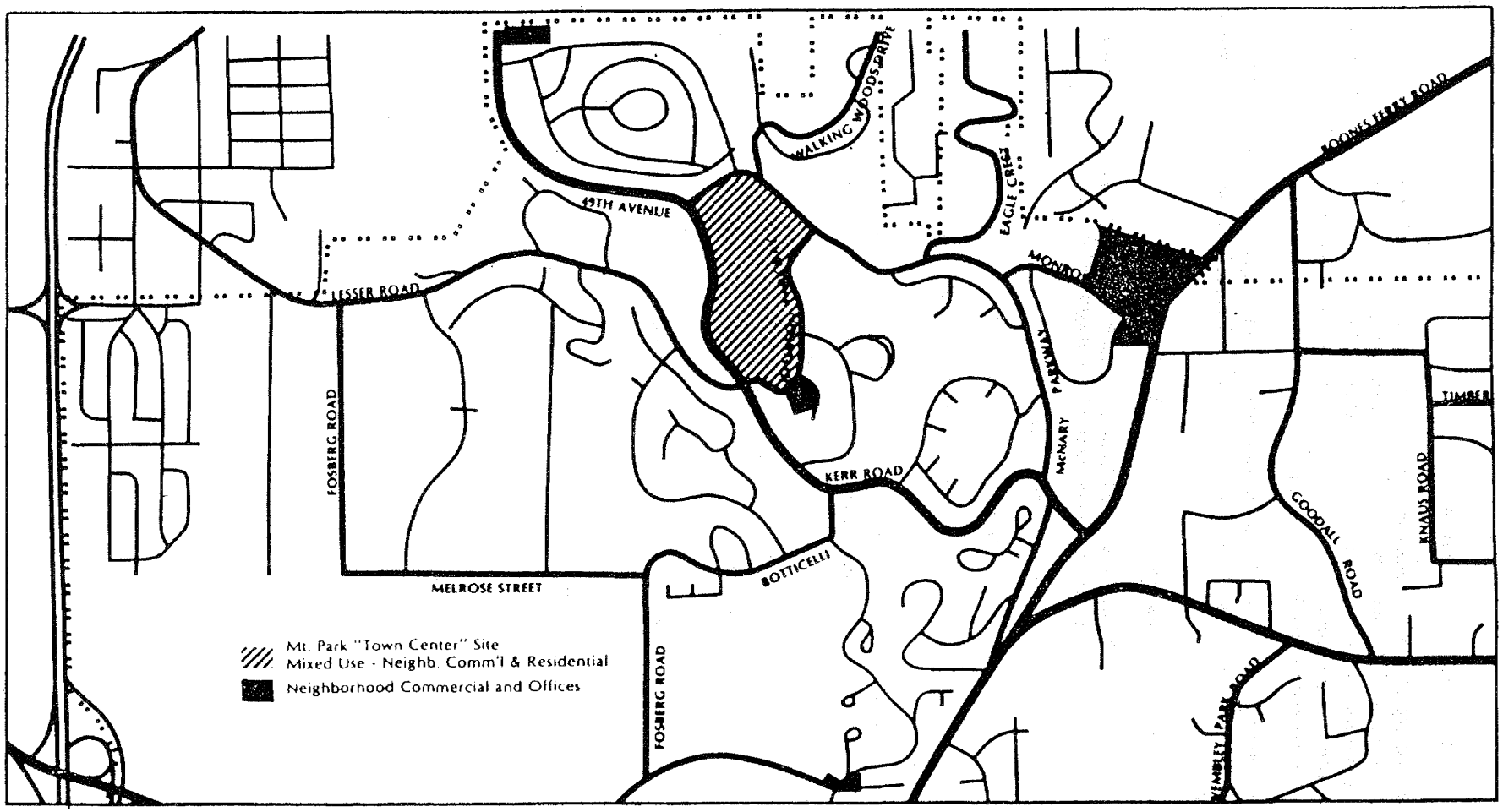
This neighborhood commercial center should be designed to assure:

- location of not more than 35,000 square feet of retail commercial activity, to serve the shopping needs of the adjacent residential areas

- shared access points on collector streets and a unified site plan for the three acre site, to assure internal circulation and to prevent traffic congestion on residential streets

- development standards which encourage private development in accord with:

  - height and setback compatible with the district and adjacent residential areas
  - structural and vegetation buffers to separate adjacent residential areas from noise, traffic and congestion
  - pedestrian walkways, bikeways and safe bike storage, providing a convenient safe alternative to auto travel
  - street furniture and landscaped areas situated to encourage social interaction
  - shared parking facilities and walkways to encourage pedestrian circulation throughout the site. Parking lots should be designed with adequate trees and landscaping, in accord with Air Quality and Quiet Environment Elements of this Plan.
  - public transit service.



Mt. Park Commercial District

VII. Mountain Park Commercial Areas

The areas designated as "General Commercial" in the development ordinance for Mountain Park Planned Unit Development (Ordinance No. 1411) are redesignated as Neighborhood Commercial, to ensure that retail commercial uses principally serve the residents of Mountain Park. The City will assure that, in accordance with the policies in VII–A, VII–B and VII–C, below specifically defined maximum building area limits for commercial land uses are established.

Neighborhood Commercial in Mountain Park may provide for a range of retail, personal services, restaurant and cultural uses. Offices may provide for professional business services, financial, institutional and other uses.

VII–A. Town Center Site (PA 1–89–713; 10–04–89)

1. The 32–acre Town Center site is designated for a mix of high–density (D), residential and retail commercial uses. The following maximum intensities will apply:

   a. Up to 492 residential dwelling units.

   b. Up to a total of 40,000 sq. ft. of retail space.

2. Pedestrian access to the site should be provided for to encourage walking from adjacent residential areas.

3. Development will pay a pro–rated share of the costs of improving Kerr Parkway and providing traffic signalization which shall be required because of Town Center generated traffic.

VII–B. Monroe/Boones Ferry Site (PA 3–92; 10–08–92)

1. The 13 acre site is designated for retail and office commercial uses. The overall building area on the site shall not exceed 131,535 sq. ft.

   The site development plan approved as part of the PUD should be revised to permit commercial uses which would be appropriate for present needs for types of commercial uses.

2. Pedestrian access should be provided.

3. Development will pay a pro–rated share of the cost of improvements to Boones Ferry Road, and providing traffic signalization which may be required because of traffic generated from the site.

4. On–site drainage retention may be required, as feasible, to protect Springbrook Creek.

VII–C. Other Mt. Park Commercial Sites

1. The following sites are designated neighborhood commercial:

   i. Two parcels on Touchstone (± 1 acre each)
   ii. Parcel on Kerr Road across from Portland Community College (± 2.5 acres)
   iii. Parcel on Jefferson Parkway at its intersection with the proposed Kingsgate Street (± 1 acre)
   iv. Parcel on Jefferson Parkway adjacent to Mt. Park Recreation Center (± 2 acres)

(Rev. 07–02–93; ba)

INDUSTRIAL LAND USE

POLICY ELEMENT

INDUSTRIAL LAND USE POLICY ELEMENT

BACKGROUND INFORMATION

Industrial land uses have existed in Lake Oswego all through its history. They originally developed on the Willamette River where proximity to water transportation attracted heavy industry such as iron smelting and now cement production. Light industrial land use developed relatively late in Lake Oswego's history. In the early 1960's, a light industrial park zone was established by the City on Boones Ferry Road, adjacent to I–5. Despite this expansion of industrial zoning, industrial development remains a relatively insignificant part of Lake Oswego's overall character. Since 1950, the City's residential growth has outpaced any other type of development, and Lake Oswego has become a suburban residential community with few local employment opportunities.

In examining its future through comprehensive planning, the City found major adverse fiscal effects would occur if future growth were solely residential. The high per unit cost of public services for low density residential development and the failure of such development to supply adequate revenues are the causes of this situation. This finding led citizen task forces, Planning Commission, and City Council to conclude that additional industrial development would be desirable. Analysis also showed that public policies are needed to improve existing industrial developments in order to maintain and enhance their value.

Summary of Major Issues

Issues related to industrial land use which were resolved through the comprehensive planning process include:

- — Could Lake Oswego's future growth include additional industrial development in order to counteract adverse fiscal effects of residential growth?
- — Could additional employment opportunities be provided in the Lake Oswego area to help reduce commuting distances for future residents?
- — Could additional area be designated for industrial development without degrading environmental quality in the community?
- — Could the City take actions to encourage improvements in existing industrial areas?

Summary of Major Conclusions

The industrial land use policies are a product of extensive analysis by city staff, recommendations of a citizen task force, and review and modification by the City Council. The emphasis on increasing the amount of industrial development represents a major shift in previous development policies for Lake Oswego.

Conclusions reached in this process include:

- – Additional industrial development is needed to help balance the fiscal effects of the community's growth.
- – Light industrial park development can have a positive aesthetic and economic impact on the community while also not overburdening the transportation system
- – Suitable locations for a planned industrial park development exist in the Kruse Way Corridor.
- – Specific city actions are needed in the existing Lake Grove Industrial Park to stimulate improvement, upgrading, and code compliance.

Summary of Supporting Documents

The following list includes supporting documents related directly to the development of the industrial land use policies. For a complete bibliography, refer to supporting documentation.

- Lake Oswego Community Goals, 1974
- Industrial Task Force Report, 1976
- Fiscal Impacts of Urban Development in Lake Oswego, (preliminary findings), 1976.
- Minutes from Public Meetings of Industrial Task Force, 1976
- Lake Oswego Population Study, 1976

OBJECTIVE: **TO ENCOURAGE INDUSTRIAL DEVELOPMENT COMPATIBLE WITH THE COMMUNITY IN ORDER TO INCREASE LOCAL EMPLOYMENT OPPORTUNITIES AND MAINTAIN A HEALTHY LOCAL ECONOMY.**

GENERAL POLICIES:

I. The City will encourage environmentally compatible industrial development located in visually attractive structures in landscaped settings.

II. The City will encourage industrial development by assuring that adequate streets, utilities and public services exist to serve existing and proposed industrial areas.

III. The City will encourage industrial development by establishing clear, concise and unified development standards in order to minimize time for processing development applications.

IV. The City will encourage industrial development by designating industrial park areas in appropriate locations in the Comprehensive Plan.

Specific Policies

FOR GENERAL POLICY I: Encourage environmentally compatible industrial development.

The City will:

1. Establish specific district policies for each industrial district to accommodate the unique conditions existing in each and use these specific district policies as conditions for actual development approval. These areas are:

   a. Lake Grove Industrial Park
   b. Willamette River Industrial District
   (Specific Policy c deleted 12/18/85)

2. Assure compliance with local, state and federal standard for noise, water quality, air quality, fire hazards, material storage and screening.

3. Initiate a program of code enforcement for all existing industrial areas to improve the areas' aesthetic quality and protect individual investments in buildings and landscaping.

4. Establish methods assuring the continued care and maintenance of buildings and grounds in the City's industrial areas.

5. Establish ordinances enabling the City to monitor and control impacts from changes or expansions in use in industrial districts.

6. Require all manufacturing operations in industrial parks to be conducted within an enclosed building.

7. Work with property owners in the Willamette River Industrial Area, in the event any major plant closures occur during the next 20 years, to plan in advance for a transition in land use that is:

   a. Economically feasible for the industrial property owners, and
   b. Compatible with the City's long range plans for the East End Business District

8. Plan adequate storm water runoff management systems and facilities in industrial districts and require developments to conform to city storm drainage policies.

9. Require exterior lighting in industrial districts to be designed so as not to shine beyond property lines adjacent to residential zones.

10. Require all outdoor storage in industrial parks to be screened from public view.

11. Require preservation of major tree stands wherever feasible.

FOR GENERAL POLICY II: Encourage industrial development by assuring adequate streets, utilities and public services.

The City will:

1. Place high priority on water system improvements which will assure adequate water volumes and pressure for the City's existing and proposed industrial areas.

2. Develop and implement a detailed Lake Grove Industrial Park improvement program in conjunction with property owners.

3. Assure timely completion of the Boones Ferry widening project and integrate this improvement with the local circulation system in Lake Grove Industrial Park.

   (Specific Policy 4 Deleted 12/18/85, PA 4–85)

FOR GENERAL POLICY III: Encourage industrial development by establishing clear development standards to minimize time for processing development applications.

The City will:

1. Refine design guidelines for industrial park areas to clarify requirements for development review approval. (See Strategies for General Policy I)

2. Assist industrial park development proposals in obtaining DEQ indirect source permits.

3. Work cooperatively with individual industrial park development proposals to assist in complying with city and state regulations.

4. Review and revise all regulations affecting industrial development in the city and assure they are clear, concise and equitably enforced.

FOR GENERAL POLICY IV: Encourage industrial development by designating new industrial park areas in appropriate locations in the Comprehensive Plan.

The City will:

1. Expand the existing Lake Grove Industrial Park in a manner compatible with neighboring residential areas. (Recommended expansion is shown on map below.)

2. Require the new Kruse Way Industrial Park to be developed consistent with unified overall plan. Proposals for individual parcel development will not be considered prior to city approval of an overall plan for the total site.

   This overall plan will include, but not be limited to stream protection, internal circulation plan, and preservation of major open spaces.

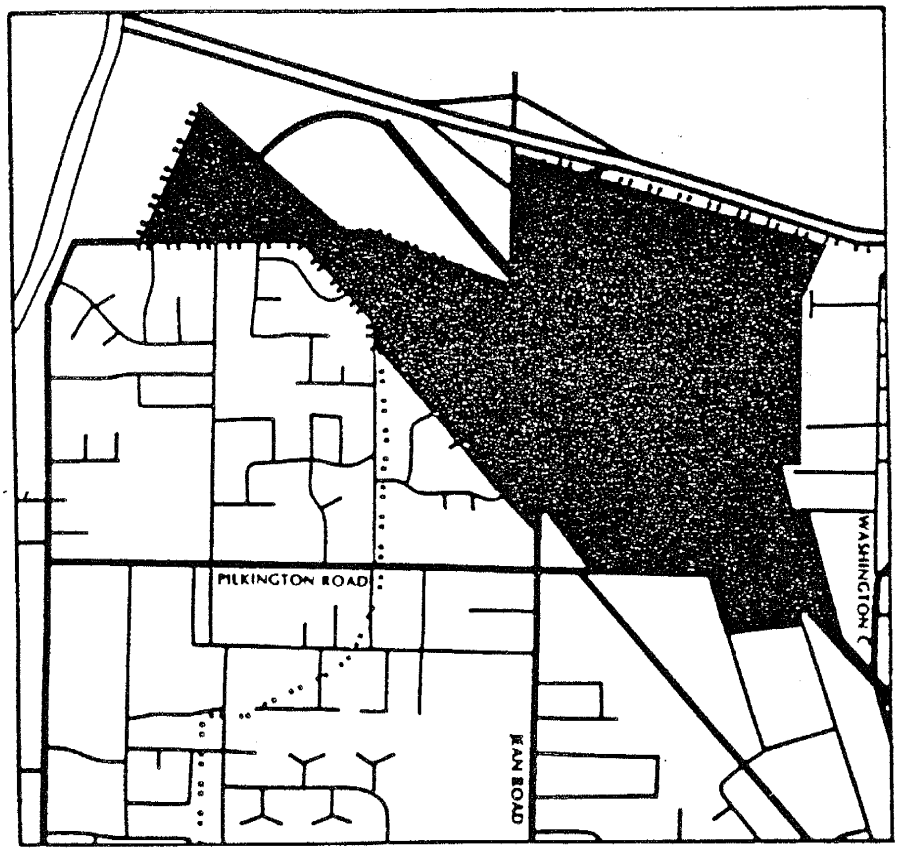
   (Specific Policy 2 deleted and 3 renumbered 12/18/85, PA 4–85)

Specific Policies

Specific Industrial District Policies.

FOR GENERAL POLICY I: Encourage environmentally compatible industrial development.

The following three sets of specific district policies will guide development in the existing and proposed industrial districts in the Lake Oswego Urban Service Area. Each district has unique conditions, thus individual policies are needed for each.

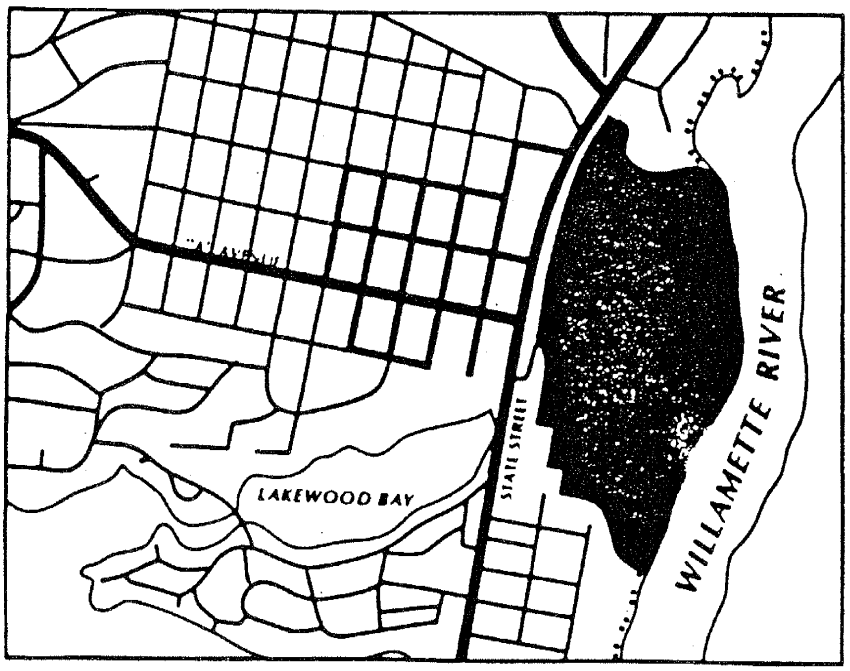


Lake Grove Industrial Park District

1. Lake Grove Industrial Park District Policies

a. Realign the Jean Road/Boones Ferry Road intersection as part of the Boones Ferry Road widening project to assure adequate truck turning radius.
b. Initiate measures to solve circulation and drainage problems, enhance the area's general appearance, and identify the southwestern entrance to the City.
c. Preserve major stands of trees where feasible.
d. Encourage developments on small parcels to develop shared access with adjacent parcels wherever feasible.
e. Assure adjacent residential areas are protected from adverse effects of industrial activities and land use.
f. Revise the existing "IP Zone" statutes in the Lake Oswego Code to require:

— compliance with the currently adopted noise performance standards and regulations of the Oregon Department of Environmental Quality.
— levels of maintenance of buildings and grounds.



Willamette River Industrial District

2. Willamette River Industrial District Policies

a. Investigate feasibility of moving the Foothills Road/State Street intersection further south to reduce traffic conflicts with the existing railroad crossing.
b. Require all proposed changes in use or expansions in use to provide the City with information on existing and projected truck and auto traffic levels.
c. Work with property owners to determine feasibility of a proposed trail along the Willamette River from Tryon Creek to George Rogers Park.
d. Encourage general improvement of the area's visual quality. (See Willamette River Greenway, Natural Resource policies).
e. Investigate possibility of new or alternative access points to the Willamette River Industrial District.
f. Coordinate future planning for the East End Business District with the development in Willamette River Industrial Area.

Kruse Way Industrial Park District Policies and map deleted 12/18/85, PA 4,5,6–85)

OPEN SPACE

LAND USE POLICY

ELEMENT

OPEN SPACE LAND USE POLICY ELEMENT

BACKGROUND INFORMATION

Open Space is a major feature of Lake Oswego's environment. The community's character and identity are related closely to the abundance and beauty of the community's natural assets, including Lake Oswego itself, the streams and steep wooded slopes, and two rivers which flow along the southern and eastern borders and the areas of undisturbed natural vegetation and associated wildlife.

"Open Space" includes diverse elements such as the natural environment, neighborhood playground, marsh, lake, farm field, tree groves, utility easement, or even a landscaped back yard. Such Open Space forms a vital part of the urban environment because it serves several important functions:

- protection of natural resources such as streamways, water table or wildlife habitat
- visual structure for the urban environment, as natural features such as rows of trees, open pathways, wooded hillsides or distant views become visual elements or boundaries
- land for recreational use, such as nature areas, pedestrian and bike trails

Lands associated with essential natural processes are of the greatest benefit to the community if left relatively free of development so natural processes can function unimpeded. An example is pollution free open wetlands, which replenish the water table, slow down runoff, absorb sediment and provide shelter and food for animals and birds. The wetlands in Iron Mountain canyon, for example, allow overflow of Springbrook Creek during heavy rains. By providing this expansion area, these wetlands slow water velocity, decreasing erosion downstream, and absorb sediment. This protects private yards along the way and decreases silt buildup in the lake, among other benefits.

Open Space provides aesthetic character. For example, the Country Club and Oswego Lake are beautiful spots for all to view, and the steep tree covered slopes which create a canyon around Iron Mountain Boulevard make a scenic roadway. Lake Oswego residents place a high value on such beautiful natural spots.

Finally, open space provides substantial economic benefits. First, the community's open space is a major reason for the community's attractiveness for residences, hence a factor in their relatively high values. Second, open space can save public costs, such as dredging sediment from the Lake and canals, or cleaning landslides from roads, if natural areas are maintained in a healthy condition.

Major research on open space and natural resources was carried out by more than 150 local residents, together with City staff, to provide a basis for comprehensive plan policies. The result was the Lake Oswego Physical Resources Inventory, which contains the following reports and maps related to open space:

REPORT	MAP SCALE
- Existing Land Use and Vacant Lands	1" = 100'
- Detailed Soils Inventory	1" = 800'
- Geologic History	
- Engineering Geology	1" = 800'
- Slopes Analysis	1" - 800'
- Vegetation	1" = 800'
- Climate	
- Hydrology and Water Quality	1" = 800'
- Historic Sites	
- Distinctive Areas	1" = 800'
- Field Surveys	1" = 200'

This information, available for the first time, allowed identification of important open space sites and their purposes.

Summary of Planning Process

Open space and natural resources research and field study information was collected by citizen volunteers, staff and professionals in soils science and engineering geology. The volunteers summarized major findings and issues in each report in the Lake Oswego Physical Resources Inventory. Three citizen task forces, using the LOPRI as a basis and adding their own research and public opinion sampling, made recommendations to the Planning Commission. Two neighborhood associations recommended open space site acquisitions or policies. The Conceptual Bikeways Master Plan recommendations were the basis for bicycle route and standards. Public hearings and study sessions led to modifications, especially in site designations.

Summary of Major Issues

- Open space has been consumed by development, with consequent change in character and accessibility. Projected future growth appeared likely to eliminate most open space areas.
- Water systems are sensitive to development, which can cause erosion, sedimentation, flooding, reduced groundwater, loss of vegetation and wildlife habitat, and pollution, especailly of Oswego Lake.
- Some areas have potential landslide and erosion hazard problems, and some have potential soil problems such as high groundwater, poor permeability, which has affected some developments. They are a potential liability to the City.
- The City had never identified valuable open spaces for protection or acquisition, nor evaluated the condition of natural resources.
- Development regulations and procedures lacked provision for open space and natural resource protection. The City had never actively sought to provide for or protect open space, except in response to residents' initiatives.
- Recreational demand for activities such as jogging, walking, cycling, picnicking and nature study has increased.
- Acquisition of open space was becoming limited by development and rapidly rising land costs. No local funding source existed for purchase of open space sites, short of general obligation bonds.
- No means of protecting historic places existed.

Summary of Major Conclusion

The element is based on the following major conclusions:

- The City should identify and provide for open space according to primary function: Protection Open Space and Public Open Space.
- About 1600 acres of the Planning Area fit open space criteria for protection of natural processes or outstanding areas, including stream corridors, potential hazard areas and especially beautiful natural areas.
- Much of this area could be developed while maintaining open space values, provided that careful site design and construction practices were followed. Floodways, drainage ways and known landslide areas are excepted
- Major open space sites should be designated and purchased immediately because of imminent development pressures.
- Preservation of natural resources and processes will be a major objective of land use location and intensity, and of development regulations and procedures.
- Alternative funding sources should be developed.
- An intra–city trail system should be established for bicycle, jogging and walking, and equestrian users.
- A citizen advisory board in open space and natural resources should be established.

Conclusions are described in more detail in the following documents:

- General Policy Directions for the Comprehensive Plan, Planning Commission, March 1977.
- Open Space and Natural Resources, Parks and Recreation, Community Identify, Design and Aesthetics and Energy Conservation, Task Force Reports.
- Summary of Developing Natural Resource Policies, December 1976.
- Record of Planning Commission Study Sessions and Public Hearings, 1977

Summary of Supporting Documents

- Open Space and Natural Resources; Community Identity Design and Aesthetics, and Parks and Recreation, Task Force Reports, 1976.
- Lake Oswego Physical Resources Inventory, 1976
- General Policy Formulation Paper No. 5, Planning Department, December, 1976
- Bikeway Conceptual Master Plan, September 1974

Findings of fact and alternatives are summarized in the second volume of this plan. Factual information was drawn from the above sources, and:

- Parks and Open Space, Proposals for Lake Oswego's Future Needs, questionnaire mailed to all households in Planning Area, 1977.
- Flood Plain Information, Army Corps of Engineers, 1976.
- Storm Sewer and Drainage Study of the Lake Oswego Area, CH2M–Hill, July 1968.

PROTECTION OPEN SPACE POLICIES

Essential ingredients of the PROTECTION OPEN SPACE system are the hydrologic system, the soils and slopes and the natural vegetation which thrives in those areas and which protects and stabilizes the natural systems.

The protection of the natural characteristics of these lands is necessary either because the lands are not suitable for intense development or because of their importance as natural resources.

Protection does not mean total prohibition of these lands from other uses, rather it means wise and managed use of these lands, preserving the natural systems and yet allowing development compatible with those systems. In some instances, the most critical protection areas should be kept free of any development. In other instances, such areas can sustain certain types of development without detrimental impact.

OBJECTIVE: TO ASSURE OPEN SPACE WHEREVER IT IS NEEDED TO:
- PROTECT ESSENTIAL NATURAL PROCESSES
- AVOID NATURAL HAZARDS
- TO PRESERVE UNIQUE NATURAL AREAS VALUED FOR THE SCIENTIFIC, EDUCATIONAL, RECREATIONAL OR COMMUNITY IDENTITY BENEFITS PROVIDED.

GENERAL POLICIES:

I. **The City will designate the following lands as PROTECTION OPEN SPACE;**

Stream Corridors
Flood Plains
Willamette River Greenway
Wetlands
Oswego Lake
Hillsides
Distinctive Natural Areas
Weak Foundation Soils
High Ground Water Areas
Slopes with Potential for Erosion Hazard
Slopes with Potential for Landslide Hazard

II. **The City will regulate the uses of lands so designated in accordance with the policies set forth in the NATURAL RESOURCES POLICY ELEMENT, in order to preserve essential natural resources and processes, avoid natural hazards and damages and to preserve significant natural features in the community.**

PUBLIC OPEN SPACE POLICIES

This Plan designates certain land areas as Public Open Space, to be managed in a natural open state and available for public use. Public Open Space includes already publicly owned property and property to be acquired and made available for public use. The major sites were chosen because of their value to the community as natural areas, their fragile nature which requires protection, or the difficulty and expense anticipated for development of these sites. A pathway system has been planned, which includes footpath access to these open spaces.

OBJECTIVE: TO PROVIDE FOR PUBLIC ACCESS TO SPECIAL AND UNIQUE AREAS; TO PROVIDE FOR RECREATION USES OF OPEN SPACE, AND TO HELP TO SHAPE DESIRABLE URBAN DEVELOPMENT PATTERNS.

GENERAL POLICIES:

I. **The City will develop a Public Open Space Plan, which will preserve fragile natural areas and provide for public access to unique natural areas, view spots, historic sites and neighborhood green spaces.**

II. **Public Open Space Plan will be coordinated with other land uses and actively implemented through acquisition policies and development standards.**

III. **The City will establish procedures for raising funds for Open Space acquisition on a routine basis to insure availability of funds when open space acquisition opportunities present themselves.** (PA 4–88–623, 12–21–88)

Specific Policies

FOR GENERAL POLICY I: Develop a Public Open Space Plan.

The City will:

1. Designate as PUBLIC OPEN SPACE, natural areas which are chosen as:

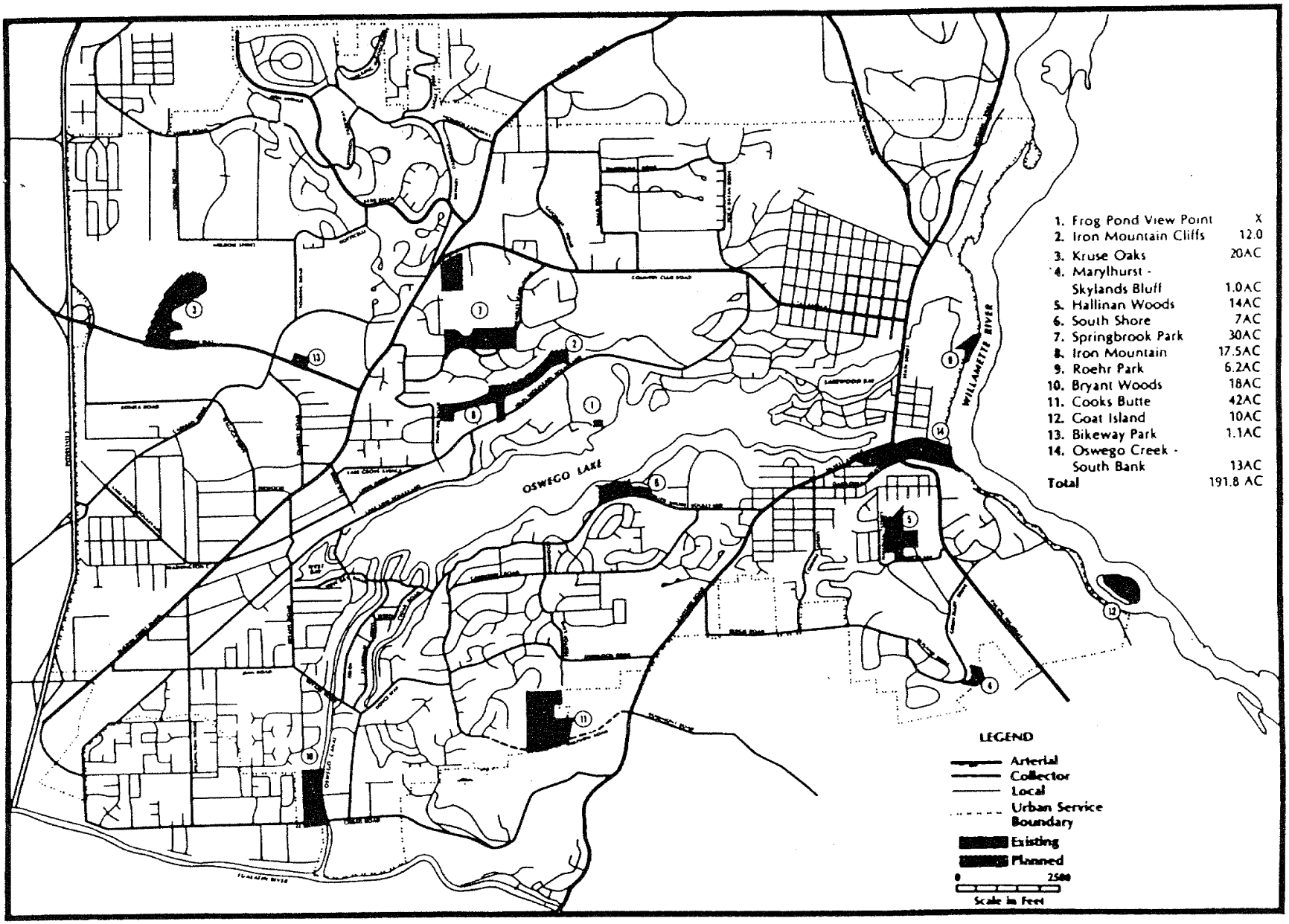
    a. unique natural areas
    b. fragile lands requiring protection from development
    c. unique views
    d. historic sites
    e. neighborhood green spaces
    f. critical habitat

PUBLIC OPEN SPACE MAP, page 139 outlines proposed Public Open Spaces. This map includes sites already publicly owned, sites proposed for acquisition and city parks which contain unique natural areas.

2. Manage public open space lands to assure:

    a. preservation of natural areas
    b. protection of views
    c. protection of endangered species
    d. careful development of trails or parking lots to protect natural areas.

3. Assure that areas designated as open space which are located within parks will be managed according to public open space policies.



Planned City Open Space System

FOR GENERAL POLICY II: Coordination and Implementation.

The City will:

1. Develop priorities for public acquisition.

    a. Open space designated for public acquisition will be approved by Council as part of this Comprehensive Plan.
    b. Schedule and means of acquisition will be approved as part of Plan implementation. Acquisition may include fee–simple ownership by purchase or gift, long–term lease, partial rights, such as scenic or conservation easements or other methods approved by the City Council. 12/28/82

2. Appoint a citizen advisory committee (Conservancy Commission) to advise Council on methods of acquisition and on management of PUBLIC OPEN SPACE. The Conservancy Commission will be asked to assume the leadership in finding ways to acquire the planned PUBLIC OPEN SPACE and advise on designation of further sites.

3. Require dedication of appropriate open spaces as a condition of development approval. Wherever possible, these dedications will fit the community's PUBLIC OPEN SPACE plan and INTRA–CITY PATHWAY SYSTEM.

4. Designate appropriate City department to administer PUBLIC OPEN SPACE and PATHYWAY SYSTEM, in accord with public open space plan.

FOR GENERAL POLICY III: Establish procedures for raising funds for Open Space Acquisition.

The City will:

1. Estabish an Open Space Acquisition Fund to insure availability of funds when opportunities or needs for Open Space acquisition occur in the future. (PA 4–88–623, 12–21–88)

PUBLIC OPEN SPACE PROPOSED FOR ACQUISITION

Lake Oswego's PUBLIC OPEN SPACE PLAN describes land areas now undeveloped which are proposed for public acquisition. These sites have been assigned a high priority by citizens as open spaces which are valuable to the public.

As open space, these sites shape urban development, enhance community identity, and provide for recreation and educational opportunities. Lake Oswego residents have repeatedy endorsed the value of open space. (For detailed issues, findings and recommendations, consult Growth, Open Space, Housing and Community Identity Task Force Reports, and the Physical Resources Inventory.)

Six PUBLIC OPEN SPACES are here (proposed) for public acquisition in addition to lands already owned by the City. Policies in PUBLIC OPEN SPACE PLAN outline how acquisition and maintenance will be accomplished. In addition, these policies outline open space criteria to guide development of some existing city park lands.

PROPOSED PUBLIC OPEN SPACE PLAN, page 131, depicts the PUBLIC OPEN SPACES planned for public acquisition. A brief description of the sites follows:

1. FROG POND – MADRONA BLUFF–VIEW SITE

As one of the last open spaces on the shores of Oswego Lake, the 40 to 60 acres of the Frog Pond and its neighboring hillside, Madrona Bluff, are of significant value to the community as a natural area, wildlife habitat, and view of the Lake.

Frog Pond has been designated a Distincitve Natural Area, a habitat for heron and ducks and other aquatic birds and wetland animals. The slopes above and west of the pond include forests, open meadows, rocky buffs overlooking the lake.

Although difficult to evaluate at present, because of dense vegetation, the area would provide a panorama of the Lake from the heights, as well as trail–site proximity along the shores. It is the last remaining site with a potential to provide the public with a significant view of the Lake. A view site is proposed to be acquired by the City through either purchase or dedication.

2. IRON MOUNTAIN CLIFFS

The steep cliffs known as Iron Mountain run parallel to Iron Mt. Boulevard from Lake Oswego Hunt Club on the west to Fairway Road on the east. The Old Prosser iron mine was located on these cliffs at the site of present water tower. Although the mine shafts have been closed, the bed of the old mine railroad is intact and joins pathways from the valley floor and existing City–owned land north and west of the Hunt Club.

By acquisition of an additional 14.85 acres of steep wooded land, the City could provide for protection of the beauty of Iron Mountain Canyon, as well as a trail system providing a valuable and beautiful connecting corridor, a valuable link in the City's Park and Open Space Plan.

3. KRUSE OAKS

A particularly valuable and unique resource is the 40 to 50 acre Kruse Oak Forest, located north of Kruse Way and south and west of Fosberg Road. This area is valued by local residents and is designated a unique "Natural Area" in the Nature Conservancy's Oregon Inventory of Natural Areas, because of its unique undisturbed natural features. The basically flat, treeless nature of the area east of the forest makes preservation of this open space valuable as a separation of residential areas from highways and commercial uses.

Kruse Oaks is a unique botanical area, providing a valuable research site for Portland and Lake Oswego schools and universities. Oaks are found inter–mingled with ash, standing in water much of the year. A number of plants, unusual in the Portland area, are found here, and at least two endangered plant species. Many of the Oaks are 100–150 years old. (See LOPRI–Distinctive Areas and Open Space Natural Resources Task Force Report detailed description of land, vegetation, and wildlife.) Although preservation of the hydrologic characteristics of the Kruse Oaks, in the face of development of surrounding areas, will require careful engineering, the unique botanical characteristics and beauty of this area hold great value to the region as well as Lake Oswego, and should be preserved as open space. Land uses should be designed to allow study and limited recreation without alternation of the natural character. Twenty acres of Kruse Oaks are proposed for public acquisition.

4. MARYLHURST – SKYLANDS BLUFF

The Glenmorrie–Marylhurst–Skylands area, south of Lake Oswego, includes many steep wooded hillsides and ravines, which included both hazardous development sites and spectacular view sites. These and adjacent areas are also designated Open Space by the Clackamas County Comprehensive Plan.

Public open space will be developed along the road right of way which will provide interconnecting system of viewpoints and pedestrian paths with public access to a view site at the big bend on Green Bluff Road.

5. HALLINAN WOODS

This area consists of approximately 14 acres, a large part of which is currently owned by the Lake Oswego School District. The southern portion of the site is relatively flat, now covered with grasses, berries, and trees. The northern half is steeper and abounds in native trees such as Douglas Fir, dogwood, oak, cedar. A creek meanders through the northern end, making the setting especially beautiful.

The proximity of forest, grassland, and brush, plus the creek, provide an ideal habitat for birds and other small wildlife, and an ideal community natural area.

The Open Space and Natural Resources Task Force believed that the School District property was not suited for a school site, because of slope, soil type and size, and recommended that the City acquire the area for a natural area open space. The School District, however, has determined a need for the ten acres as a school site.

The Comprehensive Plan proposes City acquisition of additional land on the eastern side of the present school site and it proposes the School District and City work out a site plan which permits construction of a school and preservation of significant natural features.

6. SOUTH SHORE

This fragile and beautiful seven acre site extends from South Shore Boulevard to the shore of Oswego Lake. Excellent views are framed by towering trees. The site is extremely steep and is in an area of known landslides making it particularly appropriate as open space if trails are carefully constructed to protect the fragile terrain.

(PA 4–88–623, 12–21–88)

CONCEPTUAL INTRACITY PATHWAY SYSTEM MAP HERE

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PARKS AND RECREATION

POLICY ELEMENT

PARKS AND RECREATION POLICY ELEMENT

BACKGROUND INFORMATION

An important, yet often inadequately considered element of community livability is the quantity, quality, variety and wide spread availability of recreational opportunities. As Lake Oswego's population grows and land becomes more densely developed, careful recreational planning become increasingly critical in maintaining adequate recreational opportunities.

Further, not only is urban growth itself creating additional demands for recreation opportunities, but todays life style of increased affluence and leisure time is creating an even greater per capita demand for high quality recreational opportunities.

In recognition of their need for space and invigorating activities to counter balance the intensity and stress of urban living, the community of Lake Oswego determined, as part of its Community Goals, to develop a coordinated Parks and Recreation system to serve the existing and long range recreational needs. During the development of the plans which would outline the steps to reach that goal, problems and issues were identified. Information was gathered and refined to make clear future community needs as well as the relationship of Lake Oswego to the regional recreation picture. The policies and strategies which were then developed are intended to guide development of the community's Parks and Recreation System to serve the community's needs in accord with goals and available resources.

Summary of Major Issues

Issues identified which were resolved through the Comprehensive Planning process included:

- What are the existing and future recreational demands in Lake Oswego?
- What are the existing deficiencies in the Parks and Recreation System?
- How much additional parkland is needed to meet existing and long range recrational needs?–What criteria should determine parkland needs?
- What kinds of park and recreational facilities development is desirable or needed? And, again, what criteria should determine park and facilities development?
- How to assure a parks and recreation plan which accurately reflects the changing needs and interest of the residents?
- What was the best method to assure long range recreational needs could be met at costs that existing residents could reasonably bear?
- What role should the City play in the provision of recreational opportunities for the residents of Lake Oswego?

Summary of Major Conclusions

This plan element and the strategies developed to aid in its implementation are the results of over four years of lengthy community discussions and the technical research and analysis which have translated goals and desires into a Parks and Recreation Plan, which best fulfills community goals. Citizens, together with city staff, recreation planning consultants, Planning Commission and City Council were involved in:

- Collection of factual information needs, regional considerations, alternatives and desirable levels of service.
- Refinement of problems and issues
- Identification and resolution of opposing positions
- Choice among alternative recommendations and policies.

The following conclusions were reached as a result of this process, and a plan of action was approved which could satisfy the community goals:

- That a coordinated Parks and Recreation System would be planned to serve the planned population of approximately 50,000 residents and land use distribution and to meet a diverse range of recreational interests and needs
- That a standard of ten acres of parkland per 1000 population recommended by National Recreation and Parks Association could be used as a general guideline but because of the adjacent 600 acre Tryon Creek State Park (which of course serves the entire North Willamette Region). Something slightly less than NRPA standard would still provide an adequate per capita/parkland ratio.
- That while a long range balance between acquisition, facilities, development and program operations would be maintained, during the early phases of plan implementation, acquisition should enjoy top priority in order to take advantage of existing land availability and to minimize inflationary cost increases.
- That Lake Oswegans want and enthusiastically support a wide range of high quality recreation facilities including:

  — lands, programs and facilities for active recreation use such as soccer, football, tennis, golf, jogging, biking, swimming and boating.
  — lands and facilities for passive recreation needs such as hiking, nature appreciation, and picknicking
  — facilities and programs for cultural and self–enrichment opportunities such as ceramics, drawing, painting and physical fitness.

- That park and recreation facilities should be well distributed throughout the City to assure convenience and availability to residents of all ages and incomes.
- That lands proposed for parkland acquisition be selected specifically to meet the needs outlined above.
- That park development should be coordinated with planned streets system and with policies for preserving the livability of adjacent neighborhoods.
- That a Parks and Recreation Citizen Advisory body be established to assure a continuous exchange of ideas between the City and citizens regarding recreational facilities and programming.

Summary of Supporting Documents

The following list includes the supporting documents related directly to the development of the Parks and Recreation policies. For a complete bibliography of supporting documents, refer to Supporting Documentation.

The following reports and information, on file in the Planning Department, document the Comprehensive Plan policy making process:

- Lake Oswego Community Goals, November 1974
- Comprehensive Plan Task Force Reports, particularly Parks and Recreation and Open Space and Natural Resources
- Lake Oswego Parks and Recreation Master Plan, Lake Oswego Bicycle Task Force and City Departments, September, 1974
- Key Issues Raised at Public Meeting, May 16, 1977 (Planning Department memo)
- Parks and Open Space, Proposals for Lake Oswego's Future Needs (Questionnaire sent to the public and the input received which is on file in the Planning Department)
- Results of Questionnaire on Parks and Open Space Summary, November 3, 1977 (Planning Department memo reporting questionnaire response)
- Map – Draft Parks Facilities Plan, Parks Task Force, 1977.

PARKS AND RECREATION POLICIES

OBJECTIVE: **TO DEVELOP AND IMPLEMENT A PARKS AND RECREATION PLAN WHICH WILL SERVE LONG RANGE COMMUNITY RECREATION LAND, PROGRAM AND FACILITIES NEEDS IN ACCORDANCE WITH COMMUNITY OBJECTIVES AND OVER-ALL COMPREHENSIVE PLAN POLICIES.**

GENERAL POLICIES

I. **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.**

II. **The City will, as a high priority, identify and acquire lands desired or needed to serve long-range community recreation needs.**

III. **The City will establish criteria for determining intensity of use and design of proposed park and facilities development.**

IV. **The City will establish procedures to inform and involve the citizens of Lake Oswego in the development and operation of the Parks and Recreation System and to evaluate parks and recreation activities for compliance with Comprehensive Plan Policies.**

Specific Policies

FOR GENERAL POLICY I: Plan and implement Parks and Recreation system.

The City will:

1. Develop a Parks and Recreation system which includes land, facilities and recreation programs to meet long-range community needs.

2. Develop the following detailed programs to implement the Parks and Recreation system plan.

   a. a land acquisition program
   b. a Parks and Recreation system funding program
   c. a recreation services program
   d. a recreation facilities development program
   e. a Parks and Recreation citizen involement program

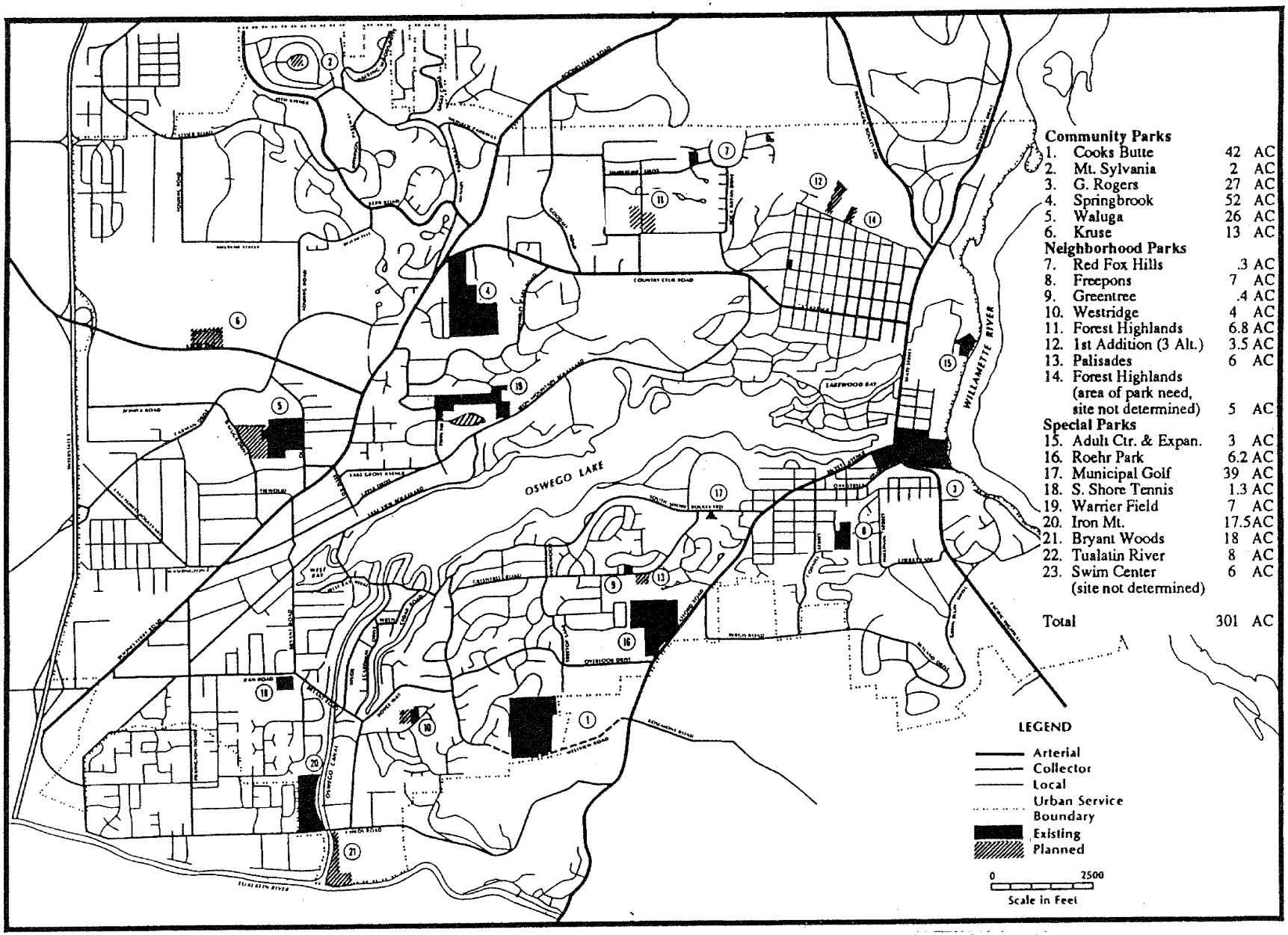
3. Demonstrate a long-range balance among acquisition, facilities, development and program operations in the Parks and Recreation Plan. However, during the early phases of Plan implementation, acquisition will enjoy top priority in order to take advantage of existing land availability and to minimize inflationary cost increases.

4. Develop a Parks and Recreation system which reflects a diverse range of recreational interests and needs. This range will include:

   a. Lands, programs and facilities for active recreation use such as soccer, football, tennis, golf, jogging, swimming, and boating.
   b. Land and facilities for passive recreation needs such as hiking, nature appreciation and picnicking.
   c. Facilities and programs for cultural and self-enrichment opportunities such as ceramics, drawing, painting and physical fitness.

5. Develop an annual list of major facilities development needs, according to development priority.

6. Review and revise this plan element annually to reflect changes in community needs, priorities, or development pressures on designated lands.



Planned City Parks System

Source: L.O. Parks and Recreation Master Plan 1976

7. Develop major neighborhood park and playfield facilities in conjunction with schools wherever possible.

8. Encourage the development of private recreational facilities which are consistent with community recreation objectives and needs.

FOR GENERAL POLICY II: Identify and acquire needed recreation lands as major priority.

The City will:

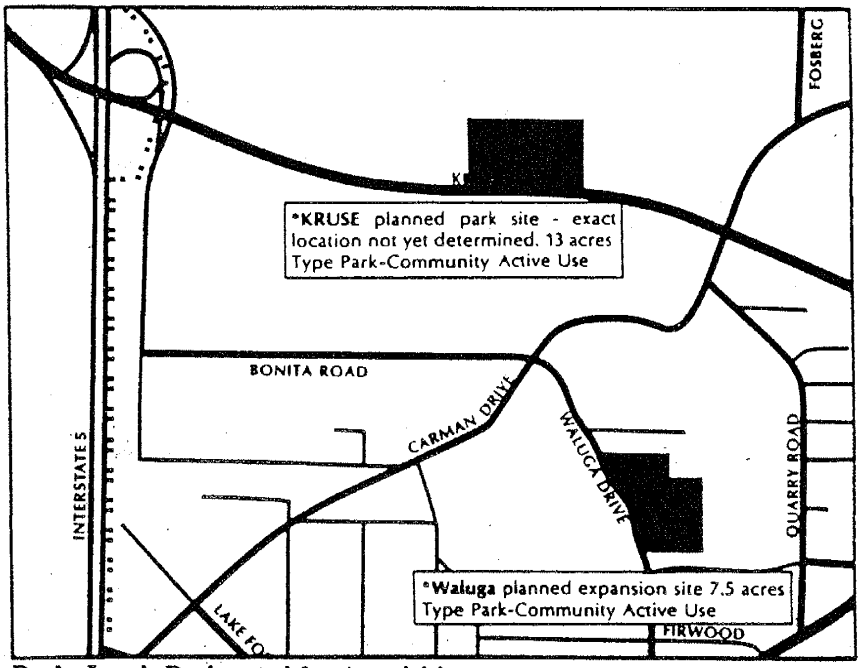
1. Designate specific lands to meet current and long–range recreation needs based on the following criteria:

   a. Lands which meet unique specifications for active recreation needs such as ballfields, tennis courts, swimming pools and golf courses.
   b. Land desired for passive recreation such as those lands containing natural recreation amenities such as views, woodlands or streams.
   c. Lands located near streets with adequate capacity to handle traffic generated by intended park use and scale.
   d. Allow the dedication of small tot lots of two acres or less, where such dedication is consistent with overall comprehensive plan policies and objectives.
   e. Designate a 'Parkway' system of scenic streets around the City. (See Transportation Element) (PA 4–88–623, 12–21–88)

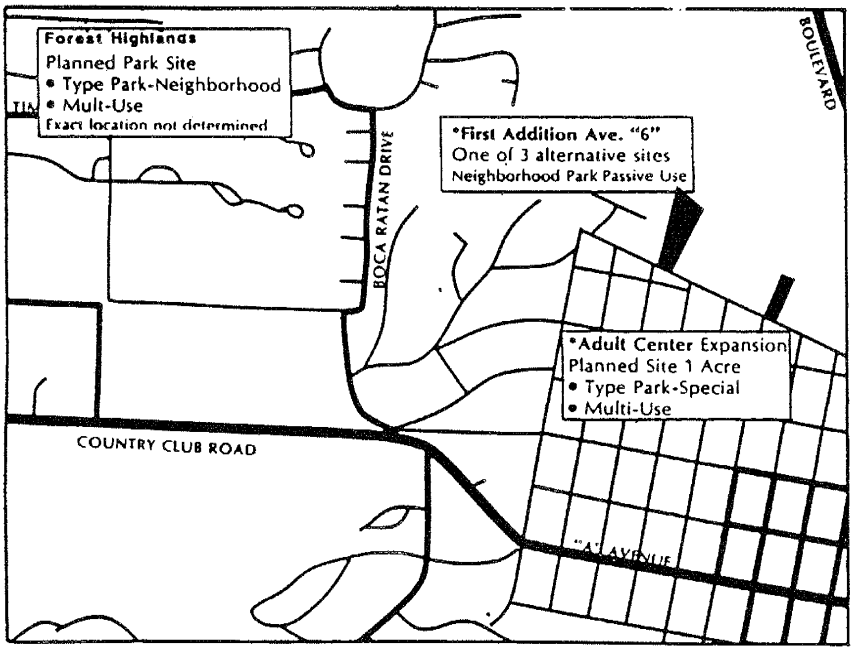
2. Designate the following specific lands as Parks needed to meet current and long–range community recreation needs.

Existing Parks	
Community Parks	
Cooks Butte Park	42 acres
Bryant Woods	18 acres
George Rogers Park	27 acres
Springbrook Park	52 acres
	(only 20+ acres for active use)
Waluga Park	19 acres
Neighborhood Parks	
Red Fox Hills Park	.3 acres
Freepons Park	7 acres
Greentree Park	.4 acres
Westridge Park	2.2 acres
Special Parks	
Adult Community Center	2 acres
Roehr Park	6.2 acres
Golf Course	39.2 acres
City Swim	.3 acres
South Shore Tennis Courts	1.3 acres
Warrior Field	7 acres
Iron Mt. Property	17.5 acres
Total Acres	241.0 acres

Special Regional Park		
Mt. Sylvania	2 acres	
Community Parks		
Kruse Way Park	13 acres	
Waluga Expansion	7 acres	
Neighborhood Parks		
Westridge Expansion	2.8 acres	
Forest Highlands	6.8 acres	(PA 2–91)
1st Addition Park/"G" Avenue	3.5 acres	
Glenmorrie Park	10 acres (no specific site)	
Forest Highlands	Additional 5 acres (no specific site)	(PA 9–89)



Parks Lands Designated for Acquisition



Park Lands Designated for Acquisition

Palisades Park	6.0 acres
Special Parks	
Adult Center Expansion	1.0 acre
Swim Center	6 acres minimum (no specific site)
Tualatin River Park	8 acres
Existing Parks Acreage	241.0 acres
Acreage Proposed	74.2 acres
Grand Total	315.2 acres*

NRPA Standard for 50,000 popoulation – 500 acres (10 acres per 1000 population)

*45 acres of open space is proposed in addition to this list and is listed under Passive Recreation Needs.

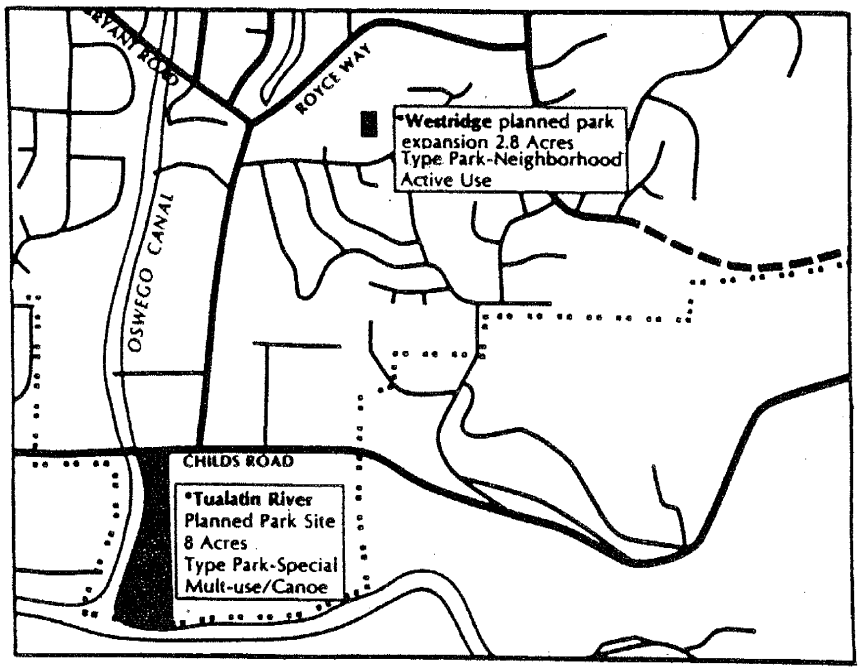
3. Utilize the following priorities in developing the parks acquisition schedule. Market and development pressures may shift an acquisition to highest priority.

First Priority
a. Active Recreation Needs
   Westridge land
   Waluga Park land
   "G" Avenue Park
   Kruse Way Park
   Adult Center site
   Tualatin River Park land
   Glenmorrie Park land
   Forest Highlands (no specific site)
   Palisades Park
b. Passive Recreation Needs
   Madrona Bluff/Frog Pond view site
   Kruse Oaks
   Iron Mt. land
   Hallinan Woods land
   South Shore View Site

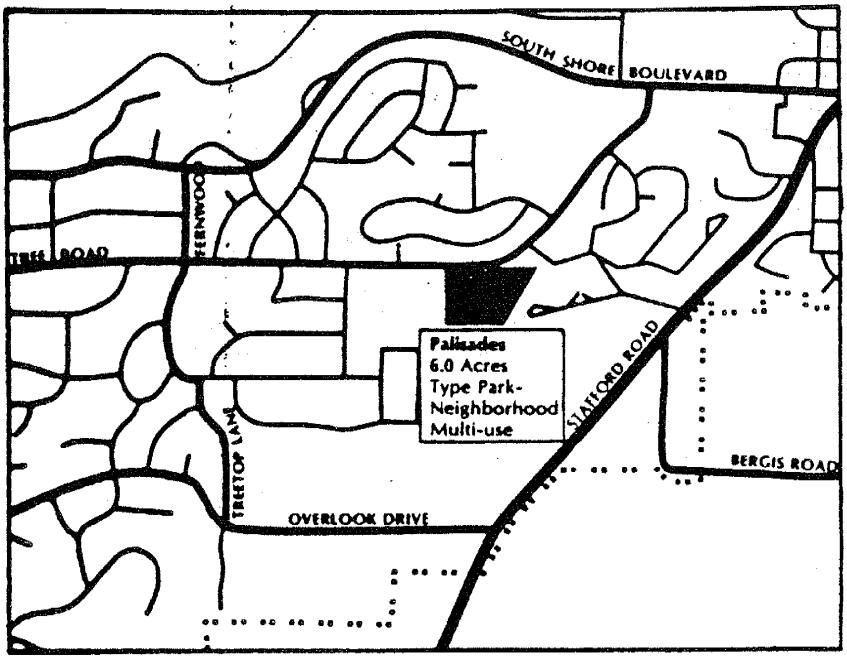
Second Priority
   Forest Highlands Park; Swim Center (PA 4–88–623, 12–21–88; PA 9–89)

4. Develop a mechanism to provde the public with reasonable time to arrange for acquisition when and if lands designated for parks or open space use become subject to development pressures.

5. Continue acquisition of lands eligible for the Willamette Greenway fund (as lands become available for acquisition).



Park Lands Designated for Acquisition



Park Lands Designated for Acquisition

6. Establish procedures to allow gifts of land or money to parks trust fund.

7. Secure adequate financial support to develop and implement the Park Acquisition Program in accordance with defined priorities. These methods could be used:
   — monies from park trust fund
   — grants
   — general obligation – bonds
   — revenue bonds
   — serial levy

8. Require new development to pay an equitable share of the costs generated. To accomplish this the City will require dedication of land (where lands designated by Parks and Recreation Plan are involved) or funds in lieu of land (where designated lands are not involved) by all new development.

9. Assure that Tualatin River Park does not provide boating access to Oswego Lake or any power boat use.

FOR GENERAL POLICY III: Establish criteria for determining intensity of use and design of parks and facilities.

The City will:

1. Utilize the following criteria for determining intensities of use and design of proposed park development.

   a. capacity of adjacent street is not exceeded by traffic generated
   b. compliance with Natural Resorce Policies
   c. compliance with Open Space Policies

d. compatibility with adjacent use
   — intensive use areas creating noise or bright light impacts will be effectively screened or buffered from adjacent properties.
   — traffic generated from intensive use parks will not be routed through residential neighborhoods.

2. Park development proposals will be subject to review by Development Review Board in accordance with above criteria.

FOR GENERAL POLICY IV: Inform and involve citizens in development and operation of the parks and recreation system and evaluate activities for compliance with Comprehensive Plan Policies.

The City will:

1. Establish a Parks and Recreation Advisory Committee to monitor and evaluate parks and recreation activities and to advise City Council on matters concerning parks and recreation.

2. Establish procedures to monitor and evaluate current and future parks and recreation activities for compliance with community objectives and Comprehensive Plan Policies.

TRANSPORTATION

LAND USE POLICY

ELEMENT

TRANSPORTATION LAND USE POLICY ELEMENT
(PA 2–92–990; 01–20–93 Repealed Pages 148 – 162)

I. DEFINITIONS

Alternative Transportation: Transportation modes that provide alternatives to single occupant vehicles (SOV). Exmaples include mass transit, walking and bicycling.

Average Daily Traffic (ADT): The average daily number of automobiles passing a given point on given street or road.

Demand Management: Actions designed to alter travel patterns to improve efficiency current transportation facilities and reduce the need for additional facilityies. Examples include encouraged use of alternate transportation systems and trip reduction ordinances.

Functional Street Classification: A description of a street by its size (in lanes), function and level of service.

Level of Service (LOS): A level of comfort afforded to drivers as they travel. It is based on the amount of roadway capacity, average delay experience and the volume/capacity ratio along an arterial. There are six levels of service: A through F. LOS "A" is the best rating, indicating a smooth flow of traffic. LOS "F" indicates a failure to the system.

Level of Service "D": This level is characterized by fairly substantial delays, such as waiting through two signal cycles to pass through an intersection after stopping. These queues will occasionally clear during the peak hour, but approximately 70% of green lights fail to deliver the waiting queues.

Locational Criteria for Land Uses: The guiding principles and standards for the placement of activities on land. They are derived from the values stated in the Plan goals and policies and are based on the need for compatible relationships between the urban and natural environment and the need for interation among residents, businesses and institutions.

Metropolitan Planning Organization (MPO): An organization located within the State of Oregon and designated by the Governor to coordinate transportation planning in an urbanized area. Lake Oswego lies within the MPO governed by the Metropolitan Service District (METRO).

ODOT: Oregon Department of Transportation.

Parking Spaces: Parking and loading in areas planned for industrial, commercial, institutional, residential or public use.

Private Streets: Roadway surface improvements whose primary purpose is to convey traffic and provide vehicle access to a tract of land retained in private ownership by an individual or individuals, an association, a corporation, or other legal entity having fee title to that tract of land. Examples of private streets are the major vehicular thoroughfares in shopping malls and office campuses and dead end streets owned and maintained by homeowners associations in condominiums, apartment complexes and single family subdivisions. Private streets are allowed only when site topography is such that road geometrics (site distance, vertical curve, intersection distance, etc.) standards cannot be met. Other related City standards shall be met.

Public Street: The surface improvements in a designated public right–of–way whose primary purpose is to convey traffic and provide access to abutting properties.

Single Occupant Vehicle (SOV) Trip: An auto trip made by a driver with no passenger. Reducing SOV trips and auto trips in general is the goal of encouraging alternative transportation (bicycling, walking, transit) and car pooling programs.

System Development Charge (SDC): A reimbursement fee, an improvement fee or a combination thereof, assessed or collected at the time of increased usage of a capital improvement or issuance of a development permit, building permit, or connection to the capital improvement.

Transit Supportive Uses: Land uses and developments that encourage the use and development of alternative transportation facilities such as rail, bus, car-pooling, bicycle and pedestrian modes.

Transportation Disadvantaged: Those individuals who have difficulty in obtaining transportation because of their age, income, physical or mental disability.

Transportation System Plan (TSP): A plan for one or more transportation facilities that are planned, developed, operated and maintained in a coordinated manner to supply continuity of movement between modes, within and between geographical and jurisdiction areas.

Turn Refuge Lane: A turn lane which provides for left or right turns away from the vehicle travel lane. A turn refuge lane could be at an intersection of two streets or where other major turning movements are required.

Vehicle Miles Travelled Per Capita (VMT): The number of miles traveled in single person vehicles per person in a specified area during a specified time period.

II. MAJOR STREETS SYSTEM

GOAL 1: **Lake Oswego shall develop a major streets system consisting of a major and minor arterials and major collectors, which will have minimal impact on the City's air quality, address the mobility needs of residents for all modes of travel, and promote energy conservation. (See Tables A & B)**

POLICIES:

1. The arterial and major collector street network shall be designed to, and maintained at service level "D" during peak hours to moderate vehicle speeds, and to promote a balance of roadway size and scale with the need to provide efficient transportation.

2. Direct access onto major streets shall be controlled. In particular, access to state highways shall be reviewed subject to the regulations of the Oregon Department of Transportation and the City of Lake Oswego. Where regulations conflict, the more restrictive requirements shall apply.

3. The major streets system shall consist of freeways, major and minor arterials and major collectors as described in Appendices A & B. The maximum number of lanes for major streets within the Lake Oswego Urban Services Boundary shall be as follows:

    a) Freeways — four to eight lanes.

    b) Major arterials — three to five lanes.

    c) Minor arterials — two to four lanes.

    d) Major collectors — two lanes.

4. Where residential neighborhoods are bisected by existing major streets, the impacts of traffic — noise, safety, aesthetics and air quality — shall be minimized by the following actions:

    a) Where feasible, traffic generated by new development, shall be routed to other available major streets that are not within or adjacent to residential uses.

    b) Ensure that traffic generated by new land uses does not exceed the design capacity of the street system.

c) Provision of safe and efficient bicycle and pedestrian improvements to connect residential areas to other areas of the community.

d) Measures to physically re-orient residential areas away from major streets. This may include installation of major landscape elements such as landscaped buffers and tree plantings, and the development of neighborhood activity centers such as public open spaces, parks, and community centers.

e) New commercial uses and neighborhood activity centers such as parks, schools, and community centers shall provide direct, convenient access to and from adjacent residential areas to facilitate walking, bicycling and short auto trips. Measures shall be implemented to ensure that such routes do not attract or serve traffic from outside the neighborhood.

5. The City shall require the mitigation of negative impacts upon pedestrian and bicycle mobility, noise levels, safety, aesthetics and air quality when new residential development is located adjacent to major streets.

Recommended Action Measures – Major Streets System

i. Develop access criteria for the major streets system which utilize the following principles:

a) Direct access to the major and minor arterial system is restricted except from existing platted lots, which may be allowed access when there is no feasible alternative. Feasible alternatives may include easements through adjacent properties to existing Residential or Neighborhood Collector Streets or shared access to the Major Street System.

b) Whenever possible, properties shall develop access to major and minor arterials from frontage roads or side streets as opposed to direct access to a major street. Major arterials may be allowed to intersect every 1,000 feet, and minor arterials every 600 feet, subject to an approved street plan.

c) Controlled access may be allowed, subject to review, from major traffic generators, e.g. shopping centers. When conditions warrant, common access at property lines shall be required to reduce the number of access points onto state highways and other major streets.

d) Increased building setbacks shall be required when it is determined that frontage roads, and/or combined access points are required.

e) Direct access to major collectors is discouraged except when there is no practical access from local streets or neighborhood collectors.

f) To reduce travel on major streets, encourage travel connections between adjacent developments.

III. INTER-GOVERNMENTAL COORDINATION

GOAL 2: Lake Oswego's transportation system shall be planned, developed, and operated in a coordinated manner with other state, regional and local transportation providers.

POLICIES:

1. Lake Oswego shall develop a Comprehensive Transportation System Plan (TSP) in conjunction with Clackamas County and adjacent counties where appropriate, the State of Oregon, TRI-MET and METRO for the area within the City's Urban Services Boundary. The Comprehensive Transportation System Plan shall:

a) Be consistent with land use designations identified within the Lake Oswego Comprehensive Plan.

b) Identify the location of arterial and collector streets, bicycle paths and pedestrian ways and public transit facilities.

c) Identify the major street construction projects required to accommodate anticipated development and to address public safety issues.

d) Propose funding mechanisms and related policies necessary to implement identified projects.

e) Describe public transportation services and identify service inadequacies.

2. The City shall coordinate transportation and land use planning efforts with federal, state and regional agencies, local jurisdictions and TRI–MET to make sure that:

a) The requirements of the various transportation modes are coordinated, and that conflicts between land use, operational characteristics, and safety issues are minimized.

b) Effective notification and coordination occurs between affected agencies regarding the transportation impacts of proposed development within or adjacent to the Urban Service Boundary.

c) An effective citizen involvement program is implemented, including public notice and hearings if the development of transportation projects involves land use decisions or adversely impacts the existing transportation system or surrounding neighborhoods.

Recommended Action Measures — Inter–Governmental Coordination

i. Work with ODOT, METRO, TRI–MET and Clackamas County to develop travel demand management programs to maintain the total number of vehicle miles traveled per–capita in the City at current levels to the year 2005 and to reduce current vehicle miles travelled by 10 percent per–capita by the year 2015.

Demand management measures may include the following objectives:

a) Reduction of the number of total single occupant vehicle trips through the use of transit, van–pools and car–pools.

b) Shifting traffic to off–peak hours, and;

c) Increasing the share of non–automobile trips, such as bicycling and walking.

d) In developing its Transportation System Plan, the City will evaluate land use locational criteria and building design standards as a means to reduce demand for auto travel.

ii. Work with METRO, TRI–MET and other appropriate agencies to investigate the feasibility of passenger transport on the Willamette River.

iii. Develop joint agreements with Clackamas, Multnomah and Washington counties that specify the methods whereby:

a) The City and counties can bring to the other's attention transportation conditions and circumstances which adversely impact other jurisdictions.

b) Discussion and/or negotiation can take place to resolve the adverse situation.

IV. NEIGHBORHOOD COLLECTORS AND LOCAL RESIDENTIAL STREETS

GOAL 3: **Lake Oswego shall develop a system of neighborhood collectors and local residential streets which preserves the quiet, privacy and safety of neighborhood living and which has adequate, but not excessive capacity, necessary to accommodate planned land uses. (See Appendices A & B)**

POLICIES:

1. The primary function of local residential streets and neighborhood collectors is to serve the circulation and access needs of residents adjacent to and abutting these streets. Neighborhood collectors will serve to channel local traffic to the major streets system. Through traffic (auto trips which have neither trip end within the neighborhood association boundary) on these streets shall be discouraged.

2. The City shall, in conjunction with the neighborhood associations, plan for, develop, and maintain a local residential street system at a service level and scale which:

   a) Recognizes the multi–use functions of neighborhood streets for walking, bicycling, and social interaction, and which preserves the privacy, quiet, and safety of neighborhood living.

   b) Provides for safe access to abutting land, and;

   c) Allows adequate and safe circulation from residential properties to the major streets system and neighborhood activity centers.

3. The City shall designate as local residential streets all streets not identified as major streets or neighborhood collectors in the Lake Oswego Comprehensive Transportation System Plan.

4. The City shall utilize flexible design criteria and construction standards for local residential street and neighborhood collector improvement projects. Design criteria shall be consistent with the adopted neighborhood plan. In particular these standards shall promote:

   a) Street development which is compatible with the physical and social characteristics of each neighborhood to promote neighborhood identity and beauty.

   b) The minimum scale of improvements necessary to provide adequate, but not excessive capacity, required to safely handle automobile traffic generated by planned land uses.

   c) Solutions to storm water problems and surface water management issues.

   d) The safety and utility of pedestrians, bicyclists, transit users, and motorists.

5. The City shall ensure that new development which will use new and existing neighborhood collectors and local residential streets is compatible with these streets' function and character. Development of new land uses shall ensure that:

   a) The quiet residential quality of neighborhood streets is fostered and maintained.

   b) Street improvements required to serve new land uses are designed in accordance with the adopted neighborhood plan and to the minimum necessary scale.

6. The City and neighborhood associations shall jointly plan for the use of public rights–of–ways in residential neighborhoods. Uses within rights–of–way shall be supportive of the multi–use function of neighborhood streets and may include:

   a) Pedestrian paths and bikeways.

   b) Vehicular related uses such as on–street parking, transit facilities, and driveways.

c) Urban design, public utility, safety and beautification elements such as street trees, public seating, street lights, wheelchair ramps, and sidewalk extensions.

7. Develop a truck circulation ordinance to reduce congestion, conflicts with residential neighborhoods and to decrease noise and air pollution.

Recommended Action Measures — Neighborhood Collectors and Local Residential Streets

i. Promote low traffic volumes on residential streets. Traffic volumes less than 1,200 ADT are desirable.

V. LAND USE AND TRANSPORTATION RELATIONSHIPS

GOAL 4: Amendments to land use designations, densities, and design standards within the Lake Oswego Comprehensive Plan shall be reviewed to ensure that traffic generation does not exceed the present design capacity and function of the planned transportation system.

POLICIES:

1. The City shall use the following criteria when reviewing proposals for new street development or for improvements to the existing system:

   a) The service level and scale of new street improvements are appropriate to the land use or area to be served.

   b) Surface water management considerations are adequately addressed.

   c) The character of surrounding residential neighborhoods as defined by the adopted neighborhood plan is preserved. When improvements are made to major streets that are adjacent to, or bisected, residential areas, measures shall be taken to mitigate noise, aesthetic and safety impacts and discourage cut–through traffic on adjacent residential streets.

   d) The project's impacts upon the natural and man–made surroundings are clearly defined. This includes consideration of topography, hydrology, distinctive natural areas, vegetation, and surrounding land uses. The commitment to mitigate negative impacts shall occur in the project planning stages through the application of specific design techniques.

2. Mitigation of the negative impacts (safety, aesthetics, noise, bicycle and pedestrian mobility), resulting from improvements to a street needed to serve a specific development shall be paid for by the benefiting property owners. When street projects are needed to improve the capacity, operation and safety of the street system as a whole, the mitigation of negative impacts shall be paid for by the City and/or appropriate funding agencies.

3. The City shall provide for an ongoing transportation planning program to:

   a) Monitor changes in the area's transportation network, and ensure that traffic counts and other transportation planning information are kept current and useable for planning purposes.

   b) Develop and maintain a transportation facility planning effort, which identifies and prioritizes projects for implementation.

   c) Develop and implement measures to change travel behavior to improve performance of existing transportation facilities and reduce the need for additional road capacity.

   d) Periodically review the City's land use ordinances to encourage development that reduces dependence on single–occupancy private automobiles, while encouraging the use of mass transit, bicycles and pedestrian movement.

4. The City shall require that a proposed increase in land use intensity be accomplished by a detailed traffic analysis, utilizing current information, which finds that existing streets and intersections both on and off site will accommodate the projected traffic increases, or; necessary improvements can be constructed which are in conformance with the Comprehensive Plan Transportation Map. Mitigation of negative impacts (noise, aesthetics, safety, bicycle and pedestrian mobility) shall be paid for by the benefiting property owner.

5. A change in the functional classification of any road or street in the Urban Services Boundary or the development of any new arterial or collector, shall require an amendment to the Lake Oswego Comprehensive Transportation System Plan.

6. The City shall require dedication of right–of–way for transportation facilities as a condition of development approval where:

   a) The abutting transportation facilities do not include sufficient right–of–way to comply with the Comprehensive Plan Transportation Policies, standards and street classification or with transportation facility design standards adopted by the City Council; and

   b) The proposed development will result in increased use of or greater impact on the abutting transportation facilities.

7. Allow property owners to realize tax benefits when right–of–way, not required as a condition of development approval, is dedicated for roadways, pedestrian and bicycle paths.

8. Lake Oswego shall develop and maintain an up–to–date transportation system development charge which shall prevent existing residents from subsidizing the cost of any new development. Transportation SDC's shall be applied directly to projects which implement the Lake Oswego Transportation System Plan.

9. The City shall, for all development projects, evaluate the adequacy of all transportation modes, to, from, and within the development site.

   The City shall ensure:

   a) That the design and location of driveways provides for safe and efficient property access and does not interfere with the safe flow of traffic or degrade the design capacity of adjacent streets.

   b) Alternative transportation modes have been provided for, such as public transit, bicycles and walking.

10. The City shall require new development, through building and site design measures to address the needs of the disabled and those who utilize alternative transportation modes such as van and car–pools, bicycles, public transit, and walking.

11. The City's transportation planning efforts shall consider and promote energy conservation and enhancement of air quality.

12. The City shall discourage the development of private streets. When private streets are allowed, they shall be constructed to City standards.

Recommended Action Measures — Land Use and Transportation Relationships

i. Develop and maintain a pavement management program to protect and enhance the City's investment in its street system.

ii. Develop a Lake Oswego Transportation Capital Improvement Plan which prioritizes projects for implementation that address the City's short range (five year) transportation needs.

iii. Industrial and Commercial Streets shall be developed according to streets which accommodate the special transportation needs of these uses.

iv. Review street standards and special street setback standards to see if they are appropriate to implement the policies of this chapter.

VI. ALTERNATIVE TRANSPORTATION — TRANSIT, BICYCLING, AND WALKING

GOAL 5: Lake Oswego shall undertake measures to reduce automobile travel.

GOAL 6: The City shall encourage transit ridership by working with METRO, TRI–MET and ODOT to develop a transit system which is fast, comfortable, accessible and economical through development of land use patterns, development design standards and street pedestrian/bikeway improvements which support transit.

GOAL 7: The City shall plan for and implement a bike and pathway system to provide a viable alternative to automobile travel.

POLICIES:

1. The City shall work to preserve existing railroad rights–of–ways and other easements to maintain opportunities for future mass transit and bike and pedestrian paths.

2. The City shall in conjunction with the neighborhoods, promote the safe and convenient use of walking and bicycling as viable transportation alternatives by:

   a) Developing and implementing a local bicycle and pedestrian circulation plan as part of the Comprehensive Transportation System Plan.

   b) Working with the neighborhood associations to ensure that pedestrian and bicycle ways are compatible with neighborhood character.

   c) Developing a system of off–street recreational pathways which also provide alternative routes to major activity centers.

   d) Coordinating with other jurisdictions to promote the development of regional and intra–city pathways.

   e) Providing for an ongoing city–wide sidewalk and pathway construction and maintenance program.

3. Require building and parking placement for new development to be supportive of pedestrian, bicycle and transit users. Facilities supportive to these transportation modes shall also be required (e.g., bike racks, bus shelters, benches, etc.)

4. The City shall ensure that planned bike and pedestrian paths are not obstructed as the result of new land development.

5. They need to increase the practicality of transit shall be balanced with Lake Oswego's desire to maintain the quality of the City's existing residential neighborhoods. Therefore, the impacts of transit supportive uses on adjacent residential neighborhoods, shall be mitigated by buffering and screening, increased setbacks, access controls, and other site design measures.

6. The City will work with TRI–MET to ensure that the needs of the community's transportation disadvantaged are met by making transportation services more accessible.

7. The City will work with TRI–MET to determine appropriate locations and design of bus turnout lanes to enhance transit usage and public safety and to promote the smooth flow of traffic.

8. The City shall work with TRI–MET to ensure that the potential for transit to meet transportation needs is addressed in compliance with the Transportation Planning Rule.

9. The City shall require developers to provide pathway connections from new development projects to the existing bicycle and pedestrian system.

Recommended Action Measures — Alternative Transportation

i. Participate with the Lake Oswego School District and other public agencies to provide bicycle and pedestrian safety instruction.

ii. Coordinate bike and pathway planning and development with ODOT, METRO, Clackamas, Multnomah and Washington Counties and other local jurisdictions.

iii. Develop a capital improvement program to implement and manage the Lake Oswego Pathways Plan.

iv. Work with surrounding jurisdictions and ODOT to develop direct bicycle commuting routes between Lake Oswego and other communities.

v. Maintain a Citizen's Advisory Pathway Committee to assist the City in the planning and development of Lake Oswego's Pathway Plan.

vi. Encourage volunteers to assist in the planning and construction of pedestrian and bicycle pathways.

vii. Encourage incentive programs which allow commercial, institutional and industrial developments to substitute parking requirements if pedestrian and bicycle amenities, transit facilities, and ride–share programs are developed and maintained.

viii. Encourage local employers to implement measures such as the following to reduce the number of auto trips and single occupant vehicle trips such as:

a) Preferential parking for van–pools and car–pools.
b) Flexible working hours.
c) Company shuttle services and ride–sharing.
d) Employer subsidy of employee transit cars.
e) Trip reduction ordinances.
f) Compressed work weeks.
g) On–site day care, cafeterias and personal services.

ix. Support efforts to develop greater intra–city public transit options.

x. Work with TRI–MET to identify additional opportunities for park and ride facilities and shelters. Existing parking areas, such as church parking lots, should be identified as having the first priority for new park and ride sites. Park and ride sites should be located so as to provide a viable option to intra–city automobile travel.

xi. Ensure that secure bicycle storage facilities such as bicycle racks and other park and lock accommodations are provided at major destination points including recreation areas and commercial and employment centers.

xii. Ensure that bicycle safety laws are implemented and enforced.

xiii. Work with METRO and TRI–MET to identify potential routes for future rail transit opportunities within the Lake Oswego Urban Services Boundary.

VII. COMMERCIAL RAIL AND WATER TRANSPORT

GOAL 8: Lake Oswego shall work with commercial rail and water transportation providers and associated regulatory agencies to ensure their activities are safe and compatible with the City's transportation system.

POLICIES:

1. Lake Oswego shall ensure that the development of marine oriented land uses and transportation facilities along the Willamette River are coordinated with the appropriate governmental agencies, and those businesses who currently use the river for transport.

2. The City shall coordinate future transportation planning and roadway improvements with rail service providers and the Public Utilities Commission to ensure the installation of efficient and safe crossings.

3. The City shall, through the Public Utilities Commission, ensure that rail traffic does not impede the smooth and safe flow of bicycle, pedestrian, and vehicular traffic.

VIII. CITIZEN INVOLVEMENT

GOAL 9: Lake Oswego shall ensure that opportunities are provided for citizen involvement in decisions affecting the City's transportation system.

POLICIES:

1. Public involvement opportunities shall be provided for all major transportation projects.

IX. PARKING

GOAL 10: Adequate on–site parking and loading facilities shall be provided for all land uses.

POLICIES:

1. The City shall develop and maintain parking regulations that require off–street employee and customer parking, and loading facilities be provided on–site and commensurate with the size and relative needs of each new development, balanced with the need to reduce auto trips, encourage alternative transportation and retain the natural drainage system.

2. When commercial, industrial or institutional uses are changed or intensified, customer and employee parking shall be adjusted commensurately.

3. Commercial and industrial parking shall not intrude into adjacent residential neighborhoods. The impacts on adjacent residential areas of new commercial and industrial parking facilities or increases in the size of existing lots shall be reduced through buffering and screening.

4. The City, through the neighborhood associations, shall develop residential area parking guidelines to maintain the safety, character, and utility of residential streets.

5. Require off–street parking in commercial, industrial, and high density residential areas to be at the sides or rear of buildings where practical, with buildings oriented to the street in a manner which is convenient to pedestrians, bicycles and transit riders.

Recommended Action Measures — Parking

i. Monitor and evaluate the number and sizes of parking spaces required for various types of land uses and amend development regulations.

ii. Provide redevelopment opportunities for parking lots when they are no longer needed for automobile parking.

iii. Where possible, provide for the minimum of impervious area by utilizing durable and dust–free alternatives to traditional asphalt and concrete paving when developing new streets and parking lots. Utilize the natural drainage system where practical.

iv. Where appropriate and practical, mitigate the visual and aesthetic impacts of parking by encouraging:

a) Buildings and parking to be oriented to the street in a manner that is convenient to pedestrians and transit users.

b) Landscaping, buffering and screening.

v. Through the Neighborhood Traffic Management Program, address on–street parking problems within residential neighborhoods that are caused by adjacent commercial and institutional land uses.

TABLE A
FUNCTIONAL CLASSIFICATION SYSTEM
General Characteristics

Classification	Primary Function	Examples	Speed Limit	Parking	Direct Land Access Guidelines	Min. Access Spacing Guidelines	Traffic Volume	# of* Lanes
Freeways	Intended to provide for trips between Clackamas, Washington, Multnomah Counties and other parts of the region; and between major urban areas within the Metro region.	I–5 I–205	55	Prohibited	None. Access to freeways is limited to interchanges.	2–3 miles	30,000+	4–8*
Major Arterials	Connects cities in the Metro area. They are intended to serve as the primary routes for major areas of urban activity and to access the freeway system.	Kruse Way Boones Fry. Rd. (south of Country Club) Country Club "A" Avenue Hwy. 43	25–45	Generally Prohibited***	Direct access to the major and minor arterial system is restricted except from existing platted lots, which may be allowed access when there is no feasible alternative. Major arterials may be allowed to intersect every 1,000 feet and minor arterials every 600 feet, subject to an approved street plan. Controlled access may be allowed, subject to review, from major traffic generators, e.g. shopping centers.	1,000 ft.	20,000+	3–5*
Minor Arterials	Intra–urban connectors between different parts of the city. Intended to serve as the primary route for travel within and between community sub–areas and to augment access to major arterial and freeway systems.	Terwilliger Kerr Pkwy. Boones Fry. Rd. (north of Country Club)	30–45	Generally Prohibited		600 ft.	7,500 – 25,000	2–4*
Major Collectors	Serves multi–neighborhood areas. Intended to channel traffic from local streets and/or minor collectors to the arterial street system. A major collector can also provide access to abutting properties.	South Shore Iron Mt. Bryant Rd. Westlake	25–40	Limited	Direct access to major collectors is discouraged except when there is no practical access from local streets or neighborhood collectors. Requests for access is subject to review and approval.	100 ft.	1,500 – 10,000	2**
Neighborhood Collectors	Provides access to abutting properties and serves the local access needs of neighborhoods by channeling traffic to the major collector and arterial street system. A neighborhood collector is not intended to serve through traffic.	Fosberg/ Botticelli Wembley Pk. Rd. "B" Ave. (State – 5th) Overlook Greentree	25–30	Permitted	Access to each lot permitted.	50 ft.	1,000 – 3,000	2**
Local Streets/ Residential	Provides direct access to neighborhood land uses. A local street is not intended to serve through traffic.	North Shore, "D" and "E" Atwater Glen Eagles Laurel Glenhaven	25	Permitted	Access to each lot permitted.	None	1,200 or less	2

*Includes turn [illegible]je lanes or acceleration lanes
**Turn refuge la[illegible]s may be allowed subject to review and approval
***On street parking may be appropriate in pedestrian oriented commercial areas

[Jane9[illegible] [illegible]es>FunctClassification

TABLE B
Street Classifications

Freeways (30,000+ volume, 4–8* lanes):

-5
I–205

Major Arterials (20,000+ volume, 3–5* lanes):

Kruse Way
Boones Ferry (I–5 to Country Club)
Country Club
"A" Avenue
State Street
Stafford Road
(between I–205 and Rosemont Road)

Minor Arterials (7,500–25,000 volume, 2–4* lanes):

Kerr Parkway
Boones Ferry Road (north of Country Club)
Terwilliger Blvd.
McVey (South Shore to State Street)
Rosemont Rd.

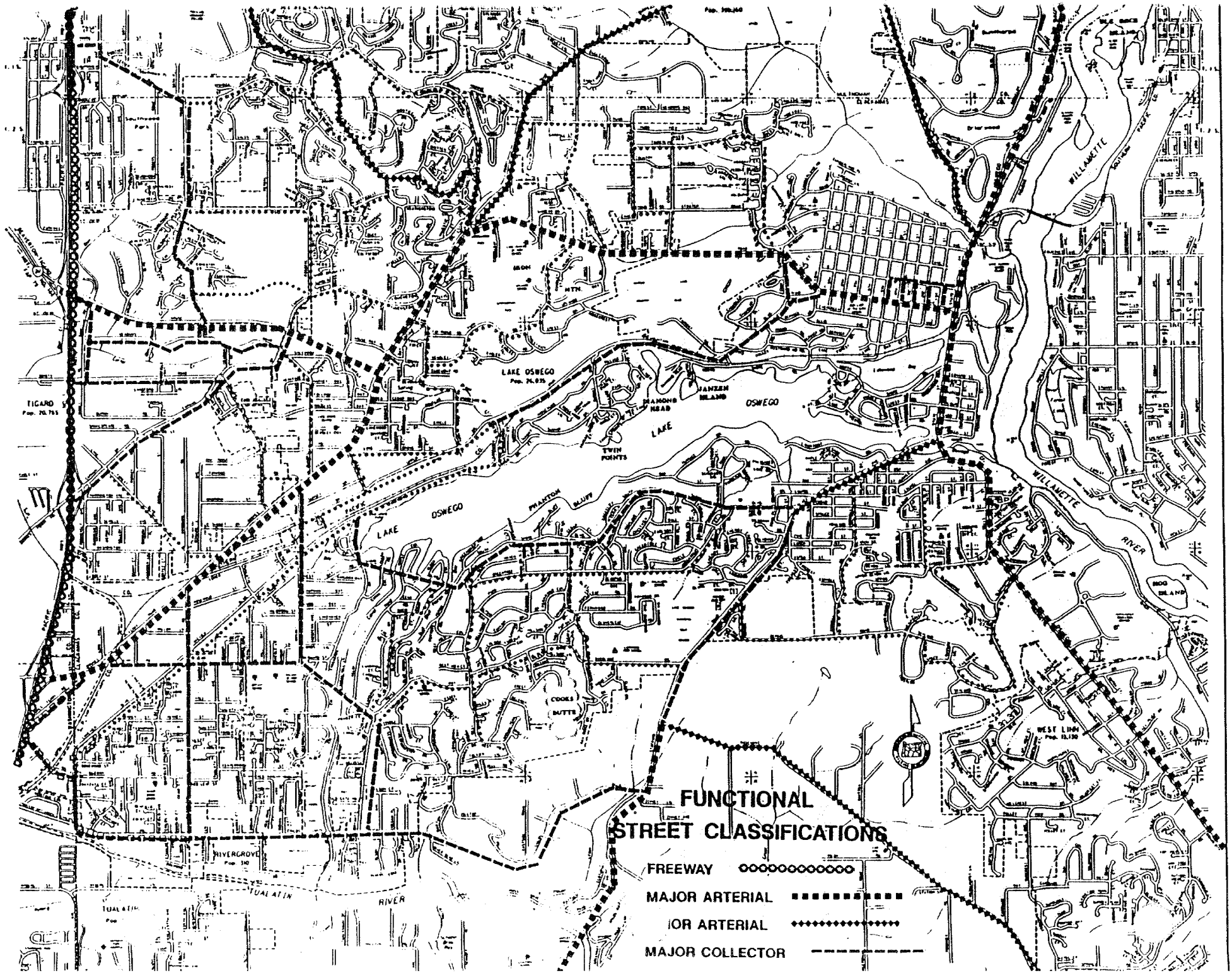
Major Collector (1,500–10,000 volume, 2 lanes):**

Bangy Road
Bonita
Bryant Road
Carman Drive (I–5 to Kruse Way)
Childs Road
Iron Mt. Blvd. between Country Club and Upper Drive/Lakeview Blvd.
Jean Road
Meadows Road
Pilkington
South Shore
Westlake/Fosberg/Lesser
Stafford (between Rosemont/South Shore)
"B", between State and 5th
1st, 2nd, 3rd, 4th & 5th (between A and B Avenues)

Neighborhood Collector (1,000–3,000 volume, 2 lanes):***

Boca Ratan
Bergis Road
Botticelli/Fosberg
Cardinal/Wren/Cedar
Carman Drive (north of Kruse Way)
Cornell
Fosberg/Melrose
Goodall Road
Greenbluff Drive
Greentree Road
Hallinan St./Cherry Lane
Jefferson Pkwy./Lesser Road
Knaus Road
Lake Forest Blvd./Washington Court
Lake Grove Avenue
Lakeview
McNary Parkway
Monroe Parkway
Overlook Drive
Parkview Drive
Quarry Road
Reese Road
Royce Way
Skylands
Timberline Drive
Treetop Lane/Fernwood Drive
Twin Fir Road
Upper Drive from Bryant Road to Iron Mtn. Blvd.
Waluga/Firwood
Wembley Park Road
Westview Road (existing road only)

*Includes turn refuge lanes or acceleration lanes.
**Turn refuge lanes may be allowed subject to review and approval
***On street parking may be appropriate in pedestrian oriented commercial areas
[Jane92.1]<corres>StreetClassification


FUNCTIONAL
STREET CLASSIFICATIONS
FREEWAY
MAJOR ARTERIAL
IOR ARTERIAL
MAJOR COLLECTOR
LAKE OSWEGO
LAKE OSWEGO
LAKE OSWEGO
JANZEN ISLAND
DIAMOND HEAD
TWIN POINTS
PHANTOM BLUFF
COOKS BUTTE
WILLAMETTE
WILLAMETTE RIVER
HOG ISLAND
WEST LINN
TIGARD
RIVERGROVE
TUALATIN RIVER
TUALATIN

PUBLIC FACILITIES PLAN: TRANSPORTATION

ROADWAY IMPROVEMENTS*

Map #	Project	Section	Description	Estimated Cost
		SHORT RANGE (0 to 5 years)		
1	A St.	State to 10th St.	Signal inter-tie to enhance vehicle and pedestrian mobility	$150,000
2	Kruse Way	Boones Ferry to Bangy	Signal inter-tie to enhance vehicle and pedestrian mobility	$340,000
3	Kruse Way	Kruse Way/Westlake intersection	add right turn lanes, Improve signal timing	$100,000
4	McVey	McVey/South Shore intersection	add 2 left turn lanes,right turn lane,signal	$400,000
5	Stafford	Stafford/Rosemont intersection	turn lanes, traffic signal	$470,000
6	Stafford	Stafford/Childs intersection	turn lanes, traffic signal	$530,000
7	State(hwy-43)	State/Terwilliger intersection	left turn lane,realign approach,traffic signal	$1,100,000
8	State(hwy-43)	State/A st. intersection	restripe turn lanes upgrade traffic signal	$500,000
9	State(hwy-43)	State/McVey intersection	N/S left turn lanes, upgrade traffic signal	$1,350,000
10	State(hwy-43)	Terwilliger to McVey	Signal intertie	$240,000
11	Bryant	Childs to Boones Ferry	add pedestrian/bike facilities	$200,000
			total	$5,380,000

* Only the portions of this Public Facilities Plan as mentioned in OAR 660-11-045 are adopted as part of the Comprehensive Plan

EXHIBIT "B"

PUBLIC FACILITIES PLAN: TRANSPORTATION

ROADWAY IMPROVEMENTS

Map #	Project	Section	Description	Estimated Cost
		MID RANGE (6 to 10 years)		
12	Kruse Way	Kruse Way/Carmen intersection	add right turn lanes, Improve signal timing	$100,000
13	Kruse Way	Kruse Way/Kruse Oaks intersection	intersection improvements	$100,000
14	Boones Ferry	Boones Ferry/Country Club/Kerr intersection	increase storage for right turn traffic	$100,000
15	Stafford	Stafford/Overlook intersection	left turn lane,traffic signal(if warranted)	$150,000
16	Childs	Childs/Bryant intersection	turn lanes, traffic signal(if warranted)	$200,000
17	Bryant	Bryant/Lakeview intersection	add turn lanes,upgrade trffic signal	$180,000
18	Bryant	Bryant/Boones Ferry intersection	intersection improvements	$200,000
19	State(hwy-43)	State/Cherry intersection	left turn lane,improve appraoch to hwy-43	$820,000
20	Boones Ferry	Kruse Way to Madrona	widen to 5 lanes	$1,200,000
21	Boones Ferry	I-5 to Country Club	Signal intertie	$480,000
22	Kerr Parkway	Kerr/McNary intersection	add left turn lanes	$120,000
23	Knaus	Knaus/Goodall intersection	improve safety,traffic calming	$60,000
24	Knaus	Boones Ferry/Knaus intersection	add turn lanes.realign intersection	$75,000
25	Bryant	Bryant/Upper dr intersection	traffic signal	$120,000
			total	$3,905,000

PUBLIC FACILITIES PLAN: TRANSPORTATION

ROADWAY IMPROVEMENTS

Map #	Project	Section	Description	Estimated Cost
		LONG RANGE (11 to 20 years)		
26	Kruse Way	Kruse Way/Boones Ferry intersection	Improve signal timing	$20,000
27	Country Club	Country Club at Goodall & Knaus	Widen approach to Country Club at Goodall & Knaus	$200,000
28	Country Club	Country Club/A st/10th intersection	Traffic signal (when warranted)	$100,000
29	Country Club	Country Club/C st/ Iron Mountain intersection	redesign intersection (currently 6 legged intersection)	$450,000
30	A st/Country Club/Boones/ Kruse Way Corridor	State to I-5	1)connect bike - pedestrian facilities 2)landscaping 3)bus turnouts	$550,000 $50,000
31	South Shore	Westview/South Shore intersection	add left turn lane	$50,000
32	South Shore	Fernwood/South Shore intersection	add left turn lane	$50,000
33	South Shore	McVey to Blue Heron	add bike/pedestrion facilities,consider center divider planting	$380,000
34	Stafford	Stafford/Sunnyhill intersection	left turn lane on Stafford	$50,000
35	Stafford	Stafford/Golf course intersection	left turn lane on Stafford	$50,000
36	McVey	McVey/Cornell intersection	left turn lane on McVey, traffic signal	$150,000
37	McVey	McVey/Erickson intersection	left turn lane on McVey	$50,000

PUBLIC FACILITIES PLAN: TRANSPORTATION

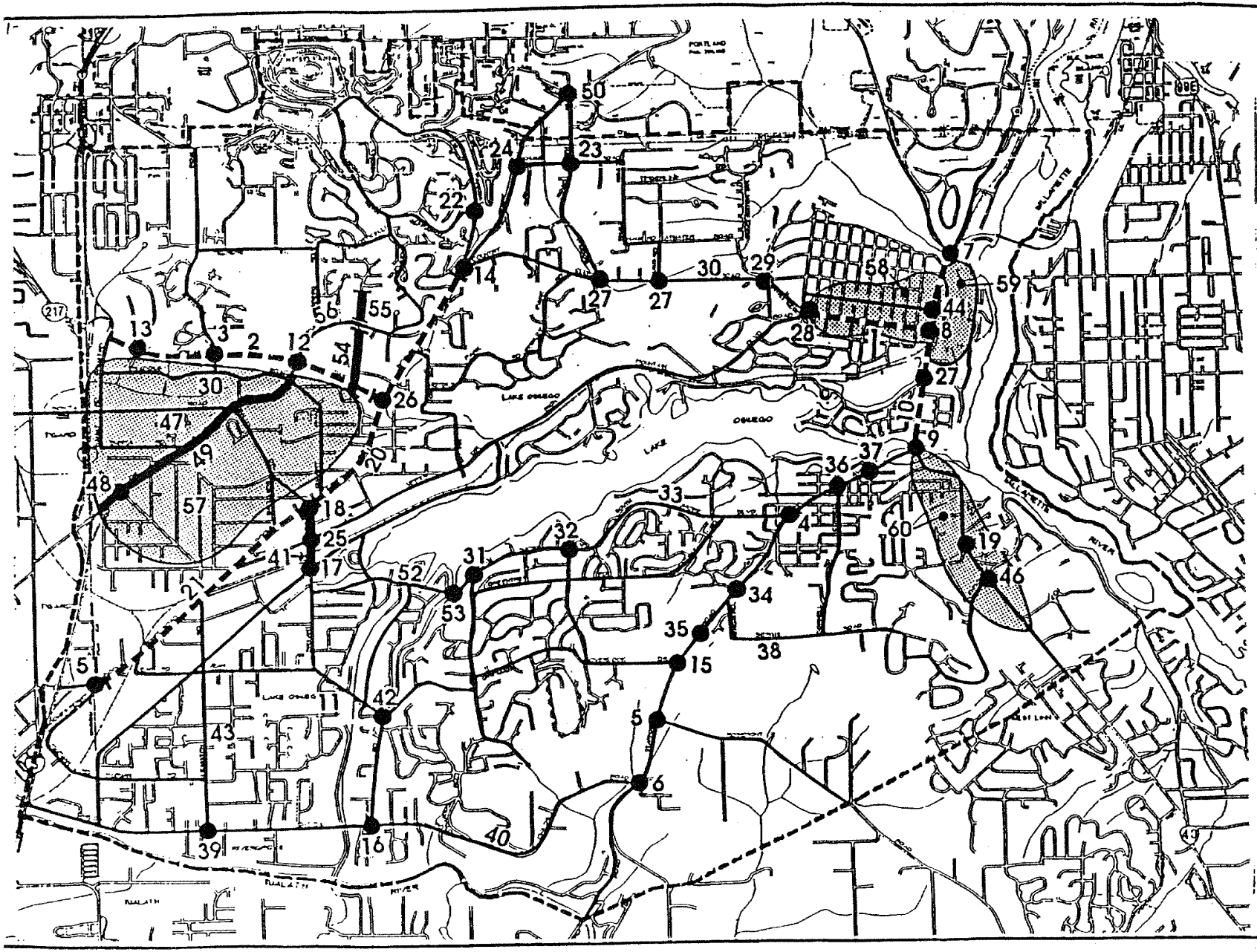
ROADWAY IMPROVEMENTS

Map #	Project	Section	Description	Estimated Cost
38	Stafford/McVey	State to I-205	add pedestrian/bike facilities	$410,000
39	Childs	Childs/Pilkington intersection	Add turn lanes	$100,000
40	Childs	Stafford to Pilkington	add pedestrian/bike facilities	$500,000
41	Bryant	Lakeview to Boones Ferry	Widen to 3 lanes	$1,000,000
42	Bryant	Bryant/Cardinal intersection	upgrade approach to Bryant	$60,000
43	Pilkington	Childs to Boones Ferry	add pedestrian/bike facilities	$300,000
44	State(hwy-43)	State/B st. intersection	add right turn lane	$350,000
45	State(hwy-43)	State/North Shore intersection	intersection improvements	$100,000
46	State(hwy-43)	State/Glenmorrie intersection	add left turn	$100,000
47	Carmen	I-5 to Kruse way	Widen to 3 lanes,add raised landscaped median	$2,000,000
48	Carmen	Carmen/Lake Forest intersection	intersection improvements	$150,000
49	Carmen	I-5 to Kruse way	add pedestrian/bike facilities	$290,000
50	Boones Ferry	Boones ferry/19th intersection	intersection improvements	$100,000
51	Boones Ferry	Boones Ferry/McEwen intersection	intersection improvements	$75,000

PUBLIC FACILITIES PLAN: TRANSPO[illegible]TION

ROADWAY IMPROVEMENTS

Map #	Project	Section	Description	Estimated Cost
52	South Shore	Blue Heron to Lakeview	add pedestrian/bike facilities	$150,000
53	South Shore	South Shore/Cedar intersection	intersection improvements	$50,000
54	Daniel Way	Kruse Way to Carmen	improve to city standards	$300,000
55	Orchard Way	north of Carmen	extend Orchard Way to Carmen	$250,000
56	Carmen	Kruse way to Melrose	add pedestrian/bike facilities	$150,000
			total	$8,585,000
		TRAFFIC STUDIES		
57	Waluga/Firwood connection	Boones Ferry/Kruse way /I-5 area	special study area	$30,000
58	Commerial/Multi-family area	Area north of A st and west of State st.	special study area	$30,000
59	State st bypass	Foothill to Terwilliger	special study area	$70,000
60	Hwy-43 corridor	Laurel to south Lake Oswego city limits	special study area	$30,000
			total	$160,000
			TOTAL	$18,030,000



---- STUDY AREA

PUBLIC FACILITIES PLAN TRANSPORTATION

LEGEND

- SIGNAL INTERTIE
- LINK IMPROVEMENT
- INTERSECTION IMPROVEMENT
- STUDY AREA

ROADWAY IMPROVEMENTS

0 1/2 1

SCALE IN MILES

LAKE OSWEGO TRANSPORTATION STUDY

PREPARED BY:
CLACKAMAS COUNTY DEPARTMENT OF TRANSPORTATION & DEVELOPMENT

FIGURE 1

PUBLIC FACILITIES

LAND USE POLICY

ELEMENT

PUBLIC FACILITIES LAND USE POLICY ELEMENT

BACKGROUND INFORMATION

The Public Facilities Element of Lake Oswego's Comprehensive Plan is a key set of policies for implementing the long range City plan. Many elements of the Plan such as commercial, industrial, and residential depend on the provision of public facilities for successful implementation.

The general purpose of the Public Facilities Element is to set City policy on the provision of public facilities (needs, priorities, siting and costs) in conformance with other elements of the Comprehensive Plan.

Parks, open space, trails and transportation facilities are covered in detail in separate plan elements. These other plan elements are subject to the public facilities element's policies on funding methods and priority setting. Specific policies on these particular facilities do not appear in the Public Facilities Element. Specific plans for water, sewer, drainage and street improvements are contained in the detailed studies and plans for each specific system.

The Public Facilities Element sets policy for priorities and locations of public facilities. Detailed priority setting will be accomplished in the Capital Improvements Program, to be reviewed annually, on the basis of updated facility studies. The Capital Improvements Program will cover a 5–year period. The Public Facilities Element policies are intended to guide City actions over the next 20+ years as part of the overall Comprehensive Plan.

Summary of Major Issues

Identified issues include:

- Can the City meet existing public facility needs as well as meet the needs of anticipated growth?
- What areas of the City should be designated highest priority for public facility expenditures?
- Where should major new civic facilities be located?
- What methods of financing are available?
- How should public facilities policies be coordinated with growth management policies?

Summary of Major Conclusions

Major conclusions reached include:

1. Obsolescence and deterioration of existing facilities will lead to major replacement costs. Examples are:
    - inadequate storm drainage system with related occasional local flooding
    - sewer lines have major infiltration problems
    - many water lines are undersized, creating a variety of problems
    - streets are wearing out faster than City's and County's present ability to maintain and reconstruct them
    - City administrative offices and meeting facilities are inadequate

2. Major transportation improvement projects are needed to serve growing population. Examples are:

   - State Street and related parking facilities
   - McVey Avenue
   - South Shore Boulevard
   - bicycle/pedestrian path facilities
   - Kerr Road
   - Segments of Boones Ferry Road

3. Water service to most of the City is at a deficient or critical service level.

4. Land costs are increasing rapidly and desired public facility, open space and park sites are being lost to development.

5. Major public facility needs and costs face the City (see table on page __.)

6. Large areas west of the City are on the verge of developing and will require major expansion of public facility systems.

Summary of Major Issues Supporting Documents

- Comprehensive Plan Task Force Reports, particularly Growth Facilities and Services.
- Fiscal Impacts of Urban Development, Cost: Revenue, Lake Oswego Planning Department, November, 1976.
- A Review and Study of Local Residential Street Standards, Public Work Department, City of Lake Oswego, January, 1976.
- Sanitary Sewer Study of Lake Oswego, Cornell, Howland, Hayes and Merryfield, July, 1968.
- Revised Water System Study, Public Works Department, City of Lake Oswego, August, 1977.
- Report of Library Advisory Committee, September 19, 1977.
- Report of Civic/Cultural Center Task Force, January 6, 1978.

The following mapped information, on file in the Planning Department (1" = 800') displays additional findings and information to document the policy formulation process:

- Map – Water System, Showing Service Areas, Existing and Planned Water Lines (1977).
- Map – Water System, Showing Existing Pipes and Proposed Pipes and Pipe Sizes (1977).
- Map – Water Service, Showing Critical Deficiency areas in early 1977.
- Map – Sanitary Sewers, Showing Service Areas and Trunks (1977).
- Map – Sanitary Sewers, Showing Basins, Trunks and Laterals (1977).
- Map – Storm Sewers, Showing Streams, Basins, Existing Storm Sewers, Manholes, Catchment Basins, Wetlands (1977).
- Map – Public Owned Lands and Facilities, Showing County, City and State Owned Lands and Facilities. (1977).
- Map – Composite Urban Services, Showing Streets, Water Lines, Schools, Business Areas, Bus Lines, Sewer Lines, and Proposed Urban Service Boundary (1977).

PUBLIC FACILITIES POLICIES

OBJECTIVE: **TO ESTABLISH CRITERIA AND GENERAL PRIORITIES FOR CITY PUBLIC FACILITY NEEDS AND THEIR LOCATION AS A POLICY BASIS FOR THE CAPITAL IMPROVEMENTS PROGRAM. TO ASSURE THE CITY'S PROVISION OF PUBLIC FACILITIES IS CONSISTENT WITH GROWTH MANAGEMENT POLICIES AND OTHER ELEMENTS OF THE COMPREHENSIVE PLAN.**

GENERAL POLICIES:

I. The City will place a high priority on investing necessary funds to maintain and conserve existing facilities and equipment when it serves as a means of avoiding major replacement costs in the future.

II. The City will aggressively seek outside revenue sources to fund public facility needs and will utilize these sources to maximize revenue for capital improvements.

III. The City will program and provide adequate municipal facilities to serve existing population and anticipated growth, in accord with the Growth Management Element of the Comprehensive Plan.

IV. The City will establish a set of basic criteria to guide public facility priorities and utilize the criteria in establishing the Capital Improvements Program.

V. The City will establish and utilize a set of criteria in the Specific Policies of the Comprehensive Plan to guide the location of new public facilities.

VI. The City will coordinate public facility planning and related cost projections with the Lake Oswego School District since both rely on nearly the same area and population for property tax revenue.

Specific Policies

For General Policy I: Place high priority on investing necessary funds to maintain and conserve existing facilities.

The City will:

1. Annually budget the necessary funds to maintain and replace inadequate portions of the sanitary sewer, storm sewer, and water utility systems based on long term annual replacement and maintenance schedules as feasible.

2. Annually budget the necessary funds to provide for essential street maintenance and prevent further deterioration of the City's street system, as feasible.

For General Policy II: Aggressively seek outside revenue sources to fund public facility needs and utilize these solely for capital improvements.

The City will:

1. Complete local planning for high priority public facilities so that outside revenue sources can be used on short notice.

2. Allocate sufficient staff time to identifying available outside revenue sources.

3. Develop local funding adequate to meet "matching" requirements of outside revenue sources.

4. Require equitable sharing of most public facility costs between new development and the existing community through means such as system development charges and Local Improvement Districts.

For General Policy III: Program and provide adequate municipal facilities to serve existing population and anticipated growth, in accord with the Growth Management Element.

The City will:

1. Update its detailed public facility and utility studies and maintain current inventories of needs and costs.

2. Develop and implement a detailed Capital Improvements Program based on the Comprehensive Plan and available financial resources and update it annually.

3. Plan to provide public facilities and services to an ultimate population of about 50 thousand people inside the adopted Urban Service Boundary for Lake Oswego.

4. Provide no public facilities or related services outside the Lake Oswego Urban Service Boundary which would allow urban development outside the Urban Growth Boundary on the CRAG Regional Plan.

5. Place low priority on providing public facilities to areas designated "FUTURE URBANIZABLE" unless such facilities are needed to serve already developed areas inside the City limits.

6. Designate proposed public facilities on the Proposed Public Facilities Map in the Comprehensive Plan (see page __). Proposed public facility sites retain their land use designations (e.g. residential, commercial, industrial) until specific sites are acquired.

7. Plan a civic center complex designated to serve the community's present and future needs for a municipal office facility.

8. Designate semi public and public land uses on the Comprehensive Plan Land Use Map. Semi public land uses include all common areas in residential developments and major semi–public recreational lands, including Lake Oswego Country Club, Lake Oswego Hunt Club and Lake Grove Swim Park. Public and semi–public facilities will revert to their underlying zoning if sold to a private owner. Zoning is shown on the Lake Oswego Zoning Map. Major changes in use of an existing public facility would require conditional use approval per the requirements of Specific Policy 3 under General Policy V.

9. Take specific steps to assure the long range economic feasibility of public facility programming, including the following:

    a. Evaluating all public facility acquisition/development proposals in light of overall city capital needs.

    b. Involving the Budget Committee in immediate and long range fiscal planning for the implementation of the Capital Improvements Program.

    c. Designing and locating new public facilities to minimize inflation–prone maintenance costs.

10. Consider the Areawide Waste Treatment Management Component in operating, planning and regulating the City Waste Water System. 7/22/80

Inventory of Probable Future Public Facility Needs for Lake Oswego Planning Area 1977-2000

Public Facilities Needed	Approximate Time Needed (fiscal year)	Approximate 1977 Cost (if available) Local Tax	Local Non-Tax	Non-Local	Comments
					Based on New Capital Improvements Program Prepared by Public Works Department
Phase I	1978—1982		$5.9 mil		funded with bonds paid off by non-tax revenues
Phase II	1983—1987		$2.3 mil		from hookup charges and user fees
Phase III	1988—1992		$4.3 mil		Phase I is immediate priority
Phase IV	1993—1997		$1.9 mil		
			$14.4 mil sub-total		
Sanitary Sewer System Imp.					updated, detailed study needed to assess current costs and revenue sources
maintain & replace existing lines					
construct new trunks & laterals	1978—1981		No Current Estimates Available		funded with non-tax revenues
sewer plant exp. costs					payments for sewer plant expansion also needed
***Street Improvements**					
Arterials: State St.	1978—1998		No Estimates Available		overall assessment of costs is needed
Bryant Rd.					
So. Shore Blvd.					
McVey Street					
Kerr Road					
Other					
Storm Sewer System Imp.	1978—1998		No Current Estimates Available		Presently under study by Public Works Department Some areas need immediate improvement
Bicycle/Ped. Path System	1978—1998		No Current Estimates Available		Detailed bike plan completed & adopted Detailed implementation program/cost est. needed
Civic Center Complex					Current, detailed cost study needed
site acquisition	1978	$3.5 mil.			Actual cost dependent on site acquisition costs and value of any city property disposed of
construction	1981	(rough est.)			Assumes 50,000 s.f. @ $40 p.s.f. +$1.5 mil. site acq.
Library Expansion	1978	$1.6 mil.			Cost could change, depending on final site acq. cost (if any), total s.f. constructed/time begun
Fire Service Facilities	1980—1982				Based on 1976 Cost/Revenue Study with inflation adjustment added to estimate 1977 cost
Mt. Park Fire Station	1981 (or sooner)	$0.4 mil.			City already owns new station sites
Fire Training Center	1981	$0.2 mil.			Sale of existing Lake Grove site could lower net cost
New Lake Grove Station	1982	$0.4 mil.			
Open Space System	1978	$2.5 mil.			Cost estimates based on task force recommendations and Planning Department estimates
Parks System	1978—1982		Approximately $10 million over 20 years		Cost estimates based on task force recommendation/research
Phase I Parks acq/dev.	1983—1987				
Phase II Parks acq/dev.	1988—1992				
Phase III Parks acq/dev.	1993-1997				
Phase IV Parks acq/dev.					
Other City Needs	1978—2000		Unknown		Many possibilities
Commercial area improvements					
Other					
School District Needs					
1 Elem. School	immediately		Current Cost Estimates Not Available		
2 Elem. Schools	within 5 years				
1 Elem. School	within 10 years				

*Street Maintenance not included

For General Policy IV: Establish a set of criteria to guide priorities and utilize them to set four general priority levels.

The City will:

1. Establish land acquisition and public facility priorities based on the following general criteria:

   Criteria for 1st Priority Ranking.

   a. Facilities critically and immediately needed for the public health, safety and welfare. (For example, first phase water system improvements.)

   b. Facilities or land acquisitions already approved by voters or those newly approved by voters for immediate action. (For example, the library.)

   c. Facilities needed to stimulate desired private investment designated in other elements of the Comprehensive Plan. (For example, utilities in the proposed Kruse Way Industrial Park.)

   d. Land acquisitions under immediate development pressure and whose cost is subject to severe inflation. (For example, open space sites.)

   e. Investments to maintain existing facilities, where economically justified. (For example, the streets, water and sanitary sewer systems.)

   Criteria for 2nd Priority Ranking.

   a. Facilities needed to assure protection of the public health, safety and welfare at adequate service levels over the next 5 to 10 years, but not presently critically needed.

   b. All facilities needed to serve existing population and immediately anticipated growth which are high priority but not critically needed at present.

   c. Second phases of specific facility improvement/expansion programs. (For example, Phase II Parks system improvements.)

   d. Facilities specifically funded with revenue from outside sources when such sources are readily available, consistent with general public needs and requirements and whose maintenance costs can be covered by the city. (For example, Federal grants for particular transportation or park facilities.

   Criteria for 3rd and 4th Priority Ranking.

   a. Facilities needed to serve immediately anticipated growth and not critically needed at present.

   b. Facilities needed to serve long range population growth. (For example, Phase III and IV water system improvement.)

   c. Third and Fourth Phases of specific facility improvement/expansion programs. (For example, later phases of the Parks and bicycle/pedestrian path systems.)

For General Policy V: Establish and utilize criteria to guide the location and design of new public facilities.

The City will:

1. Weigh the following factors when determining public facility location:

   a. Availability and cost of useable land
   b. Degree of disruption of residential areas
   c. Need for and proximity to arterial streets and public transit routes.
   d. Operational efficiency of alternate locations.
   e. Relative visibility needed for community identity.
   f. Geographic restrictions and requirements.
   g. Overall Plan objectives.
   h. The '208' plan. 7/22/80

2. Solid waste disposal is a regional concern requiring regional solutions. Lake Oswego recognizes Metro's responsibility and authority to prepare and implement a solid waste management plan, supports Metro's procedures for siting sanitary landfills, and will participate in these procedures as appropriate. 1/17/84.

3. Utilize procedures for citizen involvement in determining new facility locations.

4. (Require Planning... Deleted 12/28/82)

5. Assure high quality design of all public facilities by:

   a. Utilizing only registered design professionals to design public facilities.

   b. Utilizing the Development Review Board to screen and recommend design professionals for the design of public facilities.

   c. Strongly emphasizing the importance and value of aesthetics to the community in its development of public facilities.

   d. Assuring new facility design enhances community identity.

For General Policy VI: Coordinate public facility use, planning and related cost projections with the Lake Oswego School District.

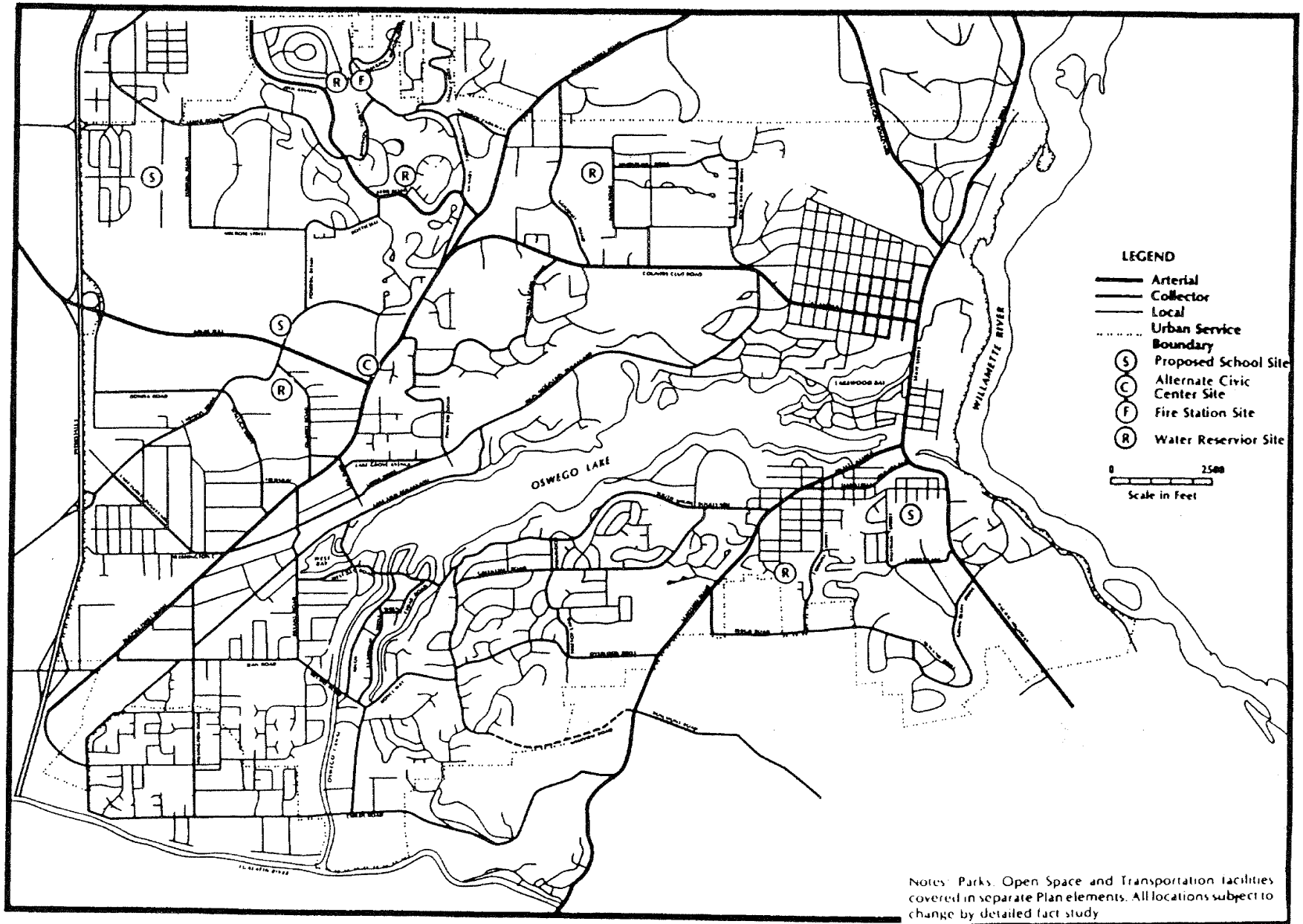
The City will:

1. Maximize the joint use of City and School District facilities.

2. Assist the School District in its detailed planning for future facility needs.

3. Designate proposed school sites on the Public Facilities Map in the Comprehensive Plan when such sites are formally agreed on by the Lake Oswego School Board.

4. Consider the tax revenue requirements of future school facility needs when developing the City's detailed Capital Improvement Program and related revenue projections.



Locations of Proposed New Public Facilities

COMPREHENSIVE PLAN IMPLEMENTATION POLICY ELEMENT

BACKGROUND INFORMATION

Several major forces — Statewide Land Use Laws, a regionwide upsurge of population growth and land development and the resulting growing scarcity of land and deterioration of the natural environment; the mounting pressures from existing residents to preserve the qualities which make Lake Oswego such a desirable place in which to live and work — have resulted in a rethinking of the role City Government must play in planning for and managing the use of lands in its jurisdiction and concomitantly, a rethinking of the role residents should play in City government.

The community of Lake Oswego determined as part of its community goals setting process (The Goals themselves are the first response to the situation described above) to develop a Comprehensive Land–Use Plan to guide land development such a way as to minimize the undesirable impacts of development and to meet the requirements imposed by State Law and Community Goals. During the development of the plans which would outline the steps to reach these goals, problems and issues were identified. Information was gathered and refined to make clear future community needs and the relationship of Lake Oswego to regional land use planning needs. Special attention was given to involving citizens in the process. The policies and strategies which were then developed are intended to guide community land development to serve the community in accord with goals and available resources.

Summary of Major Issues

Issues identified whichever resolved through the Comprehensive Planning Process included:

- What would be the City Governments' role in implementing land–use planning and management?
- How could the City Government carry out Comprehensive Plan Objectives and Policies, and do so at the minimum cost to the public?
- What would be the roles of each part of government (City Council, Planning Commission, Advisory bodies, Staff, etc.)?
- What would be the role of citizens?
- How could the plan be kept current with changing community needs, technologies, and objectives.

Summary of Major Conclusions

The following general conclusions were reached as a result of this process and a plan of action was approved which could satisfy the Community Goals:

1. That the City must, according to law, take leadership responsibility in planning for and managing the use of lands within its jurisdiction.
2. That the City would actively carry out the policies of the Comprehensive Plan and provide the leadership required to assure that its policies are made a part of City decision–making and administration.
3. That a well–organized implementation process would be initiated upon adoption of a plan with specific responsibilities assigned.
4. That the City should seek input on land use decision from the community as a whole, requiring that special interests' proposals include adequate information to determine conformance with plan policies and community objectives and to establish public needs. Also, the private sector should be actively encouraged to invest in developments which implement the Comprehensive Plan. Not only would this promote the best decision but would help minimize the public's cost and responsibility.
5. That a monitoring program be established to detect changes in community resources and activities to determine whether plan policies were being met and whether they are succeeding in their purpose.
6. That the plan should be evaluated periodically and amendment procedures established to allow revising to be made where needed to respond to community needs as established.

Summary of Supporting Documents

The following list includes the supporting documents related directly to the development of the role of government policies. For a complete bibliography of supporting documents, refer to Supporting Documentation

- City of Lake Oswego – Organization Chart (1977–78)
- Citizen Involvement Program, Phase I, December 16, 1975 and Phase II, August 1976
- Comprehensive Plan Task Force Reports
- General Policy Formulation Paper No. 8, Role of Government, January 24, 1977
- Summary of Planning Commission Developing Policies on Role of Government (Planning Department memo, February 9, 1977)

ROLE OF GOVERNMENT POLICIES

OBJECTIVE: **TO ESTABLISH ROLES IN IMPLEMENTING LAKE OSWEGO'S COMPREHENSIVE PLAN.**

GENERAL POLICIES:

I. The City will actively carry out the policies of the Comprehensive Plan and assure that procedures called for are made a part of City decision–making and administration.

II. The City will provide for citizen participation in implementing the Comprehensive Plan.

III. The City will monitor changes in the community's resources and activities to determine whether plan policies are being met and whether they are succeeding in meeting their purpose.

IV. The City will amend and revise the Comprehensive Plan periodically in response to changes in community objectives and needs.

V. The City will actively cooperate with the private sector on development which meets Comprehensive Plan objectives.

Specific Policies

For General Policy I: Actively carry out plan policies in City decision–making and administration.

The City will:

1. Assure that adequate resources are provided to carry out the Comprehensive Plan, and that responsibilities are clearly assigned and understood.

2. Use and maintain an organized process, to translate Plan policies into City actions, such as:

   a. review plan policies and compile a master list of tasks, procedures and actions needed to carry them out.
   b. organize related groups of tasks; organize and assign clear responsibilities to staff, advisory bodies, and others as appropriate.
   c. prepare department and advisory body programs outlining purposes, responsibility requirements, and scope, including man–hours, costs.
   d. review and approve programs at Council/Budget Committee.
   e. appoint and charge special citizen advisory groups, such as Bikeways Council, Conservation Commission, etc.,

f. provide for annual budget and capital budget to carry out programs, including priorities,
g. execute and monitor programs,
h. evaluate programs to determine if Comprehensive Plan objectives are being effectively met,
i. amend Plan or programs as required

3. Assign the following responsibilities for Plan implementation:

a. City Council

i. initiate implementation by Plan adoption.
ii. set implementation program priorities
iii. assure that the necessary ordinances, staff direction, priorities definition, budget and capital improvements are developed to implement the Comprehensive Plan.
iv. Plan amendment and revision.

b. Planning Commission

i. evaluate land use proposals in accordance with Plan policies
ii. review and evaluate progress of Plan implementation of Comprehensive Plan; advise City Council
iii. consider Plan amendments and revisions
iv. review and recommend ordinances and other measures to carry out the Comprehensive Plan
v. assist other citizen advisory bodies with their responsibilities.

c. Development Review Board

i. assist in revision of Development Review ordinance and procedures in accordance with Comprehensive Plan policies
ii. publicize Development Review procedures and requirements
iii. review variance requests in accordance with Comprehensive Plan policies.

d. City Staff

i. prepare master list of tasks and procedures needed to implement Plan
ii. prepare preliminary program profiles
iii. organize and assign program responsibilities.
iv. prepare for City Council consideration Development Review procedures which implement the objectives of the Comprehensive Plan
v. prepare detailed implementation programs, budgets, and capital program
vi. administer programs
vii. provide information and services needed to support City Council, Planning Commission, Development Review Board, and other advisory groups
viii. assist in development of ordinance revisions, monitoring programs and all implementation programs
ix. monitor changes and completion of Plan implementation activities.
x. provide program evaluation to City Council and advisory bodies.
xi. provide effective communications to residents regarding Comprehensive Plan implementation
xii. establish, with CCI advice, appropriate citizen involvement methods for Plan implementation activities
xiii review staff activities to evaluate how effectively Plan is being carried out or needed changes

e. Committee for Citizen Involvement (PA 8–89; 8/21/91)

i. evaluate Plan implementation process for compliance with community, regional, and State citizen involvement objectives and requirements.
ii. continue to carry out responsibilities assigned in Citizen Involvement Guidelines

f. Special Area Citizen Participation Groups. These groups will provide general advisory assistance as distinguished from administrative responsibility which remains a staff function. The City Council may assign new responsibilities or reassign responsibilities to new and existing groups after specific notification and a public hearing on the issue. (PA 1–88–616, 12–13–88)

(Rev 07–02–93; ba)

Parks and Recreation Commission

a. As directed by Council, encourage parks acquisition and development and programs through:

   i. assisting in preparation of park plans, site and building designs, programs, and program priorities
   ii. assisting in acquisition of designated park sites including fund raising, searching for grant assistance, public information programs, elections or other activities
   iii. assisting with citizen involvement through surveys, meetings, publicity, or appropriate methods
   iv. recommending capital improvements programming and program priorities
   v. recruitment of volunteers to assist in park development or programs
   vi. advising staff, as appropriate
   vii. advising Council or bodies on actions potentially affecting parks or recreation programs

b. As directed by Council, encourage the development of a bikeways system in Lake Oswego and surrounding areas, through:

   i. assisting in right–of–way or easement identification, trail standards, design, location
   ii. fund raising and grant assistance
   iii. assisting citizen involvement, especially neighborhood and adjoining users involvement in bikeway design and location; public information
   iv. assisting capital improvements programming
   v. recruitment of volunteers, construction of trails
   vi. promotion of bicycle safety
   vii. promotion of bicycling activities

Conservancy Commission

As directed by Council, encourage open space acquisition, pedestrian and equestrian trail development and natural resource conservation, through:

   i. assisting in identifying the preservation of open space sites, distinctive areas, historic buildings and places, easements or right–of–way for pedestrian and equestrian trails; including public information or other activities
   ii. recommending action to Council, staff, other public agencies or bodies, and assisting in implementation, to conserve natural resources (as defined in Natural Resource Policies of this Plan) including especially, natural features, streams, soils, vegetation, wildlife, energy and recycling
   iii. fund raising, searching for grant assistance
   iv. assisting with citizen involvement and volunteer activities
   v. assisting with capital improvements programming
   vi. encourage maintenance of dedicated open space areas in open space use
   vii. monitoring resource quality

Lake Oswego Development Corporation

As directed by City Council, assist in the development and implementation of procedures and programs to stimulate and coordinate private sector development of needed community facilities through:

   i. assisting in preparation of commercial area development plans, including common use parking facilities and socializing spaces
   ii. assisting in the enlistment of community support and encouragement of private investment
   iii. recommending action to City Council, staff and other public agencies or bodies
   iv. financing; grant search

g. Recognized Neighborhood Association

i. continue to carry out responsibilities assigned in Citizen Involvement Guidelines (PA 8–89; 8/21/91)
ii. determine and communicate the neighborhood needs and point of view during all phases of Plan implementation
iii. make recommendation for City actions affecting their neighborhood
iv. engage in comprehensive planning for their geographic area and its relationship to city–wide plans

h. The General Public

i. keep informed of Plan implementation progress
ii. join citizen participation groups and projects
iii. attend neighborhood association and public meetings

4. Develop and follow a public schedule for orderly Plan implementation. The schedule will be based on community needs, priorities, and financial capabilities.

5. Adopt new and revised land development ordinances to implement the land use policies of the Comprehensive Plan, including:

a. Zoning Ordinance revisions, including:

i. allowing clustering of residential units in all residential areas of the city within the limits of density established by zoning and the Comprehensive Plan
ii. adding new sections to the ordinance which cover new commercial, industrial, and residential categories defined in the Comprehensive Plan
iii. requiring change of use permits for all commercial, industrial, and public facility uses to assure ongoing compliance with development permit conditions
iv. revising parking requirements and tree cutting ordinances

b. Subdivision Ordinance revisions, including:

i. modified street standards per the Transportation Policy Element of the Comprehensive Plan
ii. incorporating necessary natural resource protection measures to implement the Natural Resource Policies of the Comprehensive Plan
iii. allowing clustering of residential units
iv. requiring approval of new subdivision layout

c. Planned Unit Development Ordinance revisions, including:

i. requiring site design review of all Planned Unit Developments
ii. limiting the maximum residential density bonus to a maximum of 25%
iii. any administrative revisions which could encourage greater use of PUDs

d. Development Review Ordinance revisions, including:

i. authorizing the Development Review Board to apply development policies and conditions of the Comprehensive Plan
ii. authorizing the Development Review Board to reduce zoned densities on the basis of specific site conditions, pursuant to the Growth Management and Residential policies

(Rev. 07–02–93; ba)

e. Pre–applications conference procedures including:

i. staff meeting with applicant
ii. identification of full range of impacts of a development proposal
iii. informing the applicant of conditions which must be taken into account in further planning or design

For General Policy II: Provide for citizen involvement in all Plan implementation activities.

The City will:

1. Actively implement the Citizen Involvement Guidelines. (PA 8–89; 8/21/91)

2. Appoint special purpose advisory bodies described on preceding pages to aid in the development and implementation of detailed programs to carry out the Plan elements.

3. Make an active effort to keep the public informed of Plan implementation progress by such means as public notices, meetings and hearings, City Manager's Newsletter.

4. Assure a government–citizen partnership in the formation of Plan implementation priorities and actions.

5. Encourage innovation in citizen involvement techniques to make such involvement as time–efficient and practical as possible.

6. Provide meeting and work space where feasible for citizen groups in civic buildings to encourage and facilitate their efforts.

7. Provide for recognition of exceptional civic efforts by officials, volunteers, and advisory board members, or other outstanding citizen activities. (PA 4–88–623, 12–21–88)

For General Policy III: Monitor community changes to determine policy compliance and impact.

The City will:

1. Develop and maintain a data base capable of yielding fast, accurate information on current status of key community activities, such as land use, population growth, traffic, natural resources, costs, public services and facilities.

2. Develop detailed methods and procedures for monitoring key community activities for Plan compliance and impact.

3. Organize City administration to facilitate reporting and processing of information needed for measuring Plan compliance and impact.

4. Provide adequate capital and operating budget resources to maintain accurate and up–to–date information.

5. Review monitoring procedures and methods annually to assess effectiveness.

6. Prepare and publish an annual report describing the results of the monitoring program; make amendments when and if necessary.

(Rev 07–02–93; ba)

For General Policy IV: Provide for plan amendment and revision.

The City will:

1. Keep an up–to–date, usable information base for policy decisions.

   a. Forecast long–range changes the community is likely to be affected by.
   b. Keep studies and records current and accessible.
   c. Cooperate in intergovernmental planning, research and information exchange to keep current on regional, state and national changes or needs.
   d. Provide methods for residents to communicate their view regarding community needs, changes, improvements.

2. Provide for minor plan amendments to be made as necessary.

   Amendment requests shall be submitted to the Planning Director who will determine whether the amendment is a major or minor one.

   Minor amendments are those involving a requested change in land use or intensity of land of less than four acres, already served by adequate streets, water, sewer, and drainage; or have no significant community impact on public facilities, public costs, natural resources or adequate land use. Minor amendments may be requested concurrently with other development related applications.

   Minor amendments will be considered by the Planning Commission at a public hearing after reasonable public notice, including at least:

   a. notice to the chairman of the recognized neighborhood association affected by the proposed change
   b. notice to the Chamber of Commerce
   c. notice in the Lake Oswego newspaper
   d. notice to property owners within 300 feet of any parcel of land proposed for a change in land–use designation
   e. notice to interested civic groups, as determined by staff

   Application for minor plan amendment will include at least the following information and justification:

   f. a description of the specific change proposed,
   g. a statement of the applicant's reasons for the change proposed,
   h. a factual description of how the proposed change meets a community need, or objectives specified in the Comprehensive Plan,
   i. a description of how the change would affect the community's public services and facilities, public costs, and natural environment; and affect land uses in the immediate vicinity of a proposed land use intensification,
   j. compliance with LCDC goals.

   All City departments will be provided a minimum of two weeks to comment on a proposed minor plan amendments.

   Minor amendments will be considered under quasi–judicial hearing procedures and standards. Planning Commission decisions will be final, subject to appeal to City Council.

3. Provide for major plan amendments to be made periodically. Major plan amendments are those involving a change in land use or intensity on more than four acres of land; or having a significant impact on public facilities or services, natural resources or adjacent land uses, or public costs; or change in plan text policies.

Major amendment may be requested concurrently with other development related applications.

An applicant shall prepare a statement which contains the following:

a. a statement of the specific language proposed for the amendment(s)
b. a full description of any property involved, including all relevant physical and environmental information
c. a statement of the applicant's authority to act on behalf of affected property owners
d. a full description of how a change in land use or intensity would affect public facilities and services, including streets, traffic control, sewer, water, drainage, parks and public costs
e. a full description of how a change in policy would meet community needs, stated plan objectives and affect social, economic and environmental character
f. material, factual evidence in support of descriptions and other statements
g. information as requested by the City Manager or designate
h. compliance with LCDC goals

The Public Impact Statement will be available for public and agency review at least 35 days prior to Planning Commission hearing. General notice to the community of the availability of the statement will be made.

The City Council may authorize a period of time, not to exceed four months, for community surveys or study and review of a major plan change by an advisory body, special purpose ad hoc study committee, citizen organization, or affected public agency, prior to consideration of the proposed change by the Planning Commission. Report will be made to the Commission.

The City will make a special effort to assure widespread dissemination of the proposed change in a manner assuring citizen understanding of the proposed change and its potential impacts. The Committee for Citizen Involvement will be asked to recommend suitable methods of communication.

Paragraph deleted from Special Policy 3, General Policy IV 9/20/83.

4. The Planning Commission, in recommending approval of major and minor plan amendments, will:

a. state how the amendment conforms to, or better implements, Plan policies for the particular uses involved.
b. determine that public facilities have capacity and are available to serve the proposed change. Particular attention shall be given to the impacts on existing and projected traffic flows and access based on street capacity and sight distance.
c. evaluate the physical constraints within the site to determine if uses consistent with the Plan designation can physically be accommodated on the site.
d. for residential Plan amendments to R–0, R–3, or R–5, the Commission will determine that 4a, b, and care met, and that

1. the area can be buffered from adjoining R–7.5, R–10, and R–15 residential areas in a manner which protects the privacy of adjoining uses. Buffering techniques may include a site plan showing a perimeter density of no more than 25% increase over the density allowed in the Plan for the adjacent lots. Preservation of natural features or natural hazards on the site will be balanced against the need to provide perimeter compatibility.

2. the area is within one block of an arterial or located on a collector with capacity to handle additional traffic.

3. the area is within reasonable walking distance of a transit stop as determined by recent surveys conducted by a reputable source such as the TriMetropolitan Service District. The Commission shall use a distance of approximately 750 feet unless recent studies show otherwise.

4. the area is within reasonable walking distance of commercial or industrial zones. The Commission will use 750 feet unless recent studies support another number.

e. For residential amendments to R–7.5, R–10, or R–15 the Commission will determine that 4a, b, and care met, and that

1. the proposed density is consistent with the platted development pattern in the surrounding area; or,

2. the topography in the area will make it possible to protect privacy on adjoining property both within and adjacent to the property. 9/20/83

5. Review the Comprehensive Plan at least every five years, to identify changes needed to reflect current conditions.

The City should particularly monitor:

a. demographic changes
b. land use changes, or regional or County plan changes, in the lower Tualatin Valley,
c. public transportation plans and improvements
d. travel patterns and traffic volumes
e. changes in natural resources
f. techniques in energy conservation

6. Hold an annual public meeting to inform the public of Comprehensive Plan implementation progress, to explain any revisions approved during the past year and to provide an opportunity for residents to express their views on the above matters.

7. This plan and each of its elements and its implementing ordinances shall be reviewed on an annual basis to determine whether it conforms to the goals, objectives and plans of the Columbia Region Association of Governments (and the Metropolitan Service District after January 1, 1979).

The plan may be so revised or amended at anytime, if deemed necessary by the City Council.

The City's annual review should be consistent with any schedule for reopening the plan approved by the Land Conservation and Development Commission.

For General Policy V: Cooperate with private sector to meet Plan objectives.

The City will:

1. Develop and implement a detailed facilities development program outlining the concepts, requirements, procedures.

2. Provide capital and personnel resources necessary to stimulate and coordinate private sector development of needed community facilities (such as common use parking facilities in the East End Business District).

3. Assure that development standards and procedures are clear, concise and unified, in order to minimize the time involved in processing applications.

   a. Expectations of the developer should be spelled out succinctly and definitively, including steps to be followed and burdens assumed, at the very outset of the process.
   b. A reasonable time limit should be imposed on the City as a matter of policy, in the review process for proposed development. The developer must be apprised of this.
   c. The extent of the review process should be directly related to the scope of the proposed development, with limited developments requiring minimum reviews.
   d. Informal staff review procedures should be developed at early stages in the process so the developer understands the City's expectations before excessive planning and investments have occurred.

MARYLHURST AREA POLICIES AND LAND USE MAP

The policies in this document are part of the Lake Oswego Comprehensive Plan and Land Use Map. They were adopted by the City Council on June 26, 1979.

These policies were specifically developed to apply to the Marylhurst campus. They supplement the other policies in the Comprehensive Plan, which also apply to Marylhurst as they do to all areas of the City and its Urban Service Area.

The Comprehensive Plan and Land Use Map were adopted and printed as separate documents in 1978. They are available at the City Hall and Library in Lake Oswego.

Lake Oswego Planning Department
City Hall – 380 "A" Avenue
635-0270
July, 1979

INSTITUTIONAL LAND USE POLICY ELEMENT

BACKGROUND INFORMATION

The three institutions of Marylhurst Education Center, Christie School and Convent of the Holy Names, all commonly known as the "Marylhurst Campus", occupy a site on Pacific Highway of approximately 183.3 acres. The campus has been partially developed with buildings in the eastern portions near River Road. These buildings have historically housed educational, religious, and charitable service facilities, residence halls and other related support services such as the cafeteria, sewage treatment plant, parking areas and recreational facilities. In recent times the Education Center has also utilized its available space for other governmental and nonprofit services. The campus has become the location for a wide range of educational, cultural, social and governmental activities.

The three institutions jointly still have well over a hundred acres of vacant land with the possibility for substantial development. The continued vitality of the institutions partially depends upon their ability to use their campus to expand and provide new services, such as the recently constructed Christie Center for emotionally handicapped children; and the residents of Lake Oswego, West Linn, and the many people who benefit from their experiences at Marylhurst have a strong interest in its future success.

Expansion also raises several of the same opportunities and issues which were addressed for other land uses in the City, especially traffic and circulation, site design, and open space.

The Marylhurst policies are summarized from a report, "Marylhurst, An Annexation and Plan" of May 1, 1979 which was prepared by the Marylhurst institutions.

Marylhurst Goals

1. Community Area and Regional Relationship

   Marylhurst will continue to provide for housing, education, religious and community service needs of the region.

2. Natural Resources and Environment

   The geophysical assets (trees, Willamette River, drainage courses, land contours and scenic views) will be preserved and enhanced. Appropriate environmental controls will be developed to preserve fragile terrain and to protect against all types of pollution.

   The campus will work closely with its neighbors and the City to beautify Pacific Highway and preserve the Willamette River Greenway.

3. Population Densities and Growth

   Future growth and population density will be controlled in a manner that will enhance and preserve the qualities of the campus, the surrounding neighborhood and the City.

4. Community and Neighborhood Identity

   The spirit of local identity will be fostered by encouraging participation in the activities of the larger community, preservation of the character of the campus.

5. Aesthetic Quality and Community Design

   The character and aesthetic quality of the campus will be preserved and enhanced through sound design of residential, institutional and commercial buildings, facilities, streets and other development.

6. Open Space

An open space plan will be developed and implemented to protect the unique natural areas, provide recreational opportunities and help shape development patterns.

7. Residential Land Use

Residential development will provide a variety of choices to meet the needs of the community, including those with needs for special care, and will preserve the character of neighboring developed areas.

8. Campus Institutional Land Use

The educational, social, cultural, and religious activities of Marylhurst will be continued and expanded. Office campus use, as defined in the Comprehensive Plan, will be permitted in Campus Institutional areas.

9. Traffic and Circulation

Traffic generated from the Marylhurst campus will be controlled to maintain adequate access at controlled intersections and efficient internal circulation.

LAND USE MAP DESIGNATIONS (TO BE ADDED TO LAND USE MAP, NOT TEXT)

1. The Marylhurst Education Center, Christie School, and Provincial House areas (sub–areas I, I–A, III) and the open undeveloped land east of the highway (sub–areas II, IV) will be designated Campus Institutional.

2. The vacant land between Christie School and Old River Road (sub–area III–A) will be designated Residential R–10 (2.9–4.3 units per net acre, or 10,000–14,075 sq. ft. per unit).

3. The Marylhurst property immediately west of Pacific Highway (sub–area V) will be designated as Residential R–10 (2.9–4.3 units per net acre, or 10,000–14,075 sq. ft. per unit).

4. The westernmost portion of the Marylhurst Property (sub–area V–A) will be designated Residential R–15 (0–2.9 units per net acre, or 15,000 sq. ft. or more per lot).

5. The stream corridors and drainage ways, Willamette River/Old River Road corridors will be designated as open space. (The Old River Road corridor is part of the Willamette River Greenway.) Land between the road and the river will be designated for public access.

See map, attached.

Campus Institutional: Definition

Land uses allowed in Campus Institutional areas are all Office Campus uses, including those for educational, religious, social services, governmental agencies, related residential uses and facilities for care of the handicapped or other special care needs, located in a campus setting which preserves a substantial amount of landscaping and open space and the character of existing institutions.

GENERAL POLICIES

1. A mix of uses within the Marylhurst campus will be allowed, including educational, cultural, social, governmental and residential activities.

2. The campus–like character of the area will be maintained as much as possible.

3. Traffic and access will be controlled to preserve the capacity of Pacific Highway and the intersections at Marylhurst. Proper internal circulation will be provided.

4. The Willamette River Greenway will be preserved for scenic and recreational uses.

SPECIFIC POLICIES

For General Policy I: Provide for a Mix of Uses

1. Designate the Marylhurst Area for a variety of land uses and establish the specific uses, conditions and design criteria for sub–areas within the campus, to assure proper development.

2. Require each sub–area to have a plan for circulation, parking, utilities, and general building placement as a condition of approval for all development other than single–family subdivisions.

3. Establish permissible uses, intensities, development criteria and conditions for specific sub–areas within the campus, in addition to other policies.

   a. SUB–AREA I: CAMPUS INSTITUTIONAL

      1. Allowed uses will include educational, religious, social service, governmental, institutional housing, and their supporting services.

      2. The appearance and character of the present Marylhurst Education Center campus, especially the scale of buildings, parking areas, building locations, materials, open areas and landscaping, will be continued in new development.

   b. SUB–AREA I–A: CAMPUS INSTITUTIONAL

      1. Uses should be located in a major building and no more than two buildings.

      2. Design of access to the eastern portion of the site must provide for emergency vehicles.

      3. Development may not occur beyond the top of the bans of the drainage ways. Removal of trees will be minimized as much as possible.

      4. Access into the site must be designed to be compatible with the existing Education Building, and should be located on the north side.

      5. Vehicle access or parking in the eastern portion of the site will be discouraged.

      6. Drainage management must be designed to prevent erosion of the banks of the drainage ways which have a severe potential landslide hazard.

   c. SUB–AREA II: CAMPUS INSTITUTIONAL

      1. Commercial uses allowed (including Office Campus) must be buffered from pacific Highway.

      2. Structures will be located to maintain open areas which preserve a campus–like setting. The view of St. Anne's Chapel from the southern access drive will be preserved.

      3. Site design will orient buildings towards views and preserve highway and access road views as much as possible.

d. SUB–AREA III: CAMPUS INSTITUTIONAL

e. SUB–AREA III–A: RESIDENTIAL (R–10)

1. Access to Old River Road must be designed to provide a safe intersection, and to minimize disturbance to the wooded slope along the road. If these conditions cannot be met, the area must be provided access from the campus.

2. Residential development will be required to provide street trees. Development must be visually screened from the school and convent.

3. Emergency vehicle access from the campus side must be provided.

4. Changes to topography will be the minimum necessary to develop the property.

f. SUB–AREA IV: CAMPUS INSTITUTIONAL

1. Allowed uses will be Campus Institutional, including social service institutions and residential care facilities for the physically or mentally handicapped. Agricultural uses may be continued as long as they are compatible with new development.

2. A pedestrian access to Pacific Highway may be located at the north end of the site.

g. SUB–AREA V AND V–A: RESIDENTIAL (R–10 and R–15, respectively)

1. Allowed uses will be residential (R–10 and R–15), with clustering encouraged.

2. Site design should assure that views to the east are preserved and utilized.

3. A unified site plan for each sub–area, required prior to development, shall include provisions for buffering the adjacent residential areas.

4. Interior street rights–of–way shall be dedicated. Street trees will be required.

For General Policy II: Maintain Campus–Like Character

1. Assist Marylhurst in preparing architectural and site design criteria to be utilized as supplements to the Development Review standards for all future development at Marylhurst. The criteria will assure that development is harmonious with the existing campus buildings and landscaping. Criteria at minimum will assure:

   a. Maintenance of the architectural character of the existing buildings and landscaping.

   b. Scale, height, bulk, lot placement and building materials in new development which will maintain the open character and be properly related to the existing structures.

   c. Preservation of scenic vistas to the east.

   d. New landscaping will complement existing, especially types and placement of trees.

2. Ensure that the natural drainage courses are designated as open space. No development will be permitted, except for utilities, drainage management improvements or low–intensity recreational improvements, such as trails.

3. Ensure maintenance of a setback along Pacific Highway, which will include a minimum of fifty feet from the right–of–way line, to provide for the planting of trees. The City will assist with providing and planting of the trees, subject to the budgetary process.

4. Require buffers between nonresidential campus uses and adjacent residential neighborhoods, including protection of views.

5. Require minimum changes in topography. Grading will be limited to that required for foundations, drainage management, parking areas and berms.

6. Assure that parking areas are scaled proportionately to the campus buildings and are landscaped to avoid the appearance of large, unbroken paved area.

7. Strongly encourage residential site design which is clustered and preserves open areas.

8. Assure that commercial uses are of a type and size to serve the residents and users of the campus, without drawing a larger market, and are located away from Pacific Highway to avoid any strip development.

9. Assure that utility construction will be coordinated with development and will prevent or minimize disruption of the existing buildings, streets, and drainage ways.

For General Policy III: Preserve Highway Capacity and Internal Circulation

The City shall (subject to the approval of the Oregon Department of Transportation, whenever applicable):

1. Limit access from the campus to Pacific Highway to the two existing access points.

2. Limit land uses to the degree necessary to ensure that total vehicle trips generated by campus land uses maintain the capacity of Pacific Highway intersections.

    a. Prior to new development, a traffic study will be prepared which will determine the projected volumes on Pacific Highway, the capacity available to future development at Marylhurst and improvements necessary to maintain the highway or intersections within Service Level "D".

3. Require that Marylhurst pay an equitable share of the cost of improvements to Pacific Highway for additional capacity and signalization required for additional development.

4. Actively seek transit improvements and increases in the levels of transit use in the Highway 43 Corridor, to reduce vehicle trips entering the State Street Corridor.

5. Ensure that internal streets on the east side of Pacific Highway will remain private streets, except for the Residential area (sub–area III–A).

6. Require that internal access and circulation plans for each sub–area of the campus will be prepared and approved as part of the Development Review for the first new development proposed for the sub–area.

7. Require dedication of an additional ten feet of right–of–way on each side of Pacific Highway to widen the total to eight feet.

8. Ensure that a minimum setback will be maintained along Pacific Highway at fifty feet from the right–of–way line to preserve the scenic corridor.

9. Allow no vehicular access from Old River Road, except to sub–area III–A.

10. Assure safe pedestrian and bicycle circulation within the campus area and each sub–area.

    a. Whenever possible, walkways will be separated from vehicular ways.

For General Policy IV: Preserve Willamette River Greenway as a Recreational and Scenic Resource

The City shall:

1. Assure that the area designated as Willamette River Greenway along Old River Road (generally from the river to the top of the steep bank above River Road) is maintained in a natural aesthetic condition.

    a. Structures will not be permitted in the Greenway, except for recreational purposes or utilities.

    b. Recreational improvements will be in scale with the environment. Parking areas, if any, will be minimal.

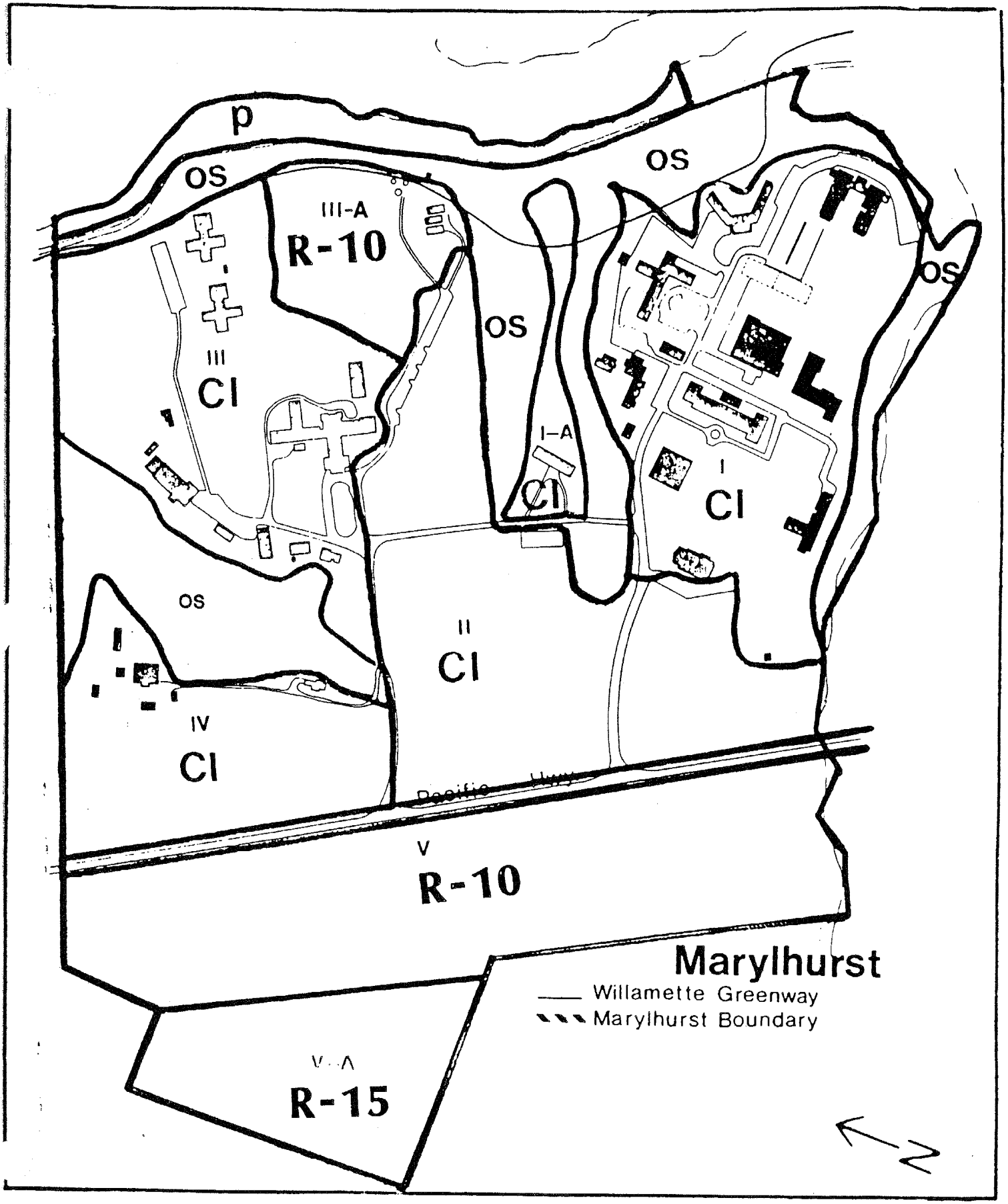
    c. Trees in the Greenway will be preserved.

    d. No boat ramps will be permitted.

2. Designate the area between River Road and the river as Public Open Space, and the banks above the road and the drainage ways as Protection Open Space.

    a. The City will attempt to negotiate an agreement with Marylhurst which will provide for public access and recreational use of the land between River Road and the river. The agreement may be for purchase outright, easement use or other methods mutually agreeable to Marylhurst and the City.

3. Ensure that storm water runoff from campus development will be controlled to avoid erosion, sedimentation or damage to the drainage ways.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