

**ORDINANCE NO. 2706**

**AN ORDINANCE OF THE CITY OF LAKE OSWEGO ADOPTING THE SW EMPLOYMENT AREA PLAN AS A SPECIAL DISTRICT PLAN OF THE COMPREHENSIVE PLAN AND AMENDING THE COMMUNITY DEVELOPMENT CODE TO ADD A SOUTHWEST OVERLAY DISTRICT AND TO MAKE RELATED CODE STREAMLINING AMENDMENTS.**

WHEREAS, notice of the public hearing for consideration of this Ordinance was duly given in the manner required by law; and

WHEREAS, a public hearing before the Planning Commission was held on January 25, 2016, at which the staff report, testimony, and evidence were received and considered, and deliberations continued to February 8 and March 14, 2016; and

WHEREAS, the Planning Commission has recommended that LU 15-0077 be approved by the City Council; and

WHEREAS, a public hearing on LU 15-0077 was held before the City Council of the City of Lake Oswego on May 3, 2016, at which the staff report, testimony, and evidence were received and considered;

WHEREAS, the Council finds that the SW Employment Area (SWEA) Plan should be adopted as a special district plan of the Comprehensive Plan to provide direction on land use and infrastructure improvements for the district, and to implement the Comprehensive Plan for the Employment Center calling to "Locate land for light industrial uses within the SW Employment District and provide a special district plan that accommodates a range of uses including light industrial, office and supporting retail"; and

WHEREAS, the Council finds that the Community Development Code should be amended to adopt a new Southwest Overlay District that helps to implement the SWEA Plan by providing site and building design standards intended to promote a high-quality and consistent pattern of development in the SWEA; and

WHEREAS, the Council further finds that amendments to the Community Development Code should be made to eliminate redundant and outdated information related to the SWEA; and that the Comprehensive Plan Economic Development policy directing the development of the SWEA plan should be updated to reflect its completion; and

The City of Lake Oswego ordains as follows:

**Section 1.** The City Council hereby adopts the Findings and Conclusions (LU 15-0077), attached as Attachment A.

**Section 2.** The Lake Oswego Comprehensive Plan is hereby amended by adding Attachment B, the Southwest Area Employment Plan, dated March 31, 2016, as a Special District Plan.

**Section 3.** The Lake Oswego Code is hereby amended by adding the new text shown in underlined type and deleting text shown in ~~striketrough~~ type in Attachment C, dated March 29, 2016.

**Section 4.** The Lake Oswego Comprehensive Plan, Economic Vitality chapter Policy A-9 is hereby amended by adding the new text shown in underlined type and deleting text shown in ~~striketrough~~ type in Attachment D, dated March 29, 2016.

**Section 5. Severability.** The provisions of this ordinance are severable. If any portion of this ordinance is for any reason held to be invalid, such decision shall not affect the validity of the remaining portions of this ordinance.

Enacted at the meeting of the Lake Oswego City Council of the City of Lake Oswego held on the 7<sup>th</sup> day of June, 2016

AYES: Mayor Studebaker, Manz, Buck, Gudman, Collins, O'Neill, Gustafson

NOES: None

ABSENT: None

ABSTAIN: None

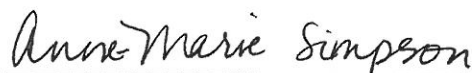
EXCUSED: None



Kent Studebaker, Mayor

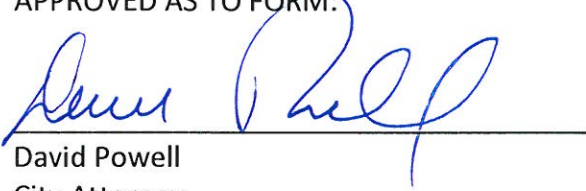
Dated: June 9, 2016

ATTEST:



Anne-Marie Simpson, City Recorder

APPROVED AS TO FORM:



David Powell  
City Attorney

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BEFORE THE CITY COUNCIL  
OF THE CITY OF LAKE OSWEGO

A REQUEST TO ADOPT THE SOUTHWEST EMPLOYMENT AREA PLAN AS A SPECIAL DISTRICT PLAN OF THE COMPREHENSIVE PLAN AND RELATED AMENDMENTS TO THE COMMUNITY DEVELOPMENT CODE	LU 15-0077 CITY OF LAKE OSWEGO  FINDINGS & CONCLUSIONS
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**NATURE OF PROCEEDINGS**

This matter came before the Lake Oswego City Council on the recommendation of the Planning Commission for legislative amendments to the Community Development Code for the purpose of adopting the Southwest Employment Area (SWEA) Plan as a Special District Plan of the Comprehensive Plan, and implementing Community Development Code amendments and Comprehensive Plan policy updates to include: a new Southwest Overlay District, replacing LOC 50.05.008 Industrial Park Overlay District; deletion of LOC 50.11.002 Appendix B - Industrial Land Use Policy Element; and update of Economic Vitality policy 9.

**HEARINGS**

The Planning Commission held a public hearing and considered this application at its meetings of: January 25, 2016; February 8, 2016 and March 14, 2016. The City Council held a study session on April 19, 2016, and a public hearing to consider the Planning Commission’s recommendation on May 3, 2016.

**CRITERIA AND STANDARDS**

- A. City of Lake Oswego Comprehensive Plan:
  - Land Use Planning Goal:
  - Development (Community Development Code)
  - Policy A-1.b
  - Policy A-1.g
  - Policy A-1.i
  - Policy A-3
  - Policy A-5

1 Design Standards and Guidelines:

2 Policy C-1  
3 Policy C-3

4 Community Culture Goal:

5 Civic Engagement  
6 Policies 1 and 9

7 Inspiring Places and Spaces Goal:

8 Goal 1: Policy 1.b

9 Economic Vitality Goal:

10 Economic Development  
11 Policy A-2  
12 Policy A-3  
13 Policy A-4  
14 Policy A-5  
15 Policy A-7  
16 Policy A-9

17 Employment Zones

18 Policy B-1  
19 Policy B-2

20 Connected Community Goal:

21 Safety  
22 Policy A-1  
23 Policy A-2

24 Transportation Choices

25 Policy B-2

26 Livability  
27 Policy F-5

28 B. Metro Urban Growth Management Functional Plan

29 Title 4: Protection of Employment Areas,  
30

31 C. City of Lake Oswego Community Development Code

32 LOC 50.07.003.3.c Published Notice for Legislative Hearing  
33 LOC 50.07.003.16.a Legislative Decisions Defined  
34 LOC 50.07.003.16.b Criteria for Legislative Decision  
35 LOC 50.07.003.16.c Required Notice to DLCD  
36 LOC 50.07.003.16.d Planning Commission Recommendation Required  
37 LOC 50.07.003.16.e City Council Review and Decision

38 **FINDINGS AND REASONS**

39 The City Council incorporates the Findings and Conclusions of the Planning Commission

1 in this matter, together with the staff reports dated April 12 and April 22, 2016, with all  
2 exhibits, as support for its decision, supplemented by the further findings and conclusions  
3 below. In the event of any inconsistency between the supplemental findings below and the  
4 incorporated matters, the supplemental findings control.

5 Following are the supplemental findings and conclusions of this Council:

6 Retail Square Footage

7 The Council received testimony regarding the proposed retail square footage north of  
8 Willow Lane, noting opposition to the 35,000 sq. ft. size limitation for this use. The primary  
9 concern was that this large of a retail use would serve people from outside the immediate area  
10 rather than serving the needs of the employment district. The Council concurs with the  
11 Planning Commission’s findings that the majority of land in the Industrial Park zone should be  
12 limited to small accessory retail uses, and that the area north of Willow Lane has a limited  
13 number of sites that could be redeveloped with larger retail uses up to 35,000 sq. ft. The  
14 Council also finds that limiting individual retail uses to 35,000 sq. ft. and limiting cumulative  
15 retail uses to 60,000 sq. ft. on a single parcel, or on adjacent parcels, complies with the  
16 Comprehensive Plan direction that “Employment Centers focus primarily on higher-intensity  
17 employment uses, with supporting retail...” (Economic Vitality Policy A-7.a) and with the  
18 Comprehensive Plan definition of Supporting Retail Uses that “do not include regional or  
19 lifestyle shopping centers, or concentrations of retail uses greater than 60,000 square feet.”  
20 The Council further finds the retail size limitation to comply with the Metro Title 4 requirement  
21 for Employment Land.

22 Stormwater Management

23 The Council received testimony that the SWEA Plan does not go far enough to address  
24 stormwater flooding along Lakeview Blvd., and that stormwater management on individual  
25 sites will not be sufficient to resolve the issue. It was suggested that a stormwater pipe is  
26 needed in Lakeview Blvd. to effectively manage the runoff. The Council finds that the SWEA

1 Plan includes stormwater management as a component of each Infrastructure Action Item for  
2 public right-of-way improvements, and that the Plan is consistent with the City’s Stormwater  
3 Management Manual and Utility Code, which call for the City to manage runoff within the right-  
4 of-way and for private properties to manage runoff on-site. The plan recommends infiltration-  
5 based stormwater management to the greatest extent possible in this area, which generally has  
6 good infiltration rates. This approach is consistent with Comprehensive Plan Policy 1 in the  
7 Community Health & Public Safety/Surface Water Management section, which calls to use  
8 natural systems and non-structural methods to treat, convey and dispose of storm water runoff  
9 to the extent allowed by site characteristics.

10 Permitted Uses

11 The Council received testimony that there are too many unknowns about permitted  
12 uses in this district because the code amendments were proposed to be adopted with the  
13 Commercial Code Streamlining project. The Council finds that the SWEA Plan includes detailed  
14 recommendations about proposed use changes for the SWEA in Regulatory Action Item 1a, and  
15 that additional consolidation of uses are citywide changes that will be considered separately as  
16 part of the Commercial Code Streamlining amendments.

17 The Council received testimony that residential uses should not be permitted in the  
18 SWEA because this area should be reserved for light industrial uses and jobs. The Council finds  
19 that the SWEA Plan recommends limiting residential uses to upper stories of mixed-use  
20 buildings in the Neighborhood Commercial (NC) zone, where medium and high-density housing  
21 are conditional uses under existing code. The NC-zoned area is designated as a Neighborhood  
22 Village in the Comprehensive Plan, defined to “allow for a mix of residential with retail,  
23 services, and other employment...” The SWEA Plan does not recommend allowing residential  
24 uses in the Industrial Park zone.

25 Exterior Building Materials

26 Ordinance 2706 includes a new Southwest Overlay District code to apply a set of site

1 development and building design standards to the SWEA. The standards are intended to  
2 promote a high-quality and consistent pattern of development that provides clear and objective  
3 guidance for the design review process. The building design standards include a list of  
4 prohibited exterior building materials, intended to promote high-quality structures appropriate  
5 for both light industrial and commercial uses. The Council finds that concrete block and  
6 plywood are high-quality materials that can be used creatively to produce well-designed  
7 structures appropriate to the employment area. The Council finds that concrete block and  
8 plywood should be allowed as exterior finish materials, limited to 40% of exterior facades.

9 Deferral of Site-Specific Use Amendments

10 The City Council concurs with staff's recommendation to defer the adoption of  
11 amendments to LOC 50.02.002.2, Specific Standards for Commercial, Mixed-Use and Industrial  
12 Zones, to the Commercial Code Streamlining ordinance (LU 15-0035) anticipated for adoption in  
13 October 2016. The Council finds that deletion of use-related standards applicable to the Boones  
14 Ferry Road/Jean Road Site, Jean Way Site, and Boones Ferry Road/Opposite Jean Way Site for  
15 the purpose of code streamlining, should not occur before those standards, in a streamlined  
16 form, are integrated into the amended Commercial Use Table as part of LU 15-0035. Further,  
17 the Council finds that given the imminent Commercial Code Streamlining adoption and absence  
18 of public testimony on these amendments, the code amendment process would be simplified  
19 by consolidating the LOC 50.02.002.2 amendments into a single ordinance.

20 **CONCLUSION**

21 The City Council concludes that LU15-0035, as modified to be consistent with these  
22 findings, is in compliance with all applicable criteria and should be approved. The Council also  
23 concludes that proposed Ordinance 2706, as also modified to be consistent with these findings,  
24 and which implements LU 15-0077, should be enacted.

25

26



# CITY OF LAKE OSWEGO SOUTHWEST EMPLOYMENT AREA PLAN



*Planning Commission Recommended Plan  
April 2016*



## ACKNOWLEDGEMENTS

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Councilor Charles Collins  
Councilor Jeff Gudman  
Councilor Jon Gustafson  
Councilor Jackie Manz  
Councilor Skip O'Neill

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# 1. INTRODUCTION

The Southwest Employment Area (SWEA, shown on **Figure 1**) is a 150-acre industrial and commercial area in the southwestern quadrant of Lake Oswego, adjacent to the Tualatin city limits. Centered around the city's only light industrial area, the SWEA includes 98 tax lots that are zoned primarily Industrial Park (IP); it also includes small areas of General Commercial (GC) and Neighborhood Commercial (NC) zoning, along with the City's Public Works Operations Center in the Public Functions (PF) zone.

The SWEA has the potential to be a significantly more diverse and active employment district. The district's unique location in close proximity to the I-5 interchange at Boones Ferry Road and central to the metro region, reinforces its potential to support future businesses and employment opportunities. Additionally, Lake Oswego has an extremely limited supply of vacant industrial and commercial land, and must rely on infill and redevelopment in places like the SWEA to accommodate future business and job growth.

The SWEA (exclusive of the Neighborhood Commercial zone) was identified as one of the three employment centers by the Lake Oswego Community Vision for 2035 and the City of Lake Oswego Comprehensive Plan, as shown in **Figure 2**. The Neighborhood Commercial zone is identified as the Rosewood Neighborhood Village, and is also included in the SWEA Plan area.

Beginning in October 2014, the SW Employment Area Plan process began with initial input from the Project Advisory Committee (PAC), a group that includes district business and property owners, nearby residents, community stakeholders and Planning Commission and City Council members. City staff and the consultant team also led public meetings and project work sessions to consider ways to improve redevelopment and job growth opportunities, streamline the development code, and provide better access through the district to meet the needs of businesses, employees and nearby residents.

## PROJECT GOALS AND OBJECTIVES

The community's vision for employment centers, according to the Comprehensive Plan, is to encourage development that results in uses with higher employee concentrations. The major goal of this project is to encourage redevelopment and employment growth by removing barriers to private investment within the SWEA district. The Plan development process included the following objectives to meet this goal:

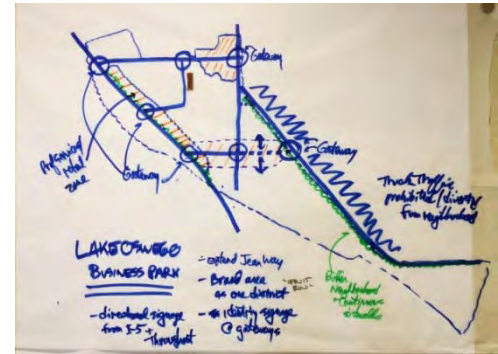
- Involve stakeholders and the community in the process.
- Enhance opportunities for redevelopment and job creation within the district.
- Improve multimodal connectivity within and to the district.
- Minimize environmental impacts and protect quality of life.
- Develop a plan that can be implemented quickly to enhance job creation.
- Reduce conflicts between residential and industrial users.

This Draft SW Employment Area Plan (Draft Plan) provides a land use and infrastructure framework intended to support redevelopment and job growth through infrastructure improvements, flexibility in permitted uses, and building and site design standards intended to serve a range of employment types while enhancing the image of this area as a modern business park and one of Lake Oswego's three major

employment centers. The Plan seeks to support existing and future business while addressing impacts on adjacent residential uses and making improvements that will benefit residents, businesses and employees.

The Plan also gives context to these recommendations by summarizing key findings about the district and the alternatives that were considered in developing the Plan. The following interim deliverables led to this plan:

- **District Assessment (October 2014- January 2015):**  
With input from the PAC, the consultant team and City staff developed an *Existing Conditions, Opportunities and Constraints Report* that included a market analysis and an assessment of building stock, existing traffic conditions, regulatory barriers to economic development, and other environmental and physical conditions. The findings were presented at a public workshop in February 2015.



- **Land Use and Infrastructure Alternatives (February 2015- April 2015):**  
The PAC and project team facilitated a public workshop to generate land use and infrastructure concepts that the project team then refined, resulting in two land use and infrastructure alternatives described in the *Land Use and Infrastructure Alternatives Memorandum*. The document also includes a discussion of ways to reconsider the districts' land use patterns, roadway facilities and stormwater management systems. The project team presented the alternatives to the PAC, Planning Commission and City Council for their feedback.



**Examples of concepts developed during the public workshop**

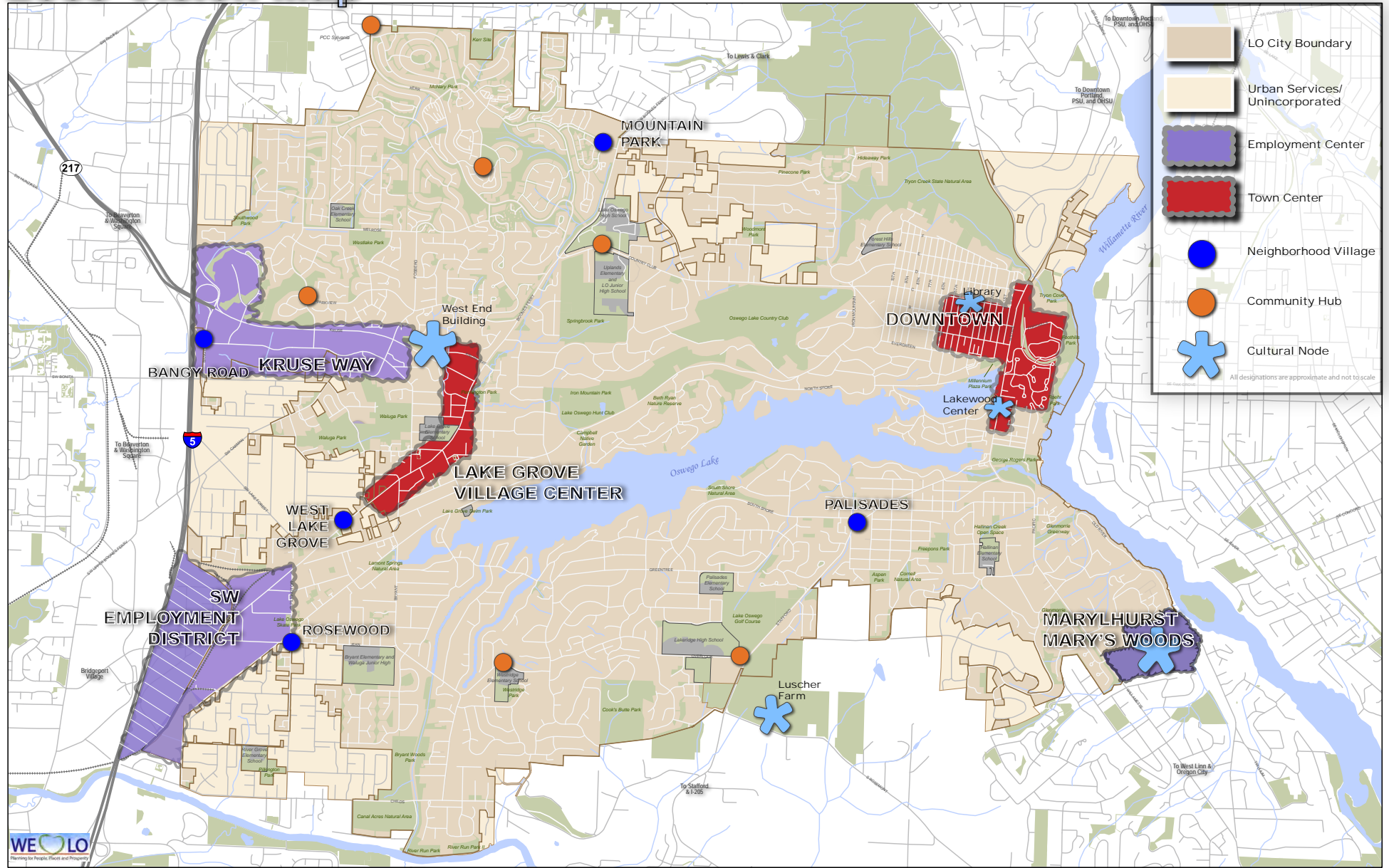
- **Alternatives Evaluation and Recommended Alternative Selection (April 2015- June 2015):**  
During this phase, the project team evaluated the land use and infrastructure alternatives using the project criteria developed earlier in the project. The project team presented the alternatives and the evaluation results to the public and PAC at a June 2015 meeting, following which the PAC made a recommendation on a preferred alternative.
- **Draft and Final Plan, with Implementation Strategies (June 2015 – January 2016):**  
The PAC reviewed the Draft Plan with implementation strategies, including a proposed zoning overlay, then issued a Public Discussion Draft for citizen input. The Planning Commission conducted a work session on the Discussion Draft in December 2015 and public hearings in January-March 2016, to make its recommendation for final adoption by the City Council.



SOUTHWEST EMPLOYMENT AREA PLAN  
 Figure 1. Plan Area

CITY OF LAKE OSWEGO

# 2035 Vision Map



**SOUTHWEST EMPLOYMENT AREA PLAN**  
 Figure 2. Lake Oswego Comprehensive Plan 2035 Vision Map

CITY OF LAKE OSWEGO



## 2. PLANNING CONTEXT

The Lake Oswego Comprehensive Plan Vision Map identifies the SWEA as one of the city's three Employment Centers—areas intended to focus primarily on higher-intensity employment uses, with supporting retail and service uses, commercial offices, and residential and cultural uses in select locations. As of the end of 2013, just before work began on the SWEA Plan, the area was home to 131 firms employing 1,831 employees with average annual wages of \$61,500. Of the top employment sectors, computer and electronics manufacturing, and wholesale industries had the greatest number of employees, followed by non-computer and electronics manufacturing. The rest of the employment mix in SWEA is fairly diverse, attracting professional and technical, and health care services.

Most of the Southwest Employment Area is also identified as Employment Land on Metro's Title 4 map.<sup>1</sup> Metro Title 4 calls for cities to limit new and expanded commercial retail uses on Employment Land to those appropriate in type and size to serve the needs of businesses, employees and residents of the Employment Areas. The Comprehensive Plan also identifies the Neighborhood Commercial zone within the SWEA (at Jean and Pilkington) as a Neighborhood Village, which is intended to accommodate a mix of lower-intensity commercial uses to provide services for nearby residents and can include residential uses.

In 2008, prior to the Comprehensive Plan update, a group of 23 property owners made a request to the Planning Commission to broaden the permitted uses in a northern portion of the area's Industrial Park (IP) zone by adding office, limited retail, and some specialized uses such as commercial storage. One of their concerns was that the limited uses permitted in the IP zone were typically applied to less expensive land, and were not supporting the best use of their properties. In response to this request, the Planning Commission initiated a zone change to create the Industrial Park Overlay (IPO) zone, which was adopted by City Council in 2011. The new overlay zone was seen as an interim solution until the Comprehensive Plan was updated and a more detailed plan was developed for the district. Staff noted during this process that a SW Employment Area plan was likely to follow the completion of the Comprehensive Plan update (adopted in April 2014). The updated Comprehensive Plan Economic Vitality chapter now provides the following direction for the Southwest Employment Area: *Policy 9: "Locate land for light industrial uses within the SW Employment District and provide a special district plan that accommodates a range of uses including light industrial, office and supporting retail."*

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<sup>1</sup> "Employment Areas" on Metro's Title 4 map are areas of mixed employment that include various types of manufacturing, distribution and warehousing uses, commercial and retail development as well as some residential development. Retail uses should primarily serve the needs of the people working or living in the immediate employment area. Exceptions to this general policy can be made only for certain areas indicated in a functional plan.

## EXISTING ZONING AND DESIGN STANDARDS

There are five zoning districts and one zoning overlay within the project area, as described below and shown on **Figure 3**.

### Industrial Park

Industrial Park (IP) is the predominant zoning designation within the SWEA. The IP zone is intended for light industrial, employment and accessory uses occurring in a campus-like setting that is compatible with existing uses bordering the district. Some of the permitted uses in this district are pet care/boarding facilities (inside a building), incidental<sup>2</sup> retail (3,000 maximum square feet per site), medical/dental laboratories, research and testing facilities, parks and open space, artist studios, office uses/secretarial (related to industrial users only), professional offices (limited), fitness and exercise (gyms), boat sales and storage, RV storage, manufacturing, warehousing and processing. The hours of operation for incidental retail uses in the IP zone within 200 feet of residential property are restricted to 8:00 a.m. to 10:00 p.m. Sunday through Thursday and 8:00 a.m. to 12:00 a.m. on Friday and Saturday.

The parcels within the IP zone also fall within the Lake Grove Industrial Park District, as identified in the Industrial Land Use Policy Element of the Community Development Code (Appendix B of the Development Code). These policies came out of a planning effort in the 1970s that aimed to increase and enhance industrial development in Lake Oswego in order to create more employment opportunities, and balance the high cost of public services for low density residential development with higher revenue employment land uses. Some of the projects and policies identified in this section have been implemented through local improvements (e.g. widening Boones Ferry, completed in the mid-1980s) and development standards. Many of the policies, however, continue to be relevant to the Lake Grove Industrial Park District today.

This policy element of the Code was originally part of the Comprehensive Plan, but relocated to the Community Development Code in 2002 because it included some regulatory policies that were applicable to specific land use applications. To be consistent with the City's regulatory framework, any policy direction that should continue to apply to development in this zone should be translated into specific development standards that would implement the policy, and be located with other development standards for the zone.

### Industrial Park Overlay

The Industrial Park Overlay (IPO) District is intended to provide land that is available for both standard IP uses and office, personal services, and limited retail uses in the area north of Willow Lane. In addition to the uses permitted in the IP zone, IPO permits commercial recreational facilities (less than 5,000 sq. ft.), retail sales of motor vehicle accessories (less than 20,000 sq. ft.), retail sales of food (less than 2,000 sq. ft. and co-located in a building with another permitted use), personal services, financial institutions (banks), business services, medical and health services, office uses and fitness and exercise services. Limited commercial self-storage facilities may be permitted as a conditional use subject to special requirements. Retail sales-general (less than 10,000 sq. ft.) are permitted, with no more than 20,000 sq.

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<sup>2</sup> "Incidental" is defined as "Retail uses within an Industrial Park (IP) zone that are outright permitted retail uses in the Neighborhood Commercial (NC) zone, when such uses are directly related to the sales of products manufactured, processed, or assembled on the IP zoned site."

ft. of floor area in a single building, or on a single lot or parcel, or on adjacent lots or parcels. This limitation provides compliance with Metro requirements for Employment Land.

### **General Commercial**

The General Commercial (GC) zone, located adjacent to Jean Way and Boones Ferry Road, is intended to provide lands for commercial activities supplying a broad range of goods and services to a market area that includes the planning area identified in the Comprehensive Plan. The GC-zoned land in the SWEA limits permitted uses to an expanded set of neighborhood commercial uses focused on office and business services. These parcels are also subject to site-specific standards for three subareas, intended to create an aesthetically pleasing entry to Lake Oswego, and a visual separation from the city of Tualatin.

### **Neighborhood Commercial**

There is a small pocket of Neighborhood Commercial (NC) zoning at the intersection of Jean Road and Pilkington Road within the SWEA that is intended to provide land near or within residential areas for less intensive commercial activities. The permitted uses include: low density residential; medium and high density residential (conditional); daycare; some types of schools (conditional); ambulance services; outpatient clinic; medical and dental labs; pet care (conditional); bakery; deli without table service; restaurant; specialized food store (e.g. coffee shop); grocery <25,000 sq. ft.; numerous professional office types; artist studio; retail sales under 20,000 sq. ft.; personal services including hair salons and drycleaners; exercise and sports facilities less than 5,000 sq. ft. (and up to 20,000 sq. ft. as conditional use).

### **Public Functions (PF) and Park and Natural Area (PNA)**

There are a handful tax lots designated as Public Functions (PF) and Park and Natural Area (PNA) within the project area. The PF Zone is intended to specify appropriate land uses and development standards for public uses, such as government services, education and similar activities. The PF-zoned parcels in the plan area include the City's Operations Facility, which at the time of this plan's publication was in the design phase for a major facility upgrade.

## **EXISTING DEVELOPMENT PATTERN**

An exterior visual survey of building stock in the project area was conducted to evaluate redevelopment and adaptive reuse potential. The survey identified three subareas within the plan area, as distinguished by development patterns and characteristics, including building types, local street patterns, vehicle access from arterial and collector streets, visibility from Boones Ferry Road and the interface with neighborhood residential uses. The subareas are briefly described below and illustrated in **Figure 4**.

An assessment of land utilization and redevelopment potential identified a mix of underutilized properties with a building value at less than 50% of the total property, and properties with greater than 50% building value (see **Figure 5**). This assessment was generally consistent with the results of the visual survey of building stock (see **Figure 6**).

### **Subarea 1 – Community Commercial**

This area includes parcels along the north side of Jean Road and extends north to the project area boundary at Boones Ferry Road and Rebecca Lane. The area includes an eclectic mix of building sizes and types ranging from concrete construction to single family residential structures that have been

retrofitted for commercial use. Newer buildings in the subarea, such as the former Walmart Market, Lake Oswego Medical Plaza, office buildings along Boones Ferry Road and Pilkington Road, and the commercial buildings near the intersection of Pilkington Road and Boones Ferry Road, are viable buildings in good to excellent condition. They will likely remain as their current or similar uses for the foreseeable future. Several other underutilized parcels north of Willow Lane have recently been redeveloped, are in planning phases, or are under construction.

### **Subarea 2 – Employment Central**

This area includes parcels south of Jean Road and between Lakeview Boulevard and the Union Pacific Railroad (UPRR) tracks. The largest current employment uses are located on the largest parcels and include the Biotronik/Micro Systems Engineering business campus and Lakeview Business Center. Both have buildings in good condition and are not likely candidates for whole site redevelopment in the near-term (1-5 years) or mid-term (5-10 years). Micro Systems has remodeled and expanded their buildings, and opportunities remain for further expansion on this campus. A handful of smaller residential buildings also remain in this subarea, which are more likely to experience redevelopment. Characteristics of this subarea include large parcels and building footprints, no internal street pattern and an absence of neighborhood or community services.

### **Subarea 3 – Industrial and Manufacturing**

This is the smallest of the three subareas. At its northern boundary is Westmark Industries, and the subarea extends to the southern end of the project area near Montauk Circle. Warehouse and distribution buildings are the dominant uses. The buildings are in good condition and do not appear to be near-term or mid-term candidates for whole site redevelopment. The overall character and type of uses in this area are likely to remain as industrial, manufacturing, and distributing in the near future, due largely to the location of the subarea. There are large parking and outdoor storage areas surrounding two buildings at the southern end of the subarea that could attract redevelopment investment or intensification of the current uses. The 3<sup>rd</sup> Dimension Transfer and Storage building on McEwan Road has potential to be adaptively reused in the future by multiple light industrial or craft industrial tenants who need flexible floor space and truck loading doors. Adding a small retail space or walk-in office would be challenging because they are raised for truck loading, and there is a limited number of building openings. There are large parking and circulation areas that could accommodate an additional small building as part of future expansion. Characteristics of this subarea include light industrial, manufacturing and distribution uses and an absence of neighborhood or community services.

## **EXISTING PHYSICAL ENVIRONMENT**

### **Transportation System**

The Lake Oswego Transportation System Plan (2014) provides a citywide assessment of multi-modal transportation needs to meet the needs of residents, businesses and visitors through 2035. Existing conditions and a framework for future improvements in the SWEA are informed by this document, which incorporates transportation policies from the Comprehensive Plan.

### **Roadways**

One of the major advantages of the SWEA is its location in close proximity to I-5, which is accessed by Boones Ferry Road at the northern end of the district. **Table 1** describes the existing roadways in the district.



**Table 1. Existing Roadways in the Project Area**

	<b>2014 Volumes</b>	<b>Typical Design Features</b>	<b>Conditions/Deficiencies</b>
<b>Major Arterials</b>  <i>Boones Ferry Road</i>	<b>20,000+</b> <i>~15,000</i>	4-5 lanes, limited access, bike lanes, sidewalks, no on-street parking	Complete street with some bike lane and sidewalk gaps
<b>Major Collectors</b>  <i>Pilkington Road</i>  <i>Jean Road, Jean Way</i>	<b>1,500-10,000</b>  <i>~6,500</i>  <i>~9,000</i>	Limited on-street parking, bike lanes, sidewalks/pathways separated by planter strip	Many roads are in transition between rural and urban cross-sections. Some bike lane and sidewalk gaps.
<b>Neighborhood Collectors</b>  <i>Lakeview Boulevard</i>  <i>65th Avenue from Lakeview to McEwan</i>	<b>1,000-5,000</b>  <i>~1,200</i>  <i>--</i>	On-street parking, sidewalks/pathways with some gaps, no bike lanes	In future, may consider re-classifying Lakeview as a Major Collector, which elevates priority to install bike/ped facilities. Poor pavement conditions on 65 <sup>th</sup> Avenue.
<b>Local Streets</b>  <i>Rosewood</i>  <i>Willow Lane</i>  <i>Jean Road west of Jean Way</i>  <i>McEwan Road</i>	<b>&lt;1,000</b>  <i>N/A</i>  <i>N/A</i>  <i>N/A</i>  <i>~5,500</i>	On-street parking, sidewalks/pathways, no bike lanes	Rosewood improvements will result from redevelopment, expanding east from the new connection to Boones Ferry Road.

**Truck Traffic**

Due to the number of existing manufacturing and distribution facilities in the SWEA, the roadway network experiences a moderate amount of freight traffic from single trailer semi-trucks. The proximity of the Boones Ferry Road arterial and I-5 freeway means trucks can easily access the SWEA. In the past, freight movements peaked in the early morning hours. Currently, the amount of freight has decreased due to properties changing ownership, with residents in Rosewood estimating that freight traffic has decreased by up to 50% with the departure of Pacific Lumber. However, the adjacent residential area has experienced and continues to experience trucks using local roads instead of the arterials and collectors. Kenny Street, which connects Lakeview Boulevard to Pilkington Road through the low-density residential Rosewood neighborhood, is the neighborhood street most commonly used by trucks due to its favorable alignment.

Cut through traffic, especially trucks in the Rosewood neighborhood, is a major concern of the community.

## ***Transit***

Existing transit, bicycle, and pedestrian facilities are illustrated on **Figure 7**. The SWEA is currently served by two TriMet Bus Lines, the 36-South Shore and 37-Lake Grove, which both provide daytime weekday service between Lake Oswego and Tualatin. The frequency of bus service for both lines is approximately every 1.5 hours. The Line 36 travels between the Tualatin Park & Ride and Lake Oswego Transit Center at 4<sup>th</sup> and A Avenue, with limited service to/from downtown Portland during rush hours. It loops south through the Rosewood neighborhood, passing through the SWEA at Jean and Pilkington, and 65<sup>th</sup> and McEwan. Line 37 connects the Lake Oswego Transit Center to the Tualatin Park & Ride via Boones Ferry Road, passing through the northern edge of the project area.

## ***Bicycles and Pedestrians***

Overall, many gaps exist in the pedestrian and bicycle network, making it difficult to walk and bike in the plan area. There are existing on-street bike lanes on Boones Ferry Road traversing the plan area, and Jean Road has portions of existing on-street bike lanes between Pilkington Road and Jean Way. Within the plan area, there are complete sidewalks on the south side of Boones Ferry Road, both sides of Jean Way and Willow Lane. There are sidewalks along some portions of Jean Road, Lakeview Boulevard, 65<sup>th</sup> Avenue, Pilkington Road and Rosewood Street, and, and there are no sidewalks on McEwan Road. No sidewalks exist along Lakeview Blvd. from Jean Road to Kenny Street, where the light industrial zone abuts a low density residential neighborhood. Pedestrian travel is a particular concern along this stretch because pedestrians must share the road with trucks, the paved road is narrow, and where space is available along the unimproved shoulder it is often muddy or filled with puddles.

## ***Railroad (freight)***

Another component of freight movement is the railroad that borders the SWEA. The rail line is owned by Union Pacific (UP) but leased by Portland and Western (P&W). There are three rail crossings within the study area:

- East of Pilkington Road/Boones Ferry Road,
- West of Jean Way/Boones Ferry Road, and
- West of McEwan Road/65<sup>th</sup> Avenue.

Each crossing has lights and gates; the Jean Way/Boones Ferry Road crossing has been recently upgraded to accommodate pedestrians and bicyclists. Approximately two trains per day operate along this segment, meaning the roadways are blocked twice a day. Transferring and storage of train cars also occurs sporadically. There is one rail spur that provides access to a building south of McEwan Road in the SWEA study area, but it is not currently being used by the business.

## **Infrastructure**

### ***Sanitary Sewer System***

The City owns, operates and maintains approximately 200 miles of wastewater piping, 4,600 manholes and 11 pump stations, including sewer system infrastructure within the SWEA study area. Additionally, the City of Tualatin serves a number of properties at the lower southwest corner of the study area. All properties within the study area have access to public sanitary sewer service. The most significant sanitary sewer constraint in the SWEA is for the southernmost area between 65<sup>th</sup> and the railroad tracks, on either side of McEwan. The pump station serving this area, which is owned by the City of Tualatin and operated by Clean Water Services, is at capacity. This means that until the pump station is upgraded, new development in this area is limited by the pump station's capacity. Throughout the industrial park, sanitary sewer pipes are generally old and in need of rehabilitation to reduce infill of surface water and

infiltration of wastewater into the surrounding groundwater. Currently, there are no sanitary sewer projects identified for the SWEA in the City of Lake Oswego's Capital Improvement Plan.

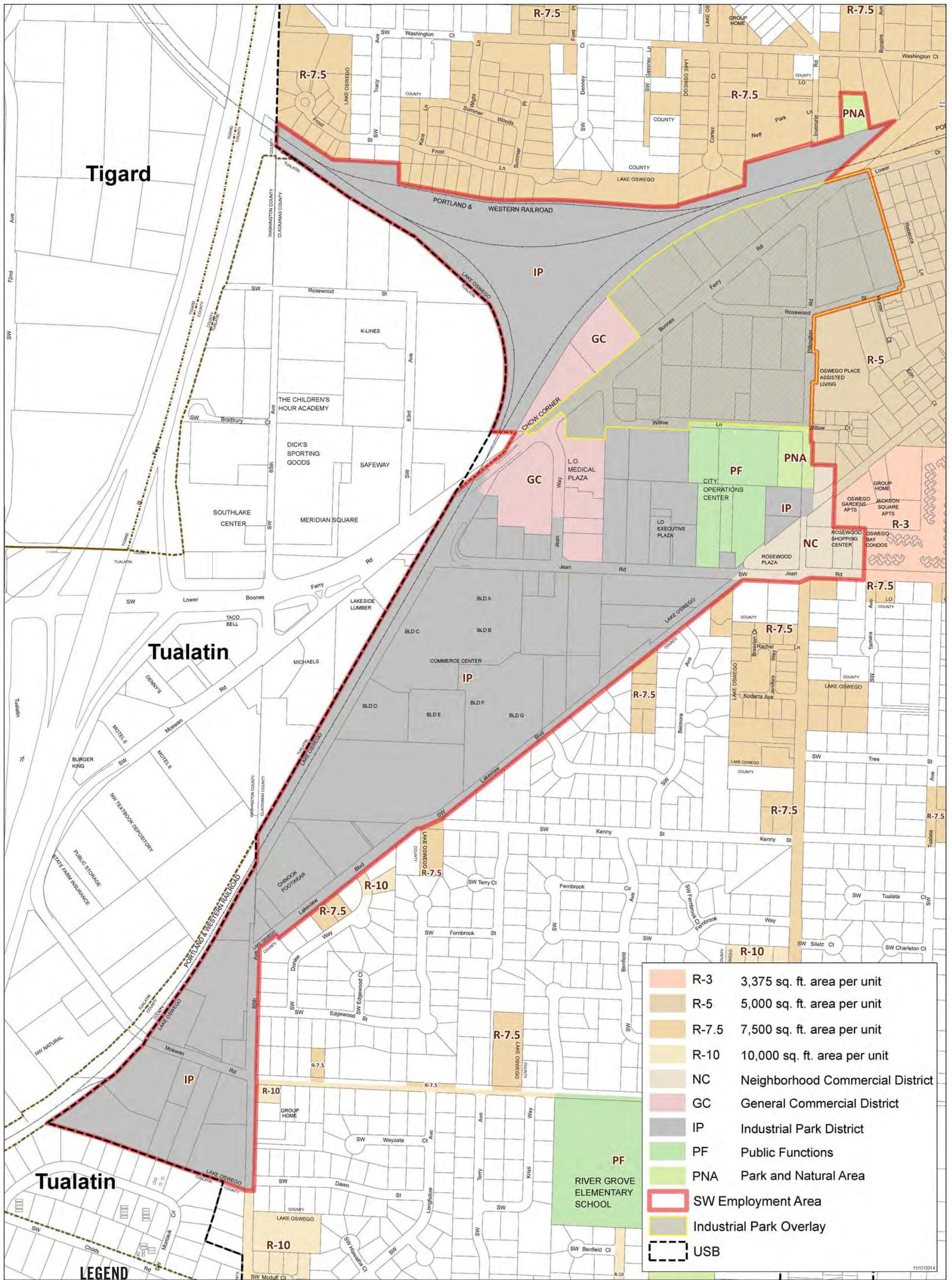
### ***Water System***

Lake Oswego uses the Clackamas River Basin as its water source. The City's water system network consists of approximately 250 miles of transmission and distribution mains, 16 water storage reservoirs and 12 pump stations. All of the plan area is served by City of Lake Oswego water service. There is sufficient water capacity in this area based on the existing zoning, unless a large water consumer, such as a brewery, locates in this area. Based on existing water system information, it appears all properties within the study area have access to public water service. While overall condition of the pipe system is unknown, the Lake Oswego 2013-2018 Capital Improvement Plan did not identify any specific water pipe repairs or replacements in this area.

### ***Stormwater Management Areas***

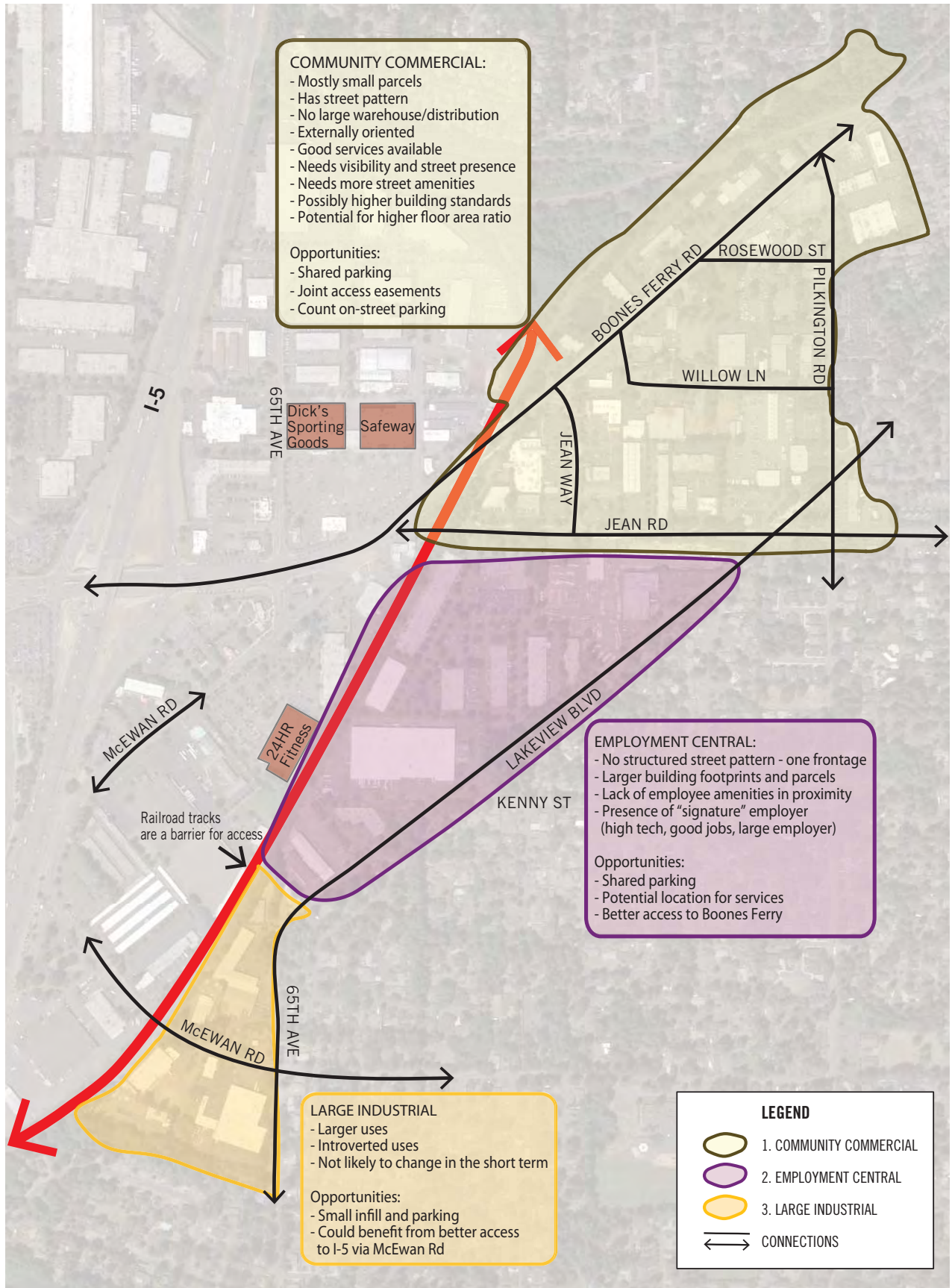
The stormwater management areas (**Figure 8**) for the SWEA are bounded by Lakeview Boulevard, the railroad right of way and Jean Road. Current sub basin delineations within the project area are JR (Jean Road), BF (Boones Ferry) and RG (Rivergrove). The north end of the project area falls within the BF and JR basins, which drain northeast into West Bay and eventually into Oswego Lake. To the south, the SWEA straddles a natural drainage divide between sub basins JR and RG as indicated on the City's online interactive mapping database.





**SOUTHWEST EMPLOYMENT AREA PLAN**  
Figure 3. Existing Zoning

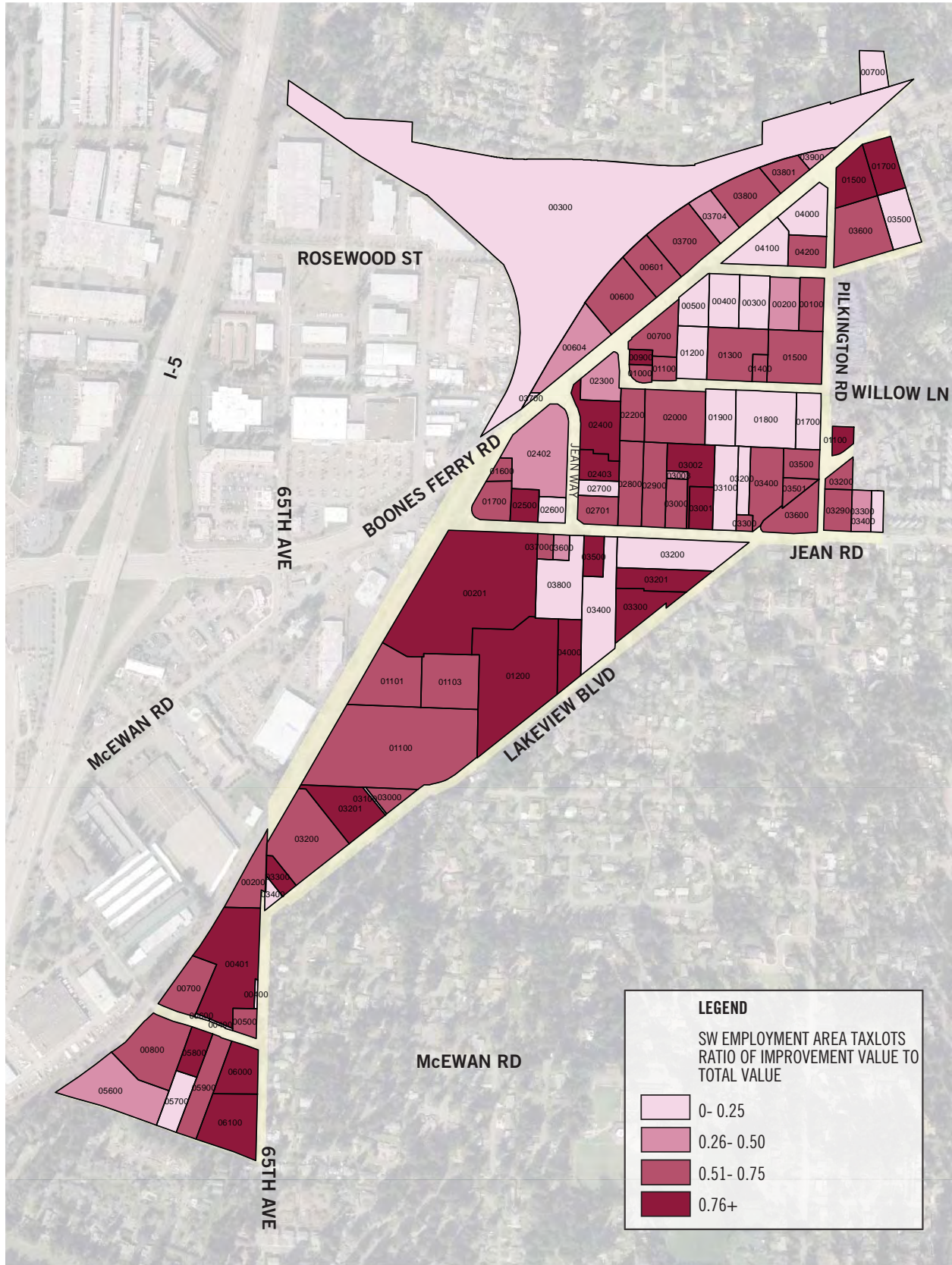




SOUTHWEST EMPLOYMENT AREA PLAN

CITY OF LAKE OSWEGO

Figure 4. Development Opportunities and Constraints by Subarea



**SOUTHWEST EMPLOYMENT AREA PLAN**

**CITY OF LAKE OSWEGO**

Figure 5. Ratio of Improvement Value to Total Value

SOURCE: DAVID EVANS AND ASSOCIATES, INC., CITY OF LAKE OSWEGO



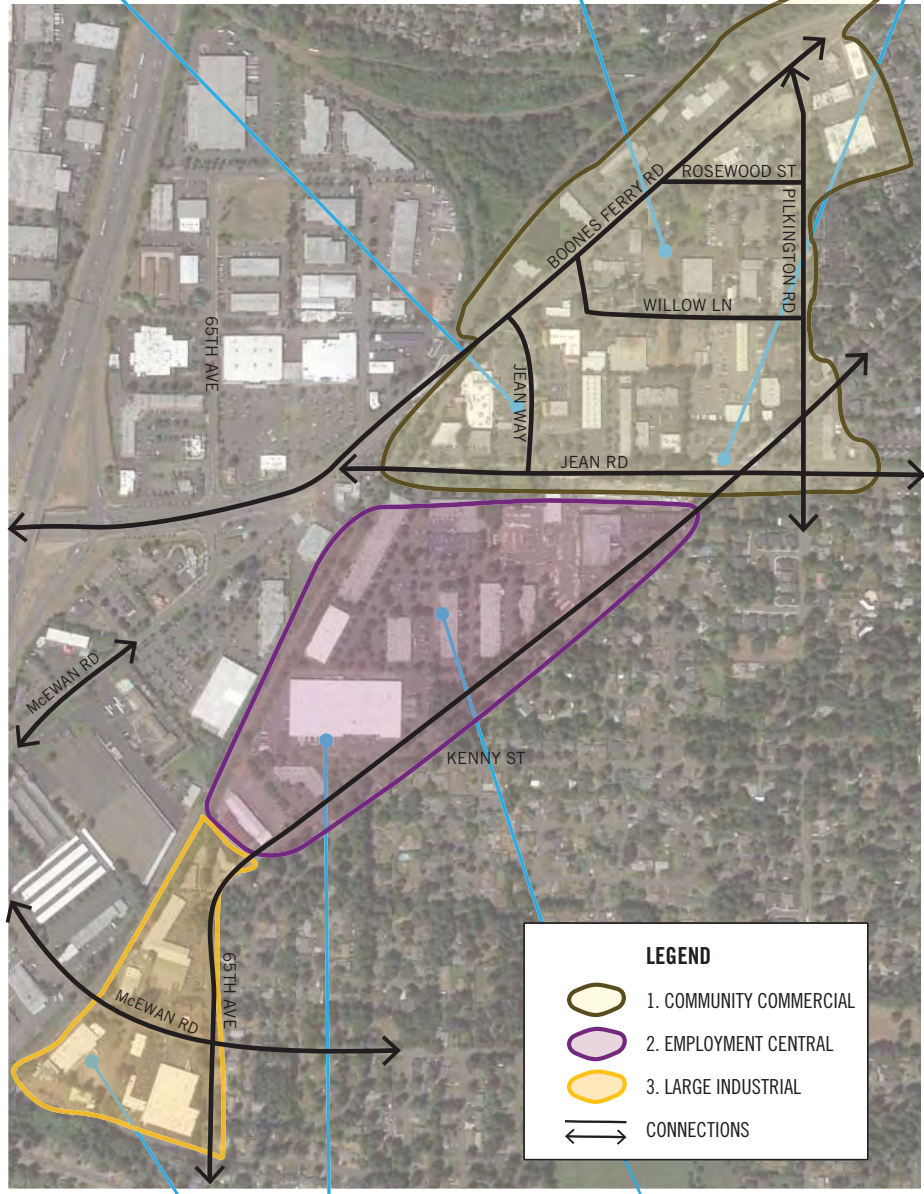
LAKE OSWEGO MEDICAL PLAZA



REDEVELOPMENT ACTIVITY



GREGOIRE BUILDING



WAREHOUSE AND DISTRIBUTION



LAKEVIEW BUSINESS CENTER



BIOTRONIK/ MICRO SYSTEMS ENGINEERING

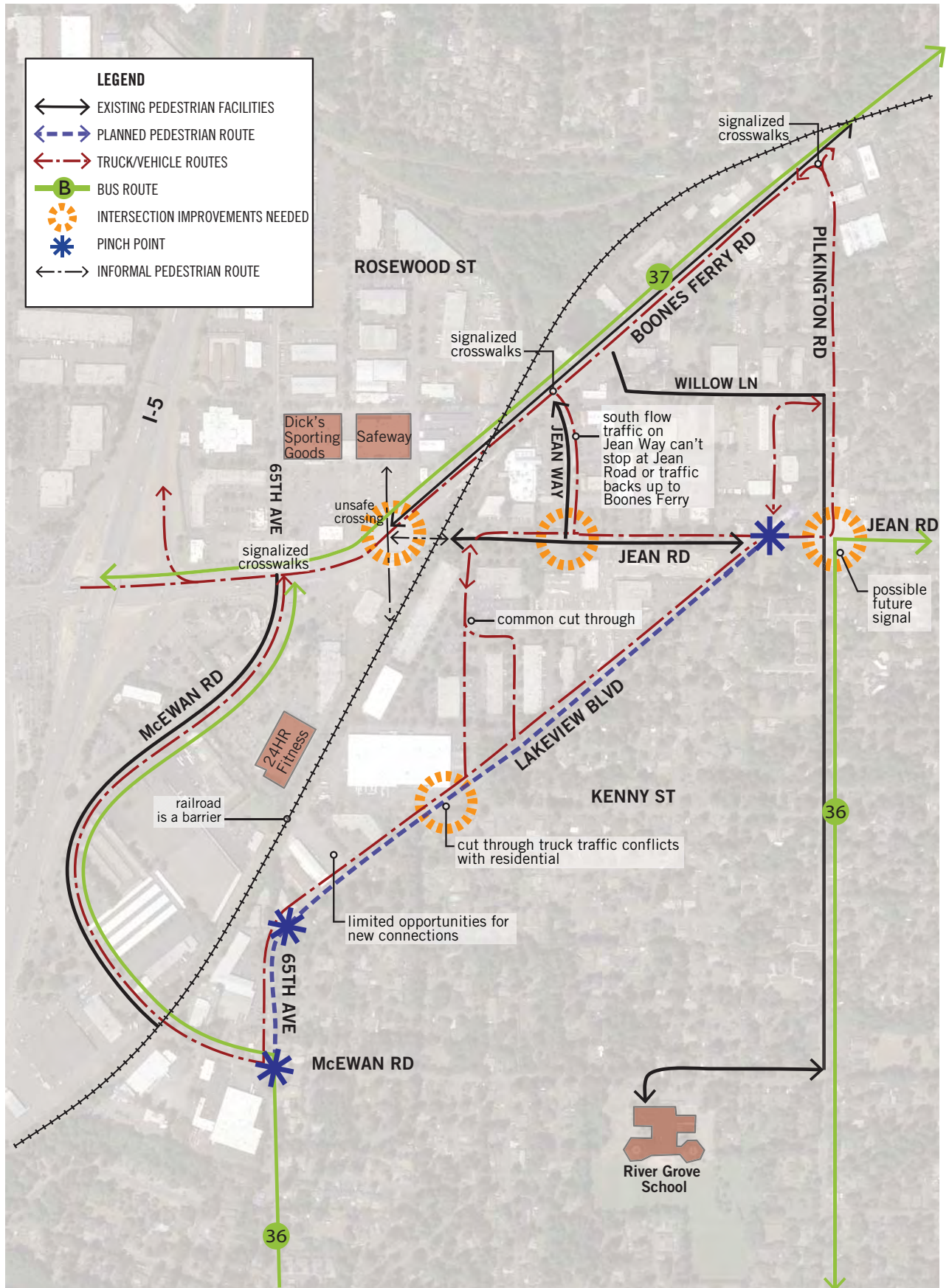


SOUTHWEST EMPLOYMENT AREA PLAN

CITY OF LAKE OSWEGO

Figure 6. Building Stock Subareas

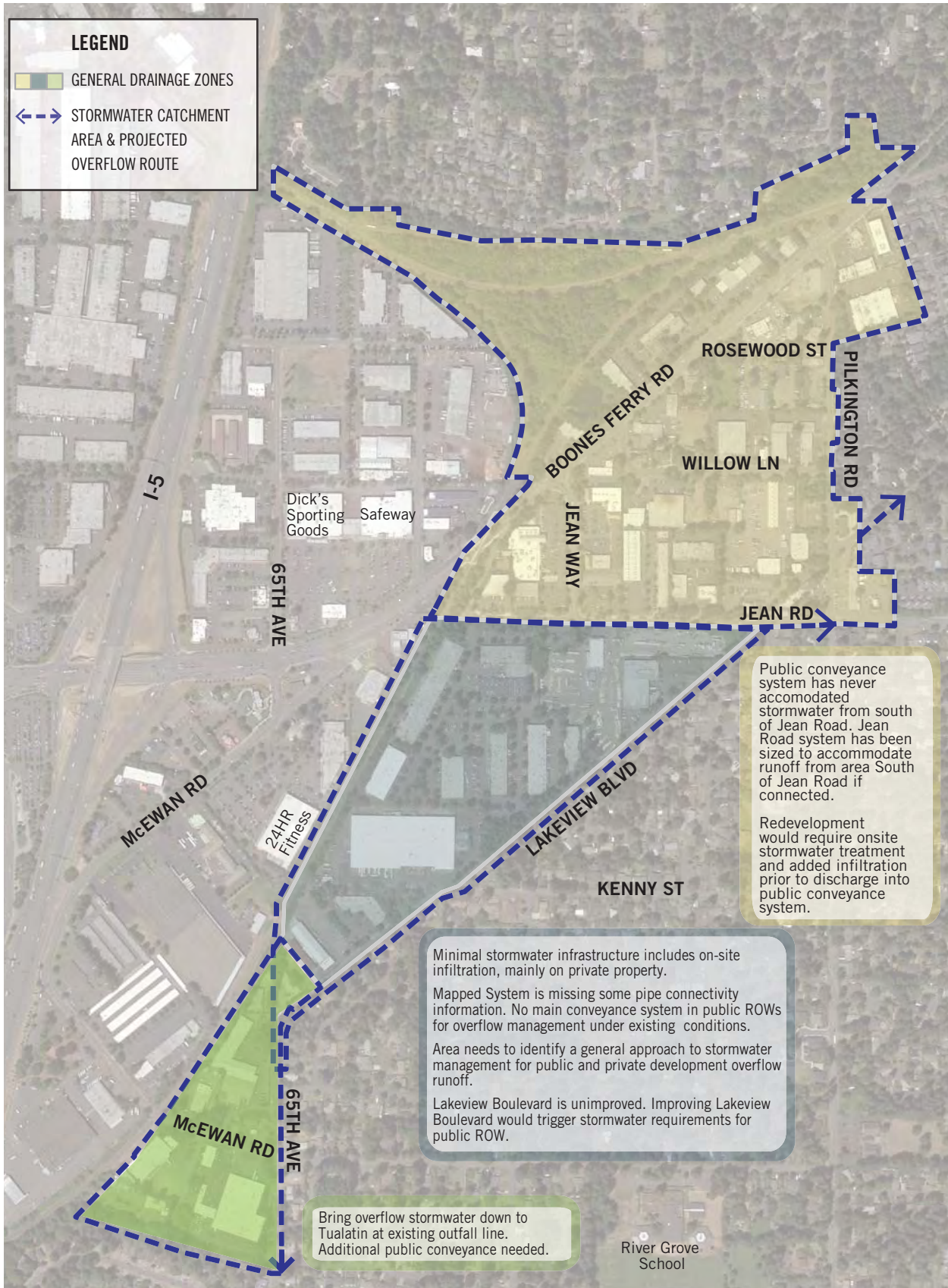




SOUTHWEST EMPLOYMENT AREA PLAN

CITY OF LAKE OSWEGO

Figure 7. Existing Transportation System



### 3. OPPORTUNITIES AND CONSTRAINTS

#### MARKET ANALYSIS

A market analysis was conducted to identify the potential development opportunities and land uses with the greatest potential in the SWEA. The City's Economic Opportunities Analysis (EOA, March 2013) completed for the Comprehensive Plan update was incorporated into the assessment and was also used to arrive at key findings. Some of the competitive advantages relating to the economic opportunities in the SWEA include the following:

- Quality of life in Lake Oswego is very high
- Attractive to owners and entrepreneurs
- Prestige (especially for office space)
- Buying power of the market is high
- Location
- Access to I-5
- Near center of metro area
- No business income tax in Clackamas County

While the Tigard market area has nearly six times as much industrial space as the Lake Oswego/West Linn market, and generally has a considerably lower asking price for raw industrial land, investors are willing to pay more for property in the SWEA due to the locational factors and long-term investment potential. Property and business owners in the SWEA that were interviewed in a series of stakeholder meetings noted that its location and access to I-5 are extremely important and attractive to businesses. They also agreed that it is a very attractive location for business owners residing in Lake Oswego. The SWEA commands higher land prices than comparable nearby locations because of the limited supply of industrial land in Lake Oswego and because it is already served with sewer, water, and other infrastructure. For these reasons, stakeholders felt that it will hold its value and continue to appreciate in value over the long-term.

Under current zoning, however, lease rates might not be high enough to justify new construction based on potential property sale prices, and it may take some time for lease rates to reach this tipping point. The EOA identified several challenges to economic development in Lake Oswego, those that are relevant to the SWEA include:

- Lack of vacant land
- Very little industrial/flex land with freeway access
- New employment is dependent primarily on infill and redevelopment
- Fragmented land ownership
- Changing existing uses through rezoning is challenging
- Providing new infrastructure and maintenance of existing infrastructure
- Community concerns over new development can make the approval process slow
- Complexity and speed of City's planning process

## REGULATORY FRAMEWORK

Stakeholders interviewed strongly agreed that the greatest barriers for the SWEA are the zoning restrictions that limit the types of businesses that can locate in the area and the City's permitting process, which can be slow, confusing, and sometimes contradictory. Stakeholders also mentioned conditional use permits can take up to six months to acquire from the City, causing some businesses to search for space elsewhere, such as in Tigard, Tualatin and Wilsonville. Some of the opportunities and constraints associated with specific zoning designations are:

### **IP and the IPO Zones**

Current zoning limits permitted uses—particularly the limitation on office uses that are not associated with industrial uses—as one of the largest potential constraints for the SWEA IP zone. The current zoning also limits some uses that would be compatible with the area, such as flexible industrial with retail or offices. Industrial buildings offer lower rents and more design flexibility, with many offering large, open, adaptable spaces. This zoning district has a stock of large, open flexible spaces. With more flexible zoning, existing buildings could be repurposed for a wider range of potential tenants such as “craft industrial” (e.g. breweries, bike and bike accessory manufacturers) while preserving traditional employment land uses.

Development standards in the IP zone and the IP Overlay that govern building height, setbacks and buildable area are not seen as significant constraints for industrial park users.

## REDEVELOPMENT AND BUILDING TRENDS

Many changes to the business sector have occurred in the past five years in this district. Large employers have relocated, parcels have changed ownership, zoning changes were adopted in the IPO District, and redevelopment has accelerated in the area north of Willow Lane. Many highly developable properties have turned over in the last few years and are now in the process of redevelopment. A handful of other key parcels are likely to redevelop in the near or midterm, based on existing conditions and zoning.

The industrial building stock in the SWEA consists largely of tilt-up concrete buildings in good condition. These buildings may accommodate current trends in office space, which are moving increasingly toward flexible and adaptive spaces that can change over time, offer a lower cost alternative to traditional office space, and provide opportunities for light industrial, office and retail to co-locate. The redevelopment and building stock assessment (see Chapter 2) will also help to identify potential opportunities for coordinated redevelopment, and inform decision-making about the timing and responsibility of capital improvements (e.g. stormwater management) and whether they are likely to be implemented through private redevelopment or through capital improvement projects by the City.

## TRANSPORTATION AND INFRASTRUCTURE

As a light industrial district, freight truck circulation is a key component of the transportation system. While truck traffic has decreased considerably since the departure of Pacific Lumber between Jean Road and Lakeview Boulevard, the adjacent residential neighborhood to the south of Lakeview Boulevard continues to experience some truck traffic on neighborhood streets, likely due to roadways in the employment area that are too narrow and intersection geometry that makes truck maneuvering difficult. Several roadway and pathway projects have been identified in the City's Transportation System

Plan to improve traffic operations and safety, and close gaps in the pedestrian and bike system, but funding has yet to be allocated through the Capital Improvement Plan. At this time, public improvements to the SWEA transportation system are only realized through private development initiatives. Noise and exhaust from idling trucks is also a concern for the adjacent neighborhoods.

Bus service in the SWEA is currently limited, both by the number of stops within the area and the frequency of service, as outlined in Section 2 of this report. TriMet's December 2015 Southwest Service Enhancement Plan outlines changes to routes and frequency of bus service to be implemented over time. These changes include re-routing the Line 36 (South Shore) to continue west along Jean Road through the SWEA to Jean Way, connecting to Boones Ferry Road and the Tualatin Park & Ride. This route change will provide better access to bus service for employees in the SWEA. Changes also include extending Line 44 from downtown Portland to Lake Grove, which would continue along Boones Ferry Road through the northern part of the SWEA, connecting to the Tualatin Park & Ride. This will replace service from line 37, which will no longer serve Boones Ferry Road south of Kruse Way. The Service Enhancement Plan also aims to increase bus frequency over time, with the goal of buses arriving every 30-40 minutes.

Sewer, water, and stormwater infrastructure was also assessed, with stormwater management (see **Figure 8**) presenting the most significant deficiencies for area businesses and residents. The area north of Jean Road has better stormwater infrastructure including some piped conveyance systems. The area south of Jean Road relies primarily on private drywells and detention ponds, which are largely insufficient to manage stormwater during large rain events, with undeveloped properties lacking facilities and no stormwater management for the Lakeview Boulevard right-of-way. Future redevelopment that triggers additional stormwater management will require both water quality treatment and infiltration or conveyance, using low impact development approaches wherever possible (e.g. bioswales, green roofs, pervious surfaces). Other than future stormwater management implemented through redevelopment, improvements may be realized through City-funded capital improvements, likely as a component of right-of-way improvements. Privately funded strategies such as local improvement districts may also be feasible to accelerate infrastructure improvements in SWEA.

## DISTRICT IDENTITY AND WAYFINDING

Tucked away off of Boones Ferry Road at the western edge of the city and along the railroad tracks, this district has evolved organically over time, without coordinated economic development or planning activities for the industrial park. As a result of the location, street network, and lack of coordinated district identify, visitors – including delivery truck drivers – have a difficult time finding their destination, and companies may not be aware of the district as a potential business location. The City has an opportunity to better serve existing businesses and to attract new firms by creating an identity for the SWEA through a district name, wayfinding and gateway signage at key locations.



## 4. LAND USE AND INFRASTRUCTURE ALTERNATIVES AND EVALUATION

Two alternatives were generated based on input gathered from a public workshop held in February 2015, input from the PAC and stakeholder interviews, and from the existing conditions, opportunities and constraints analysis. These alternatives were revised after the PAC, Planning Commission and City Council reviewed them in April 2015. Following these meetings, the alternatives were assessed using the evaluation criteria developed for the plan process (See, *Existing Conditions, Opportunities and Constraints Report*) to identify a Recommended Alternative. The Plan, as recommended by the Planning Commission, combines elements from each of the draft alternatives.

The alternatives support the City's desire to create a land use and transportation system and attractive environment that increases employment densities and supports investment in the district. There were several general themes that emerged from the public input that are addressed in both alternatives:

- Provide a connected street and pedestrian network that improves safety;
- Increase employment densities and diversity of businesses;
- Maintain truck access to existing businesses;
- Identify physical improvements that enhance the area;
- Reduce freight cut-through traffic in adjacent residential areas;
- Identify interconnected pedestrian, transit and bicycle systems; and
- Provide for a mix of land uses that serve employees and nearby residents.

The alternatives described below depict areas where various primary land uses might develop given the existing development pattern and surrounding area, and served as scenarios to test various assumptions.

### COMPONENTS COMMON TO BOTH ALTERNATIVES

#### Transit Service

While no changes to bus routes are proposed through this project, other than those identified in TriMet's SW Service Enhancement Plan, future transit routing should consider opportunities to better serve employees and nearby residents. This should include increasing the hours and frequency of service, coordinating routing with work shifts, times, providing bus waiting shelters, and possibly bringing a bus route directly through the employment area, such as along Jean Road, to encourage more employees to use transit.

#### Streets, Pedestrian and Bicycle Access

Existing right-of-way widths vary considerably for some existing roads, such as Lakeview Boulevard and Pilkington Road, whereas other roads (Jean Road, Boones Ferry Road) are more consistent across the road alignment and similar in width as the proposed cross sections highlighted in the alternatives. For roads with significant differences, the proposed cross section may be modified if right-of-way is not available, but it should still accommodate the identified transportation and stormwater amenities to the greatest degree practicable.

All streets are designed to include sidewalks, landscaping and stormwater treatment. Within the SWEA, Boones Ferry Road would include 8.5 foot sidewalks, bicycle lanes, and a planted median/left turn pocket, similar to the roadway's cross section to the north of the project area. For other roads in the SWEA, on-street parking or bike lanes could be provided. On-street parking is preferred in areas with active ground floor spaces, while designated bike lanes could be provided along higher-traffic streets (e.g., streets classified as Major Arterials or Major Collectors), which also connect to the larger system outside of the SWEA. Shared travel lanes are provided along Local Streets and Neighborhood Collectors where lower volumes and slower vehicle speeds are expected.

Truck access and movement through the SWEA is an important component of the street network and is reflected in the proposed street cross sections. All roadways within the SWEA would maintain 11-to-12-foot travel lanes to accommodate larger trucks.

Lakeview Boulevard, which is classified as a Neighborhood Collector, is an important link for pedestrians traveling between Jean Road and 65<sup>th</sup> Avenue/McEwan Road. However, it is currently lacking sidewalks or pathways along most of the road. The Lake Oswego Transportation System Plan includes a project to provide a five foot-wide separated asphalt pathway or sidewalk likely on the north-west side of the roadway. This improvement, while providing some separation from cars for pedestrians, will not provide adequate room for stormwater or other types of vegetated buffers between the residential and light industrial uses. Two alternative cross sections were developed to meet the potential demand on Lakeview as both a buffer and transportation connection.

## **Truck Access**

The proposed street connections in both alternatives were organized to permit freight truck movement while minimizing the amount of cut-through traffic in the residential neighborhood. For both alternatives, intersection improvements at the Lakeview/Kenny intersection would restrict truck traffic from using Kenny as a through route and could be installed at any of the residential street connections for consistency. It is important to note that such improvements would also need to allow for efficient fire department access to the neighborhood.

Truck access is difficult with the skewed 45-degree angle of the Lakeview Boulevard/Jean Road intersection and at the narrow, slightly misaligned intersection of 65<sup>th</sup> Avenue/McEwan Road. Reconstructing the Lakeview Boulevard/Jean Road intersection by squaring it to a 90-degree angle would provide easier turning movements for vehicles. Widening and centering the pavement within the existing right-of-way where 65<sup>th</sup> meets Lakeview and McEwan would also improve truck access. Lakeview Boulevard at Kenny Street could be realigned slightly to more clearly direct traffic flow along Lakeview. Concurrently, Kenny Street could also be realigned to approach Lakeview at a more desirable 90-degree angle, with the inclusion of a traffic island to discourage through truck access.

## **Urban Design, Building Orientation and Off-Street Parking**

For both alternatives, new buildings would face primary roadways (Pilkington Road, Jean Road, and Jean Way) within the SWEA to create a more attractive and active pedestrian zone, as well as to move loading areas into the center of a site. Parking would be located to the side or preferably behind buildings accessed via driveways that can also be shared with neighboring uses to reduce the number of driveway curb cuts and conflict points for pedestrians and bicyclists. Shared parking, which is also permitted in Lake Oswego, was assumed in the SWEA to minimize the amount of land devoted to parking.



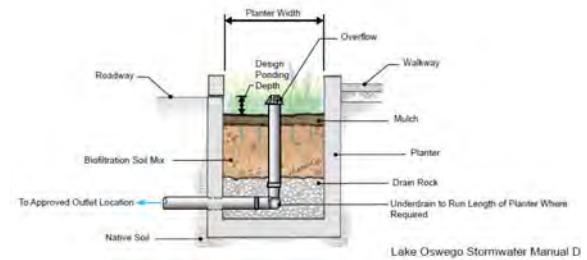
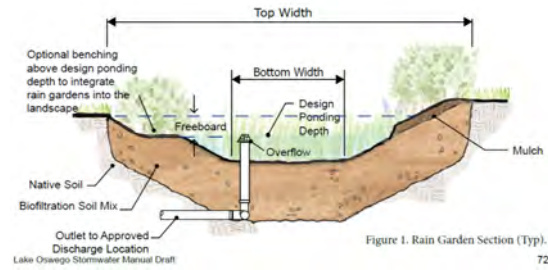
For both of the alternatives, parking is the primary driver for both scale and building orientation. Given that the SWEA is primarily employment focused and there is limited transit service, most employees will likely arrive by car and adequate parking must be addressed as part of the alternatives development process. However, for supporting uses such as coffee shops, delicatessens and other uses stakeholders identified as important, marked on-street parking or shared parking with neighboring uses could help to accommodate required parking without additional off-street requirements. On-street parking is an option for Neighborhood Collectors and Local Street classifications within the SWEA.

## Stormwater

The SWEA includes publicly and privately owned properties, both of which will be required to provide stormwater management upon redevelopment. For both alternatives, at a minimum, stormwater management will require water quality treatment and flow control before discharging into the public right-of-way conveyance system (channels, pipes, ditches used to move water from one place to another).

Stormwater management facilities located within in the right-of-way (ROW) would treat and manage contributing runoff within the ROW. Stormwater management generated from private properties would be accommodated within the property boundary to infiltrate onsite before overflows discharge into a public receiving system. Stormwater management triggered by private development would be designed, constructed, and paid for by private property owners. When ROW improvements are required as part of redevelopment (e.g., roadway reconstruction, sidewalk installation), the private property owner would also be required to install stormwater facilities to manage the runoff from that section of ROW adjacent to their frontage.

Opportunities for shared/consolidated stormwater facilities between property owners and/or City can be explored when public and private projects are proposed and programmed.



**Rain Gardens (top two images) can be placed in unused right-of-way or included as a part of development. Linear planter facilities (bottom two images) can be placed in planting strips or incorporated with on street parking.**

## ALTERNATIVE 1

This alternative (**Figure 9**) extends Jean Way south of Jean Road to connect with Lakeview Boulevard. This new connection provides several benefits for the SWEA, including:

- Providing a more direct connection for vehicle access from Lakeview to Boones Ferry Road, with a goal of reducing traffic along Lakeview.
- Providing a central connection for pedestrians to access other parts of the SWEA; and
- Providing interior access to large parcels south of Jean Road, encouraging development that is focused towards the new street and creating a more pedestrian-oriented business park environment.

This alternative focuses development in the central portion of the SWEA, primarily at the intersections of Pilkington/Jean Roads and along the new connection at Jean Way south to Lakeview Boulevard. Along the Jean Way extension, buildings would likely be smaller, multistory buildings with flex-office and some limited ground floor retail intermixed with other ground floor uses. This alternative would provide better connections between neighborhoods and employment areas with the new Jean Way connection.



*This illustration shows the new Jean Road/Jean Way intersection proposed in Alternative 1. New buildings (white buildings are existing structures and assumed to not redevelop) are oriented to the street to provide an attractive pedestrian environment along with street trees and on-street parking. Off-street parking is located to the side or behind the buildings and are connected to allow shared access.*

## ALTERNATIVE 2

This alternative (**Figure 10**) focuses development along Jean Road with office park development similar to other office locations in the SWEA. Alternative 2:

- Maintains the existing circulation system, but improves the existing skewed Lakeview Boulevard/Jean Road intersection.
- Buildings south of Jean Road could be larger than under Alternative 1, but off-street parking requirements will likely limit them to one story with some limited two-story structures.
- Land uses under Alternative 2 are envisioned to be primarily office and flex space development in single story buildings.
- Less pedestrian-oriented because there are fewer connections between residential and employment areas. Potential for some limited active ground floor uses, such as coffee shops or restaurants.

In the central portion of the SWEA, buildings would front Jean Road with parking generally located behind those buildings.

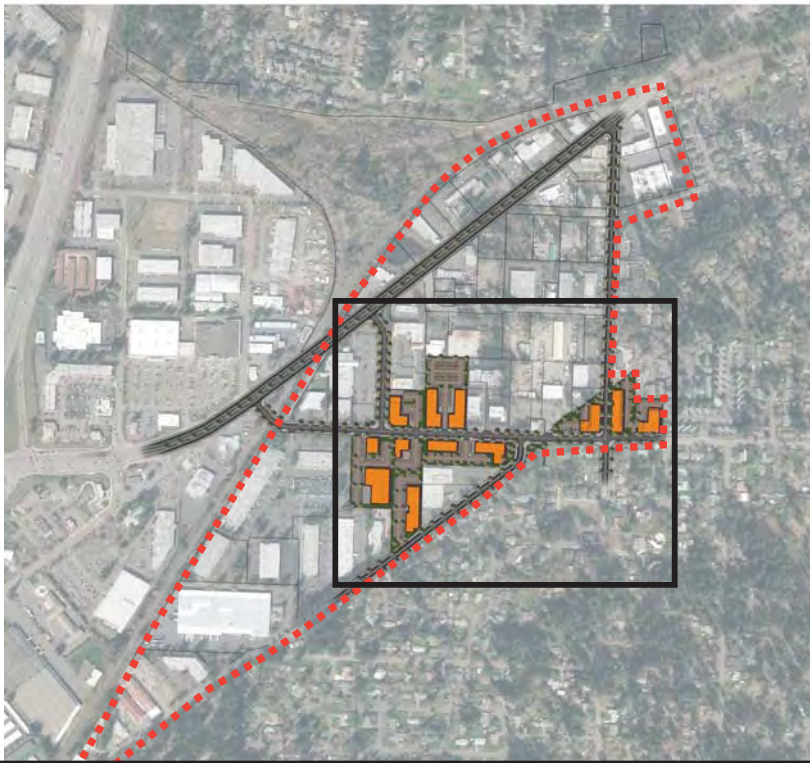


*Looking northwest, this illustration shows the Pilkington/Jean Road intersection in the Neighborhood Commercial zone. For both alternatives, development at this intersection is envisioned to be two to three story mixed use buildings. While residential is not the predominant land use in the SWEA, this intersection might be an attractive location for some residential or live-work units above commercial or retail businesses. Buildings are oriented to the street to provide an attractive pedestrian environment along with street trees and on-street parking or bike lanes (white buildings are existing structures and assumed to not redevelop). Off-street parking is located behind or tucked under buildings.*

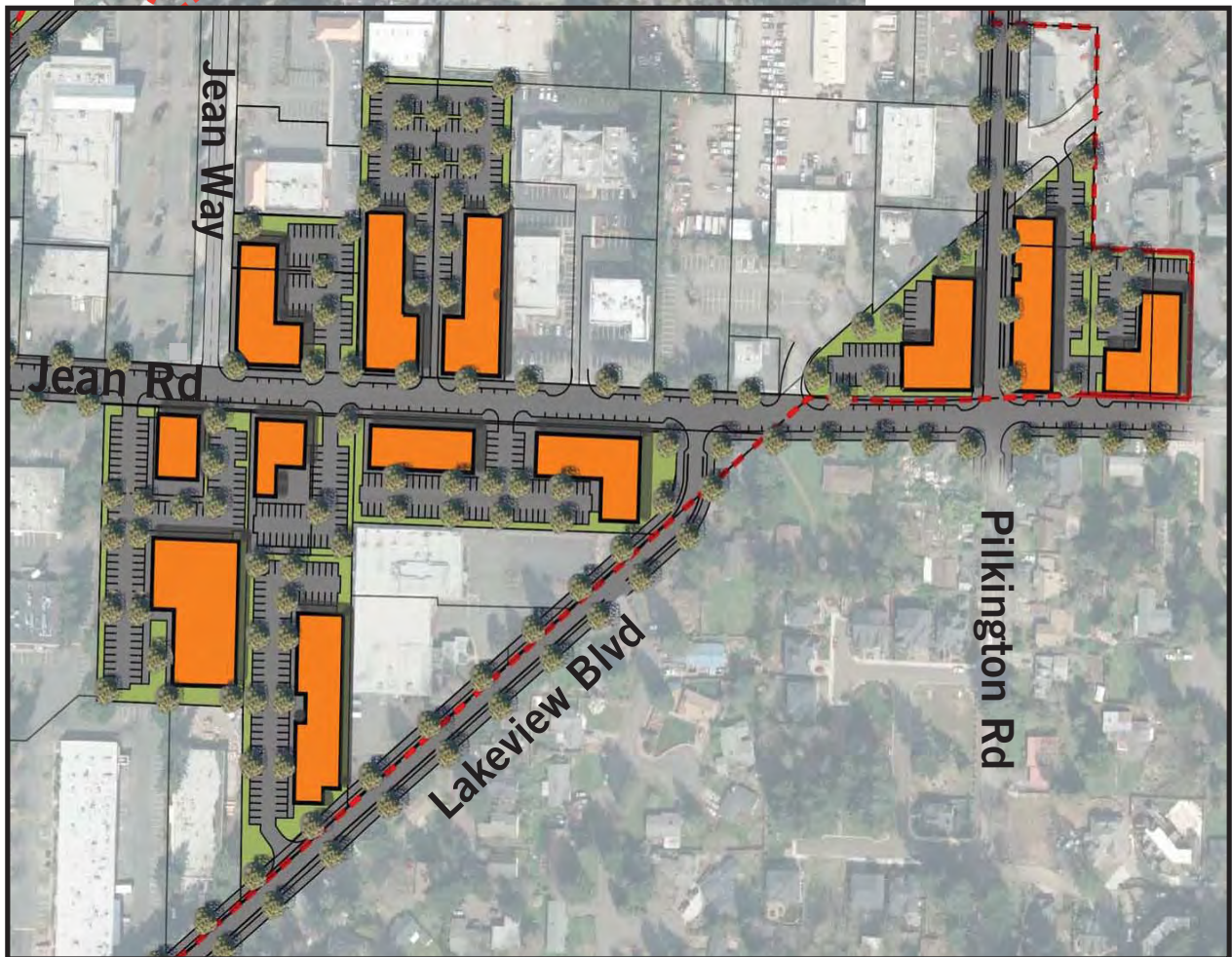


SW Employment Area





 SW Employment Area



## EVALUATION BASED ON PROJECT PRINCIPLES AND EVALUATION CRITERIA

Generally, both alternatives would meet the goals of the project, although Alternative 1 ranks higher because of the additional connectivity it would provide and the types of land uses it proposes that is more in line with what the community has said are important factors – walkability, things to do, and complementary land uses that support one another.

### TRAFFIC ANALYSIS

The land use and infrastructure changes proposed under the two alternatives were compared to the existing zoning and transportation system to identify whether or not there would be a significant increase in the amount of traffic generated. The Institute of Traffic Engineers Trip Generation Manual (9<sup>th</sup> edition) was used to calculate the total potential trips associated with a reasonable highest use build out of the existing zoning, which was then compared to the potential trips generated under Alternatives 1 and 2.

**Table 2** shows the potential square footage for each alternative and under the existing zoning, assuming buildings with low improvement values would redevelop over time. New structures or structures with high improvement values are assumed to stay the same and not redevelop within the 20 year planning horizon. Alternative 2 would provide the largest amount of square footage based on the development concepts generated for each of the alternatives.

Trip generation rates were then applied to the potential square footage by general land use category (General Commercial, Neighborhood Commercial, Industrial Park, and Industrial Park Overlay) within in the SWEA for each of the alternatives, as shown in **Table 2**. Overall, the number of additional trips related to each of the alternatives was very small, with an approximately 1.1% increase (or 30 additional PM peak hour trips) for Alternative 1 compared to existing zoning. Alternative 2 would have an approximately 2.6% (54 additional trips) overall increase.

To understand the impacts of these additional trips to the study area intersections, new volume-to-capacity V/C ratios were calculated, shown in **Table 3**. Volume--to-Capacity Ratio (V/C) is a measure that reflects the mobility and quality of travel of a road or intersection. It compares roadway demand (vehicle volumes) with roadway supply (carrying capacity). For example, a V/C of 1.00 indicates the roadway facility is operating at its capacity. In the traffic analysis conducted during the Alternatives Evaluation task, the intersection V/C ratios either remained consistent or increased by 0.01 at all study area intersections under both land use alternatives.

**Table 2. Potential Vehicle Trips by Alternative**

<b>Land Use Alternative</b>	<b>Potential Square Footage*</b>	<b>PM Peak Hour Trips</b>
<b>Existing Conditions</b>		
<i>Existing Buildings not assumed to redevelop</i>	1,210,367	
<i>Development on vacant or redevelopable** parcels</i>	333,827	
<i>Total Potential Square footage</i>	1,544,194	2,213
<b>Alternative 1</b>		
<i>Existing Buildings not assumed to redevelop</i>	1,210,367	
<i>Development on vacant or redevelopable** parcels</i>	351,085	
<i>Total Potential Square footage</i>	1,561,452	2,243
<b>Alternative 2</b>		
<i>Existing Buildings not assumed to redevelop</i>	1,210,367	
<i>Development on vacant or redevelopable** parcels</i>	373,437	
<i>Total Potential Square footage</i>	1,583,804	2,267

\* For vacant and redevelopable parcels, approximately 40 percent of the parcel is assumed to be building footprint. The remainder would be for parking, landscaping, storm water etc. Actual building footprints could vary when constructed.

\*\* Redevelopable parcels are those with improvement to total values of less than 0.50.

### Boones Ferry Intersections

Traffic operations at the study area intersections along Boones Ferry Road are expected to operate within capacity in year 2035, according to the calculated 2035 V/C ratios. The operations are based on the 2014 City of Lake Oswego TSP and only consider the PM peak period for the intersections listed in **Table 3**. Based on the PM operations the Boones Ferry Road at Pilkington intersection operates at a V/C of 0.77 and Level of Service C (characterized as stable flow at or near free flow). The Boones Ferry Road at Jean Way intersection operates at a V/C of 0.88 and Level of Service D. Level of service (LOS) is a qualitative measure used to relate the quality of traffic service. Both intersections appear to be well below the City’s operational mobility standard (LOS E).

### Jean Way Intersections

The potential redirection of traffic from Lakeview and Pilkington to a potential new Jean Way extension may be absorbed during the PM peak period along the length of Jean Way. The intersection of Jean Way/Jean Road, which currently operates with an unconventional STOP-sign layout, was not analyzed for the TSP or this project. At this intersection, left turns are permitted without stopping from Jean Way onto Jean Road, and right turns are permitted without stopping from Jean Road onto Jean Way. These turning movements help to prevent traffic from backing up on Jean Way and Jean Road, but also make pedestrian crossings difficult. If Jean Way were extended, future study of this intersection would be required. Any intersection changes to improve pedestrian safety would need to consider the potential for traffic queuing and impacts on traffic flow.

The Jean Road/Pilkington Road and Jean Way/Jean Road intersections are closely spaced approximately 1,000 ft. apart, and could experience queuing impacts based on PM peak data. It is possible the peak direction of flow at these two intersections could be in the AM period, as residents access Boones Ferry Road and I-5 to commute to work each day. Queuing has been noted at the intersection of Jean Way and Boones Ferry Road with current conditions during the AM peak period. Further analysis of the AM peak period conditions is recommended to confirm the traffic operations for this stretch of Jean Way.

At the intersection of Jean Road and Pilkington Road, the 2014 TSP shows that this all-way stop-controlled intersection fails to meet the mobility standard of LOS E. The TSP lists a planned improvement to modify the existing striping and/or traffic control to improve intersection operations to address the issue. Recent land use applications have conducted updated analyses of this intersection, showing the intersection operating at LOS E. However, the remaining capacity is nominal and a traffic signal is recommended due to anticipated redevelopment within the SWEA. With a V/C ratio of 0.37 or 0.38 assumed at this intersection when signalized, it is safe to assume that with a signal, it would likely operate far below capacity and well within the City’s mobility standard of LOS E.

**Table 3. Traffic Operations Comparison Between Land Use Alternatives (year 2035)**

Intersection	Calculated TSP V/C	Calculated Alternative 1 V/C	Calculated Alternative 2 V/C
Jean Rd / Pilkington Rd	0.37*	0.37	0.38
Boones Ferry Rd / Jean Way	0.88	0.88	0.88
Boones Ferry Rd / Pilkington Rd	0.77	0.78	0.78

NOTE: \* The V/C ratio for the intersection of Jean Road at Pilkington Road was not reported in the 2014 TSP, therefore, the V/C derived from VISUM, a traffic analysis software package, was used as a surrogate. It is important to note that VISUM assumes that an intersection is signalized when it calculates capacity; therefore, the V/C ratio shown for this intersection is representative of what could be achieved through signalization.

The results of the traffic sensitivity analysis indicated that under either land use alternative, anticipated development with the 20-year planning horizon could be accommodated by the current roadways and intersections, with the improvements recommended in this plan. Future public road, stormwater, sewer and water infrastructure improvements will provide the components for a complete district. The following section (The Recommended Alternative) identifies preliminary cost estimates for the proposed roadway improvements for the recommended alternative using the revised street cross sections.

## PAC AND SECOND PUBLIC MEETING INPUT

Community members and other stakeholders gave their feedback on the land use and infrastructure alternatives and evaluation results at a second public meeting conducted in June 2015. Meeting participants participated in the following exercises:

1. Identify what they liked and didn’t like about the alternatives by writing comments and placing sticky notes on wall charts;
2. Identify the types and locations of land uses they want to see in the SWEA using sticky notes; and
3. Electronic voting on land uses, prioritization of infrastructure projects and potential funding mechanisms. Results of the polling were generally consistent with the sticky note exercise described in Exercise #2, above.

Following the second public meeting, the PAC met to discuss the public input and evaluation results and a recommended alternative. The section below captures the comments received from the PAC members and the second public workshop. These comments informed the development of the Recommended Alternative.



## Sticky Note Exercise: Alternatives

### *Land Use*

- The alternatives would provide high values jobs
- Will the recommended alternative encourage light industrial or different uses?
- I would like to increase the use of the property (current GC) to include higher uses (mixed-use condo/townhouses, multiple stories, retail, office, restaurants).
- Residential uses should only be live/ work or mixed use and not stand-alone residential buildings.
- Should there be a limit on the size of retail uses and should those only be located along Boones Ferry Road?
- Need gathering place for employees to eat
- Development concepts at the Jean Road/Pilkington intersection are appealing, but two story buildings are tall enough. Buildings should include ground floor commercial with housing or office space on the second story.
- There is demand in this area for small retail spaces, and that land along Boones Ferry Road would be appropriate for larger commercial uses.
- Retail uses not associated with a light industrial use should (continue to) be limited to the Jean/Pilkington intersection (Neighborhood Commercial zone).
- Alternative 1 offers a better street view and supports better options for retail/industrial.
- Parking behind buildings improves frontage.

### *Stormwater*

- Bioswales at sidewalks/street tree areas for stormwater are not effective.

### *Transportation and Connectivity*

- Extension of Jean Way is a good idea. Without formal access, people will use parking lots for short cuts.
- Alternative 1 would increase residential traffic on Jean Extension that is bad for neighbors.
- Traffic should be encouraged to use the higher street classifications/roads designed to carry more traffic.

### *Development Code*

- The Committee noted that the implementing code should have more flexible permitted uses, and focus on what the community does not want in the district.
- Zoning should be flexible overlay, but not include residential
- Several committee members are concerned about land values pricing out light industrial uses, and noted that the current IP zone protects the area for light industrial.

## Sticky Note Exercise: Desired Land Uses

### General

- Light industrial all over!
- Craft store
- Bookstore
- Restaurants
- Bakery

### North of Boones Ferry:

- Restaurant/Bar
- Hotel
- LA Fitness

### North of Willow Lane (IP Overlay area):

- Grocery store
- Food carts
- Professional offices
- Brewery
- Restaurants at perimeter
- Bicycle shop

### Willow Lane south to Jean Road:

- Health clubs 20,000 sq. ft.
- Delis, brewpubs and restaurants
- Daycare
- Ice cream shop
- Grocery stores (e.g. Trader Joe's)
- Professional office space
- Wholesale products businesses
- Smaller businesses (no chains)
- No bars
- Multi-family housing (at Jean & Pilkington)

### South of Jean Road:

- Business parks, engineering and high tech
- Training facilities
- Businesses that don't bring big trucks
- Professional office space
- Coffee, wine and doughnut shops
- Light industrial
- Green space
- Flex space – starter space for tech/other
- Bowling alley





## 5. RECOMMENDED ALTERNATIVE

The Recommended Alternative is the Alternative 2 concept plan (**Figure 10**), which reflects the outcome of the planning process, technical analysis and input from the public and the PAC through the advisory committee process and the Planning Commission hearing. The Recommended Alternative provides both a short-term and long-term vision of the area that includes improving employment opportunities, connecting neighborhoods to the businesses in the SWEA, and improving the quality of the built environment for the benefit of both nearby residents and businesses. The Recommended Alternative is illustrated on the following maps:

- **Figure 10** – Alternative 2 / Recommended Concept Plan
- **Figure 11** – Zoning
- **Figure 12** – Transportation Infrastructure Projects

### LAND USE AND REGULATORY STRUCTURE

The land use recommendation includes creating a SW Overlay District with the goal of increasing job densities, making the district an attractive business location with supportive uses such as small restaurants, and providing additional flexibility for property owners to meet evolving market demands. The SW Overlay District also provides site and building design standards for the district. As properties develop or redevelop, these standards will help to create a high quality and consistent pattern of development in the district, with a more engaging streetscape.

Another key feature of the land use recommendation is changes to allowed uses, which are recommended to be adopted with citywide Commercial Code Streamlining amendments. These include removing the limitation on professional office square footage in the IP zone, while continuing to allow all light industrial, manufacturing and warehousing uses currently permitted in that zone. It is also recommended to allow small restaurant uses co-located in office or light industrial buildings to provide an amenity for district employees and make the area more attractive for future businesses. The use changes for the NC zone include permitting residential above ground floor commercial in the in the NC and GC zones, streamlining the uses in the categories of office and repair, rental and service.

These land use recommendations are described in more detail in Section 6: Implementation.

### TRANSPORTATION SYSTEM

Planning for a safe and efficient transportation system that serves cars, trucks, transit, pedestrians and bicyclists is essential to support the vision of an attractive environment in the SWEA that increases employment densities and is also a desirable place for businesses, employees and nearby residents. Freight access and circulation is an important component of the SWEA's street network. The Recommended Alternative improves connectivity along the existing street system for all modes, and improves truck circulation, while minimizing cut-through traffic in residential areas. The Recommended Alternative integrates stormwater management, pedestrian amenities, and vehicular circulation into the right-of-way.

## Access Improvements

The Recommended Alternative includes the following improvements intended to provide easier access within and to the district (see **Figure 12**):

- **Realign the Lakeview Boulevard/Jean Road intersection** to improve freight access and reduce cut-through traffic in the surrounding neighborhoods. This project will realign Lakeview just south of Jean Road to tee up the intersection and eliminate the acute turning angle. Realigning the Lakeview/Jean Rd. intersection will improve sight distance for all modes of travel, provide a safer pedestrian crossing path, and reduce sharp turning maneuvers for freight vehicles. New stormwater collection and treatment facilities will eliminate the flooding that occurs during storm events at the Lakeview Blvd./Jean Rd. intersection. This realignment was recommended by the PAC in June 2015 following the Alternatives Evaluation, and timing allowed for this project to be planned concurrent with private redevelopment of 5892 Jean Road, at the SW corner of this intersection.
- **Connect Boones Ferry Road with Jean Road** to enhance pedestrian connectivity. In the mid-term, this connection could provide better pedestrian and bicycle access, while a long-term project is to create a safe vehicle access into the SWEA. A vehicle connection is a long-term goal beyond the 20-year planning horizon and would require negotiation with Union Pacific Railroad and ODOT Rail to secure approval for a new at-grade rail crossing. The new intersection at Boones Ferry Road would consist of a pedestrian crossing likely signalized with a rectangular rapid flashing beacon or other device (mid-term); a full traffic signal may be considered in the long term.

## Intersection Improvements

Improvements are recommended at the two Jean Road intersections, Jean Way and Pilkington Road, to improve pedestrian access and safety, and at Pilkington to improve traffic flow into and out of the district. Improvements are also recommended at the constrained intersection of 65<sup>th</sup> and McEwan, to widen the turning area for trucks traveling between the south end of the SWEA and the Lower Boones Ferry Road/ I-5 interchange area.

## Improved Bicycle and Pedestrian Circulation

The Recommended Alternative proposes an expanded multimodal circulation system (see **Figure 12**) that includes adding designated bicycle lanes or shared travel lanes for bicycle and vehicles, and completing missing sidewalks for pedestrians to connect key locations in the SWEA.

Improvements include:

- **Redesigning Lakeview Boulevard to be more pedestrian-friendly.** The Recommended Alternative includes reconstructing Lakeview Boulevard to include a sidewalk on one side of the street, shared use lanes for vehicles and bicycles, stormwater facilities, and vegetative buffers between the street and the industrial development to the north of the roadway (see cross section **Figure 14**). The sidewalk could be placed on either side of the street. Placed on the north side, future sidewalks would connect to the sidewalks on the north side of 65<sup>th</sup> Avenue and would be implemented with required frontage improvements associated with new development

in the industrial park. While a sidewalk across the street from the residential area would require residents to cross Lakeview, traffic is generally low and will permit safe access.

- **Wider sidewalks.** All streets will have at least 8' foot sidewalks and landscaping.
- **Safe and efficient pedestrian crossings and bike infrastructure** as either shared travel lanes or dedicated bicycle lanes. Dedicated bicycle lanes are included on Boones Ferry Road (see cross section **Figure 15**), Jean Road and Pilkington Road. Designated bike lanes are located to connect to the larger bicycle network outside of the SWEA. Shared travel lanes, such as the ones proposed on Lakeview Boulevard, will be provided along streets where slower vehicle speeds and lower traffic volumes are expected.

## Transit Service

The Plan can accommodate existing and future transit service. Increased employment densities and improvements in pedestrian and bike connectivity support improved transit service. As employment increases in the area, TriMet and the City should continue to advocate for increasing transit service within the SWEA.

## Truck Circulation and Parking

The Recommended Alternative assumes that truck traffic in the SWEA will continue and that larger trucks will be accommodated for deliveries. As streets are designed, the turning radii of larger WB-67 class vehicles should be considered. These larger vehicles have specific space needs, and while they can be accommodated in the proposed street cross sections, some turning movements will need special considerations. The Recommended Alternative includes several strategies.

### Near-Term Strategies (prior to roadway improvements described above):

- Work with the Rosewood and Bryant neighborhood associations, and residents adjacent to Lakeview Boulevard and other light industrial properties, to develop good neighbor agreements with light industrial businesses, particularly with regard to freight truck activity and noise related to business operations. The good neighbor agreements may be used to identify alternative truck parking/idling locations, business contacts for neighborhood concerns, and to reach mutually agreeable solutions to other concerns arising from the close proximity of residential and light industrial uses.
- Post signage along Lakeview Boulevard to identify truck routing, discourage cut-through freight traffic into the neighborhood, and encourage courtesy to residents along this road.
- Realign the Lakeview Boulevard/Jean Road intersection to improve the truck turning radii to/from the SWEA.
- Improve Kenny/Lakeview Boulevard intersection to restrict trucks from entering Kenny Street into the residential neighborhood.

### Mid-Term Strategies

- Improve the McEwan Road/65<sup>th</sup> Avenue corner to improve freight access in the southern portion of the SWEA.
- Route large trucks (WB-67) from Boones Ferry Road to McEwan Road. Assuming McEwan Road/65th Avenue intersection improvements are designed to improve the corner angles, this

route shortens the trip between I-5 and the south end of the industrial park. This routing for large trucks provides larger trucks better maneuvering at corners with difficult turning radii, such as Lakeview and Jean Road. It also reduces the distance required for trucks to travel adjacent to residential areas and supports opportunities for parking locations for idling vehicles away from residential areas. Smaller freight vehicles could use any of the roads, but should be routed to provide the most direct path to their destination.

- Include short-term parking for larger freight within the SWEA and away from the residential area such as on interior parking areas away from residential areas, or in the adjacent light industrial and commercial area west of the railroad tracks.

## STORMWATER INFRASTRUCTURE IMPROVEMENTS

The Recommended Alternative implements the City's approach to stormwater management as detailed in the Stormwater Management Manual and Utility Code amendments adopted by City Council in February 2016. At the time of SWEA Plan adoption, this approach calls for private properties to manage stormwater on-site, and places stormwater management facilities serving roadway runoff within the public right-of-way. Shared public-private facilities may be explored should this approach align with City policy at the time of redevelopment within SWEA and reconstruction of roadways such as Lakeview Blvd. as part of the City's Capital Improvement Program.

### Treatment Approaches

Facilities in the SWEA should be geared toward stormwater treatment to remove pollutants, with a preference for infiltration-based approaches rather than detention. Public and private properties shall consider using low impact development (LID) facilities such as vegetated swales, rain gardens and planters to provide distributed treatment of stormwater runoff throughout the developed area. Treatment through mechanical systems within manholes or inlets (e.g. filter cartridges) is not preferred due to their required maintenance and cost, but may be considered in areas where space is limited. Private properties are also encouraged to consider the use of permeable pavement or pavers in parking lots to reduce site runoff and reduce the need for drywells and similar facilities.

Most of the area north of Jean Road drains to stormwater Basin BF, which contains a conveyance system. Runoff is detained in an existing regional detention pond located to the east of the study area between Lower Drive and Rosewood Street. Runoff infiltration should be incorporated to the maximum extent practicable; however, right-of-way redevelopment within Basin BF (including Boones Ferry Road, part of Pilkington Road, Willow Lane, Rosewood Street, and Jean Way) will only be required to provide treatment of runoff generated within the right-of-way. Private properties draining to roads within Basin BF will be required to provide treatment, infiltration, and/or detention upon redevelopment.

Areas that drain to Basins JR and RG (generally located south of Jean Road), with the exception of Jean Road, do not contain a public conveyance system. Redevelopment of right-of-way within the JR and RG systems will trigger stormwater management including treatment, infiltration, and/or detention under the city's stormwater code. Development or redevelopment of private properties that drain to rights-of-way within this basin (including those along Lakeview Boulevard, McEwan Road, and Jean Road) may trigger these same requirements for stormwater management to be designed, constructed, and paid for by the private property owners.

## Infiltration Approaches

Infiltration facilities located within the ROW, such as drywells that are designed to infiltrate treated stormwater into the ground, will need to be registered with the Oregon Department of Environmental Quality under the Lake Oswego permit and maintained by the City. Facilities constructed on private property will need to apply for separate permits, and are expected to be maintained by the property owner. In areas where native soil infiltration rates are low or groundwater is high, this method of disposing stormwater runoff may not be feasible. While infiltration in this area is generally good, because soil characteristics can be variable from site to site, detention facilities may be needed in conjunction with infiltration facilities to comply with stormwater management requirements.

## RESIDENTIAL INTERFACE

The Recommended Alternative aims to improve the interface between residential and light industrial uses, which are located in close proximity, primarily along the narrow Lakeview Blvd. and 65<sup>th</sup> Avenue that serves as the border between the Industrial Park zone and low-density residential zones. Infrastructure improvements to provide sidewalks, landscaping, and stormwater management, and to prevent through truck traffic on local residential streets, are intended to improve quality of life for nearby residents while making the employment area more functional and attractive for businesses. Land use recommendations also serve to improve the light industrial edge over time, as properties redevelop to meet current standards and truck loading areas and other exterior industrial operations are located away from the street. This plan recommends additional Action Steps (See Part 6, Implementation) to address livability issues resulting from the close proximity of homes to light industrial uses. These will involve ongoing outreach and communication to neighbors and businesses, giving each the tools to resolve problems and be good neighbors.

## BRANDING AND SIGNAGE

As noted earlier, Lake Oswego's Southwest Employment Area is not a planned district or modern business park setting. It is a collection of blocks and properties without an organized street pattern, defined edges or gateways or an overall identity or brand. Some SWEA properties have signage noting that they are a business or medical center or a business park, which makes the area even more confusing.

During the planning process business owners noted that local businesses get deliveries from across the United States and that truckers have a hard time finding the area and getting through the area to their destination. They further noted that businesses spend a lot of time on the phone directing truckers to their locations.

The Recommended Alternative includes several strategies to address these identity and wayfinding issues:

- The City and business/property owners should work together to develop an overall identity or brand for the entire SWEA that aims at "putting it on the map" and getting it recognized throughout the region. To compete with other larger and more modern business parks and industrial areas, SWEA should be recognized as one overall Lake Oswego district dedicated to business and employment growth.



After a brand is generated, gateway locations should be targeted for signage that reinforces the new area name and brand. These should be considered at the intersections of each street connecting to Boones Ferry Road, Pilkington Road and Lakeview Boulevard, and the rail tracks on the west side of the area. Such signage could incorporate public art, not only to increase the area's recognition, but to add uniqueness to its brand or theme.

- Properties with existing monument signs should be encouraged to consider modifying these signs to reflect the new area name/brand. An example is the Lake Oswego Medical Center sign at Jean Way and Boones Ferry Road and the new gateway fountain at the Goodwill property at Pilkington and Boones Ferry Roads. These sign structures are examples of locations that may have feasibility to be converted into new business park gateway signs.

Wayfinding signs should be considered along each street within the SWEA to help direct traffic to area streets, local properties, businesses or addresses. Such signs could incorporate the area logo and colors to further reinforce its brand and identity.

Like a modern business or office park, business signs on each property and building could eventually be considered for a possible change to a common sign type with addresses. Such an initiative would also help facilitate access to individual properties as well as add to the branding of the area as a modern place to do business.

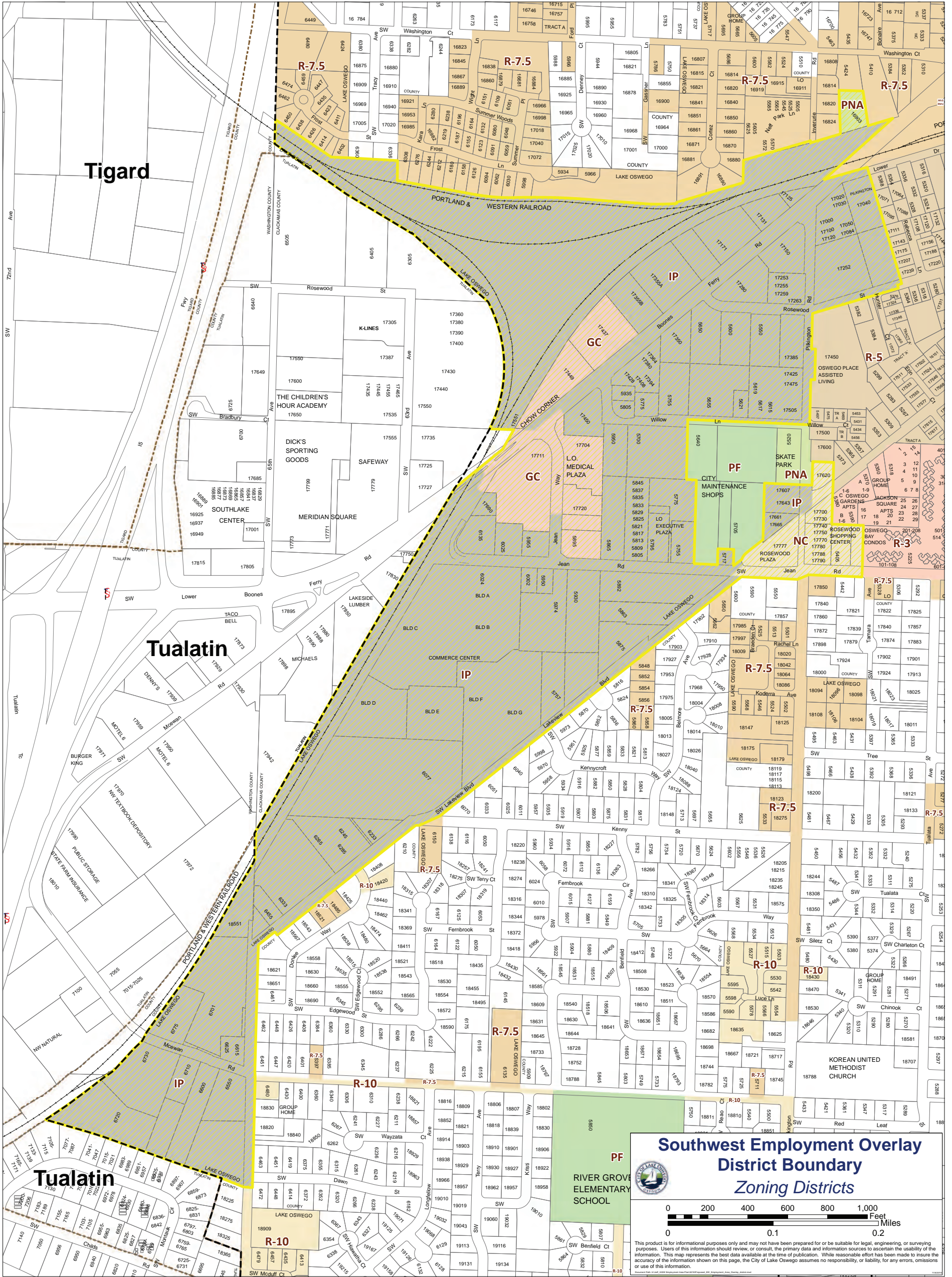
- Public art should also be considered throughout the area as a way of creating a unique and more recognizable brand or theme. Sculptures at gateways, building entrances, public walks and plazas along with building murals could help enhance the physical environment.

## COST ESTIMATES

Public infrastructure, including roads, stormwater, sewer and water infrastructure, is needed to fulfill the vision of the plan and to provide the structure for a complete district. Estimated project costs are included in **Chapter 6: Implementation**. Not all projects are assumed to be constructed at the same time, with some infrastructure projects likely to be completed as part of development of individual sites, while others may be constructed by the City as capital improvements. Willow and Rosewood improvements will likely be completed as adjacent development projects occur and have not been included in the cost estimates. Cost estimates include:

- Roadway pavement (4" asphalt on 15" base), removal of structures and obstructions, clearing and grubbing, earthwork, subgrade stabilization and geotextile, concrete curbs and sidewalks;
- Signage, striping, illumination, landscaping and erosion control;
- Stormwater infrastructure (in street), but does not include regional treatment facilities;
- Contractor mobilization and traffic control; and
- Engineering and contingency (70%).

Cost estimates include design and engineering, but do not include right-of-way acquisition, utility relocation, new utilities (except for stormwater), signalization or hazardous material removal/abatement costs.



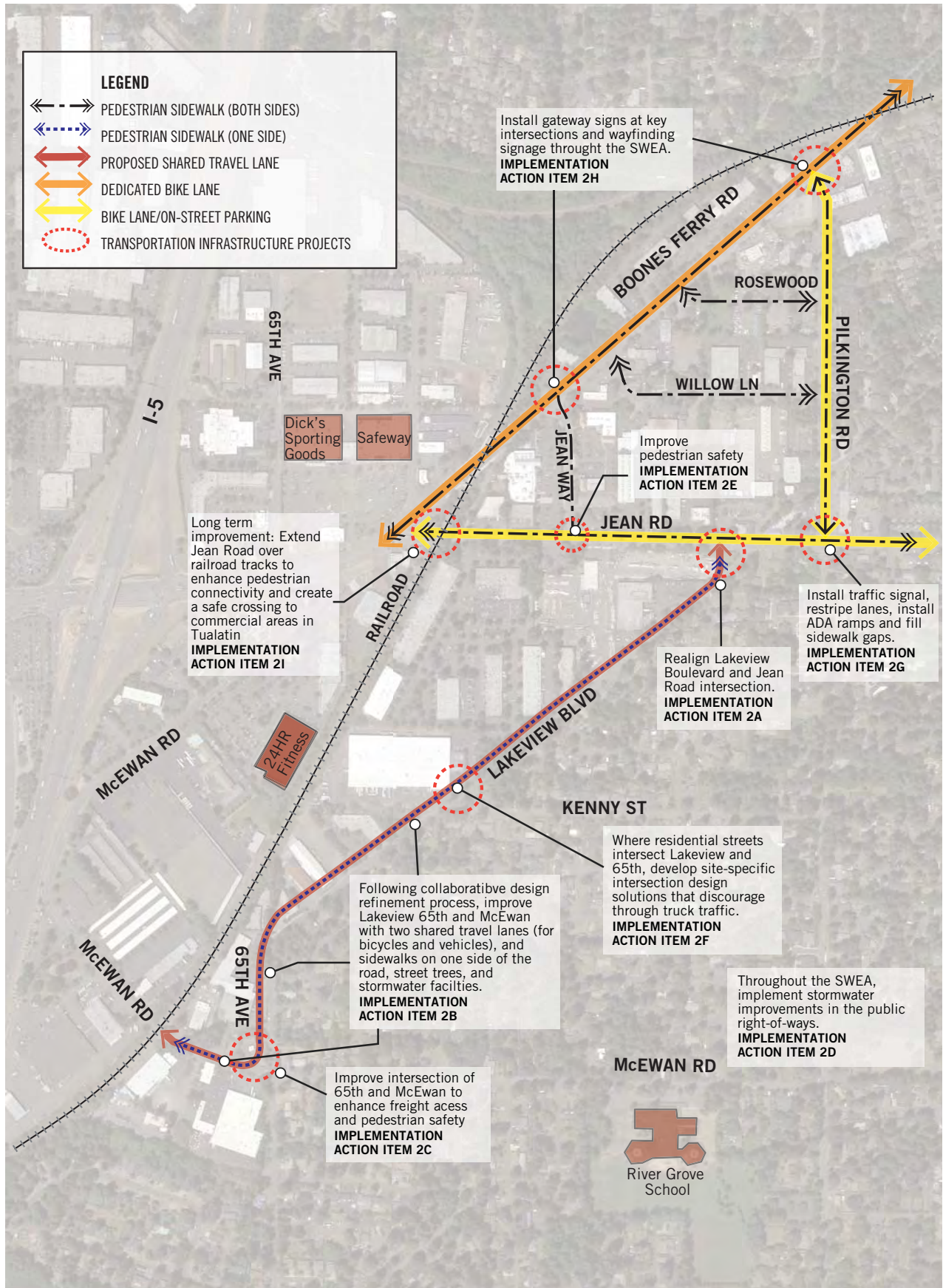
**LEGEND**

- Southwest Employment Overlay District Boundary
- Industrial Park
- General Commercial
- Neighborhood Commercial
- Public Facilities
- Parks and Natural Area

**SOUTHWEST EMPLOYMENT AREA PLAN**  
Figure 11. Proposed Zoning

**CITY OF LAKE OSWEGO**



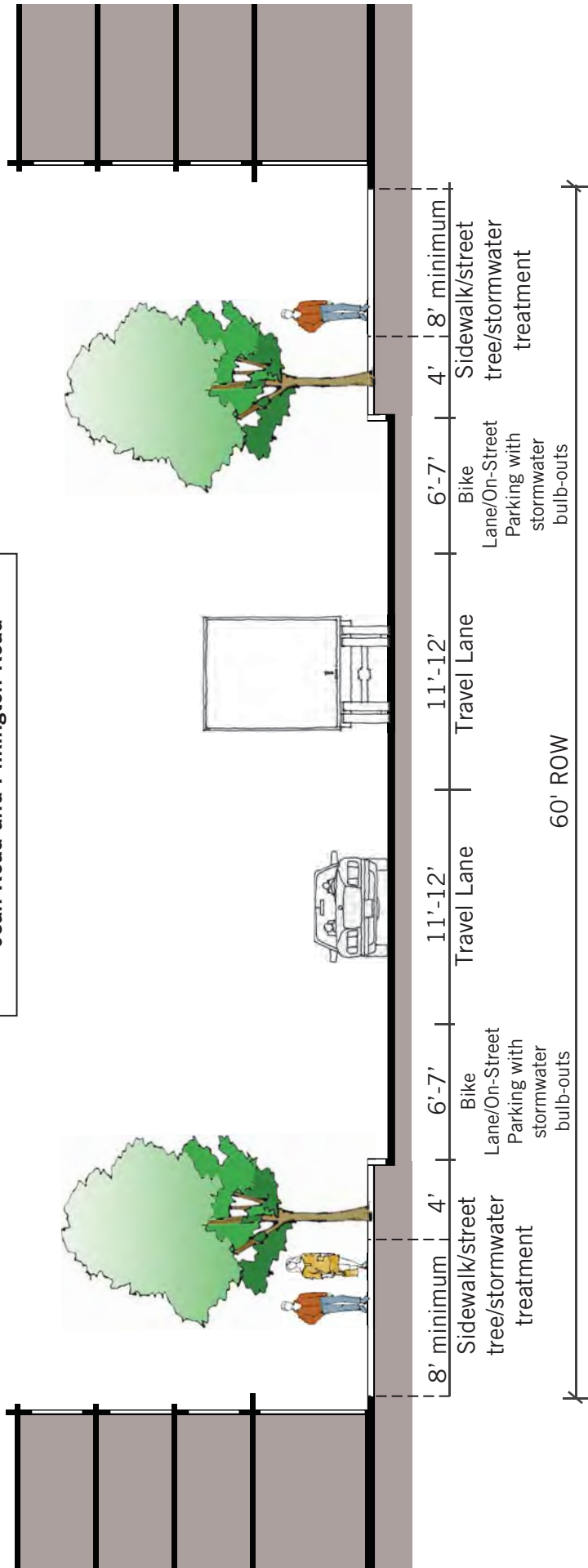


SOUTHWEST EMPLOYMENT AREA PLAN

CITY OF LAKE OSWEGO

Figure 12. Transportation and Infrastructure Improvements

Jean Road and Pilkington Road

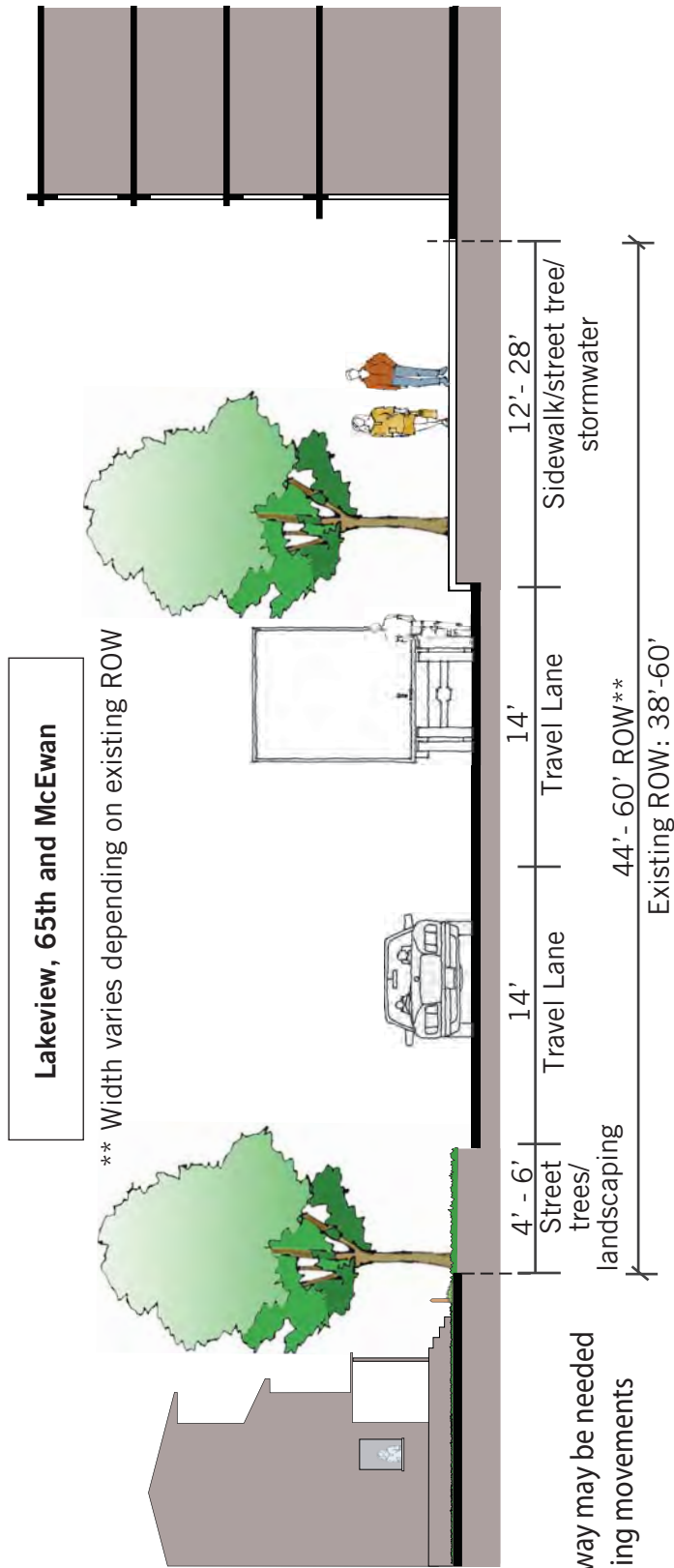


**Jean Road Stormwater Management Approach**

- Vegetated treatment planters in landscaped areas
- Infiltration by rock galleries below planters
- Mechanical (filters) treatment in previously developed areas along the north side

**Pilkington Road Stormwater Management Approach**

- Vegetated treatment planters in landscaped areas
- Infiltration by rock galleries below planters
- Mechanical (filters) treatment in narrow right-of-ways



Lakeview, 65th and McEwan

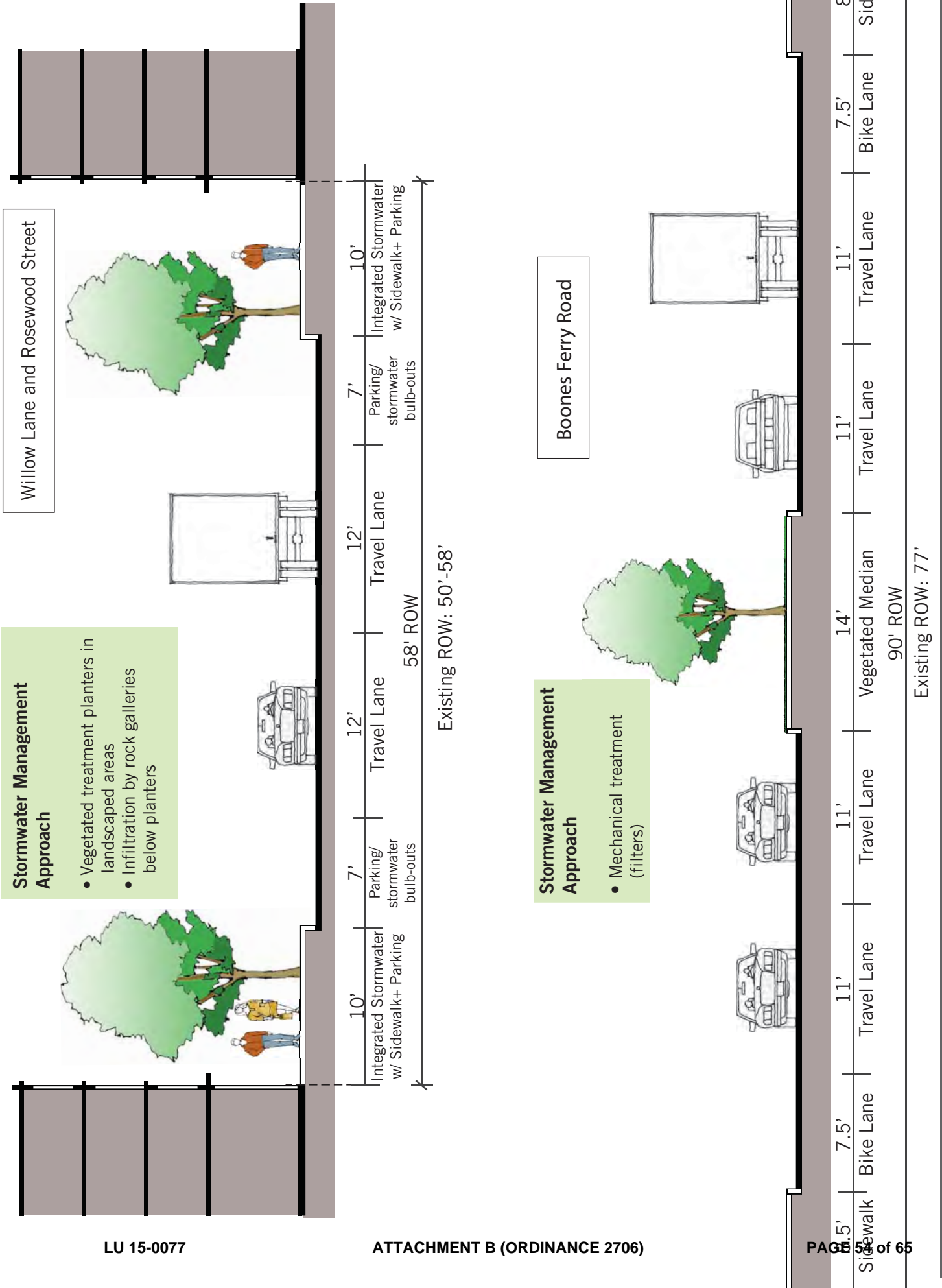
\*\* Width varies depending on existing ROW

**Stormwater Management Approach**

- Vegetated treatment planters in landscaped areas
- Infiltration by drywell or rock gallery below planters

\*NOTE: Additional right-of-way may be needed to accommodate truck turning movements at intersections





Willow Lane and Rosewood Street

**Stormwater Management Approach**

- Vegetated treatment planters in landscaped areas
- Infiltration by rock galleries below planters

Boones Ferry Road

**Stormwater Management Approach**

- Mechanical treatment (filters)

## 6. IMPLEMENTATION

This chapter provides direction on the actions required to transform the SWEA District into a vibrant employment base and a more modern and pedestrian-friendly business park. Implementation will require several actions, which are grouped into three major categories:

- Funding sources and partnership opportunities;
- Regulatory actions; and
- Infrastructure investments.

Public funds will be required in order to build and implement the transportation and other infrastructure improvements envisioned by the SWEA Plan. Private investment will also be required, since public funds are limited and the list of unfunded capital improvements is extensive.

Transportation and other infrastructure investments in the SWEA have the potential to spur development that builds upon the SWEA's already active employment base. This redevelopment has the potential to bring in new property taxes, development fees, and jobs for the community. Implementing these actions should be viewed not as a subsidy but as an investment that generates a significant and positive return.

In addition to funding for infrastructure improvements, local economic development programs can bolster private investment and job growth in the SWEA. In October 2015, the City Council approved the creation of an enterprise zone for the SWEA, though an expansion of Tigard's zone to create the Tigard/Lake Oswego Enterprise Zone. This program, authorized by the State legislature, provides opportunities for traded sector and headquarters businesses to receive a tax abatement on the value of new facilities and equipment for a 3-5 year time period, when the company increases employment and meets other requirements. Implementation of this program signals the City's interest in supporting the growth of existing businesses, attracting new companies to the SWEA and strengthening the area as a key Employment Center.

### FUNDING SOURCES AND PARTNERSHIP OPPORTUNITIES

The following list of potential funding sources has been narrowed from the Alternatives phase, based on the final list of projects and feedback provided throughout the project. **Table 4** at the end of this chapter lists each project that needs to be funded, and the funding sources most applicable to each project. Most of the projects are focused on transportation improvements and will be the responsibility of the City. However, property owners in the district could help to pay for some or the entire improvement project from which they will directly benefit, as a condition of redevelopment or through a local improvement district.

#### Local Improvement District

Local improvements districts (LIDs) are special districts where private property owners pay an assessment to finance a shared capital infrastructure project that specially benefits their properties, such as utility or streetscape improvements. LIDs enable the public and private sectors to share the cost of needed infrastructure and to finance it over long-term bond repayments with low interest rates, rather than paying up front. Thus, they could be used to build out various street and other capital improvements described in the plan. LIDs can be initiated by the City or through a petition of property

owners. Except in the case of projects limited to sidewalk improvements, or emergency circumstances, formation of an LID can be delayed for six months if two-thirds or more of affected property owners object. LIDs would be most appropriate to fund new street construction and sidewalk improvements as well as area identity and wayfinding signage, where property owners paying the LID assessment would benefit from improved infrastructure as well as increased property values and redevelopment opportunities.

## **Urban Renewal District**

An urban renewal district is a special area designated by the city where the growth in property tax revenues within the district is used to support revenue bonds that pay for capital improvements. This is known as tax increment financing. The City of Lake Oswego currently has two urban renewal districts. One is the East End District, which is currently being used, in part, to support public-private redevelopment, infrastructure improvements, public parking, and storefront/facade improvements for district buildings in the downtown.

The Lake Grove District was created to fund improvements to Boones Ferry Road and public parking in support of the Lake Grove Village Center plan. While urban renewal is primarily a funding source, it is also a signal to developers that the city is committed to the area by establishing a funding mechanism that ensures needed improvements are done in a timely manner. To form an urban renewal district, the City Council must approve an urban renewal plan that describes the conditions of blight, the district boundary, a list of planned projects, and a financing plan to implement projects. Because tax increment financing relies on the growth in property values either from new development or annual increases in assessed values, there is often a lag of several years between the formation of the district and when enough revenues are generated to accomplish major projects. Potential projects and actions that could be implemented or funded through urban renewal, as noted above, include: street improvements, utility infrastructure, parking facilities, land acquisition/assembly, and loans or grants for private development, among others.

## **Capital Improvement Program and Systems Development Credits**

The City can designate projects for funding in its capital improvement plan (CIP). Generally, a CIP identifies capital projects (and some major equipment purchases) during a five year period, providing a planning schedule and identifying opportunities for financing the projects in the plan. Capital improvement plans coordinate community planning, financial capacity, and physical development. The largest sources of CIP funding for transportation and stormwater improvements are gas tax and vehicle license revenues, the general fund, and street maintenance and stormwater fees. Other sources include Systems Development Charges (SDCs), which are fees collected on new development. Transportation SDCs are calculated based on trips per day generated by the type of use. Developers are typically required to build local frontage improvements serving a development as a condition of approval. However, developers are often given SDC credits when building a “qualified public improvement” based on the amount they would have been charged in SDC fees compared to the value of the improvement. SDC credits are not a source of funding. Rather, they are a reduction to the revenue that will be received by the City, in exchange for a new public facility that the City does not have to build. It is a way to direct SDCs into a specific area where the expenditure is timely and consistent with adopted plans.

## **Metro Nature in the Neighborhoods**

Metro provides competitive grants to neighborhood organizations for the development of parks and open space improvements including both restoration and capital projects. Grants are given to a variety



of projects that “involve the community, foster diverse partnerships and innovation, and spur economic development with environmental benefits.” This could be a source of funding for innovative stormwater management needed in the SWEA.

- **Restoration Grants**

Restoration projects cover a diverse range of projects that contribute to clean water and air. Small grants are awarded up to \$25,000 and large grants are awarded up to \$100,000. Application are due in the spring and grants are awarded in the fall.

- **Capital Grants**

Capital projects must result in a capital asset with at least a 20-year life span and a minimum value of \$50,000. Grant awards have ranged from \$35,000 to \$1 million. Applications are due in the fall and awarded in the spring.

## **Other Grant and Loan Programs**

Other grant and loan programs might be available at the regional (Metro), state, and federal levels that should be pursued proactively by staff and stakeholders, although they may be limited for local street improvements. Metro manages the regional flexible funding program for transportation improvements, which are very competitive, but are based on keeping neighborhoods safe, supporting economic vitality, and utilizing existing transportation, all of which would apply in SWEA’s case. Street improvements have to be of regional significance to qualify for funding. Industrial land is very important to Business Oregon. While current incentives are not targeted toward local street improvements, it might still be a good resource to consider and position the City for pursuing grants and other funding for the SWEA.

## **Business Oregon Special Public Works Fund**

This is primarily a loan program (but sometimes grants are available) funded by Business Oregon’s Infrastructure Finance Authority for the purpose of planning and construction of a range of infrastructure and development activities for projects that support immediate job creation and/or retention.

## **Oregon Department of Transportation Immediate Opportunity Fund**

The IOF provides gap funding for transportation projects that support the retention or recruitment of businesses in Oregon. Projects must meet a range of criteria and all other funding sources must be exhausted before the IOF is considered.

## **REGULATORY ACTIONS**

### **Regulatory Action Item 1a: Amend the Permitted Uses in the Industrial Park (IP) Zone and Industrial Park Overlay (IPO) District Area**

Several changes are recommended to the permitted uses in the IP zone and the IPO District to support the goals of increasing employment and supporting redevelopment, as well as streamlining the use regulations as drafted for the citywide Code Streamlining project to create a more flexible, modern code that is easier to understand and administer. The following changes in permitted uses are recommended for adoption as part of the citywide Commercial Code Streamlining code amendments:

### ***IP Zone Use Changes***

- Allow any type and size of professional office use. This changes the current 15% gross site area limitation on office uses that are not supporting an industrial use.
- Continue to allow retail that is accessory to goods being manufactured, processed or assembled on-site, but change the maximum size from 3,000 sq. ft. of gross floor area per site to 25% of the gross building floor area, not to exceed 5,000 sq. ft.
- Allow restaurants (includes coffee shops and delis) as accessory uses. The use must not exceed 2,000 sq. ft. in gross floor area and must be co-located in a building with another permitted use. This amendment would expand the provision currently allowed in the IP Overlay District, to the rest of the IP zone.

### ***IP Overlay (IPO) Use Changes***

- Allow any type and size of professional office use. A single 'Office, Business, or Professional' use category would replace the list of 28 specific office and service uses currently permitted.
- Allow food cart pods, subject to specific standards to be adopted concurrent with amendments to the Use Table. Use-specific standards should be designed to achieve high-quality design for the cart pods. They would include standards such as parking requirements; number, spacing and design of carts; seating areas; exterior lighting, landscaping and surface treatment; permanent structures; sanitation facilities; OLCC sales or prohibitions; and hours of operation. This would be a new permitted use in the city.
- Do not permit new self-storage developments (existing or previously approved uses may continue to operate).
- Allow any type of retail use, rather than limiting the specific type of goods sold.
- Allow retail uses up to 35,000 sq. ft. in the IPO area. This increases the current size limit of 20,000 sq. ft. per use for sales of tires, batteries and motor vehicle accessories, and 10,000 sq. ft. per use for office equipment, apparel and accessory, building supply (including paint), garden supply, florist, and furniture.
- Limit retail uses in the IP and IPO zones to a maximum of 60,000 sq. ft. in a single building, on a single parcel or on adjacent parcels to Comply with Metro Title 4 limitations for Employment Land. This is increased from the current limit of 20,000 sq. ft.
- Relocate the standards in the IP Overlay District to the Use Regulations and Conditions section of the Community Development Code (LOC 50.03), and eliminate the overlay district. With recommended modifications, the unique uses allowed in the overlay area will continue to apply.

## **Regulatory Action Item 1b: Amend the Neighborhood Commercial (NC) and General Commercial (GC) Zone Permitted Uses**

The GC-zoned properties in the vicinity of Jean Way and Boones Ferry Road are currently limited to those uses permitted in the NC zone, along with a limited number of additional office and business service uses. In the Neighborhood Commercial zone, it is recommended to allow high-density residential as a permitted use on upper stories, when commercial uses are provided on the ground floor. This change allows for mixed-use development in the Neighborhood Village area of the district, consistent with direction in the Comprehensive Plan.

## Regulatory Action Item 1c: Amend Design Guidelines

The Advisory Committee has stressed the need to increase employment opportunities in the Southwest Employment Area while also providing for a highly walkable and accessible street environment. To meet this need, site and building design standards are proposed as a new SW Overlay District, which would apply to all properties zoned Industrial Park (IP), General Commercial (GC), and Neighborhood Commercial (NC) within the Plan's boundary. The overlay standards require 30-50% of the building to be located within 20 ft. (10 ft. in NC zone) of the front property line, and buildings to be designed with facade articulation, and street-oriented entrances and walkways. The standards also identify streets as primary or secondary streets, depending on location and orientation within the district. Primary streets require a higher percentage of the building to be constructed at the street, with parking located to the side or behind buildings to create a more visually appealing area for pedestrian and increasing safety with more eyes on the street. Secondary streets also require a portion of the building to orient toward the street, but would allow parking in front of a portion of the building. Locating parking to the side or rear of the structure also helps to site truck loading areas further away from sidewalks and adjacent residential uses.

## Regulatory Action Item 1d: Amend the Transportation System Plan

The Transportation System Plan (TSP) should be updated to include proposed capital improvement projects described in the Infrastructure Investments section below, and to include the new street cross sections. Due to the necessity of roadway improvements, to apply consistency to roadway cross sections, and to respond to the high traffic volumes, McEwan Road should also be considered for an upgrade to its functional classification from a local street to a major collector between 65th Avenue and the railroad tracks, which more-closely aligns with the City of Tualatin's designation of major collector. A change to functional classification will strengthen the need for complete street improvements within grant applications and capital improvement expenditures. No change to McEwan's posted speed is necessary, desired, or proposed at this time.

## Regulatory Action Item 1e: Review/Revise City Noise Code

This action involves reviewing the City's current noise/nuisance code for any needed revisions to address the needs of residents and businesses in the SWEA, with a particular focus on noise concerns along residential-industrial interface.

## INFRASTRUCTURE INVESTMENTS

Public infrastructure, including roads, sidewalks, and parks, provide the bones for a complete community. The quality, location, and character of infrastructure significantly influence the livability of an area. Public infrastructure intervention means that the public bears some or all of the cost of infrastructure improvements. This type of investment can be a powerful tool in transforming communities and increasing the viability of desirable forms of development. However, not all projects are assumed to be constructed at the same time. While some infrastructure projects will likely be completed as part of development, the City may construct other projects if it will catalyze development sooner. The following projects (see **Figure 12**) are prioritized based on public input, PAC direction, and needs already identified through previous planning processes such as the Transportation System Plan Update process. Infrastructure projects included in the Council-adopted SWEA Plan should be added to the City's Capital Improvement Plan (CIP) when it is next updated, anticipated for spring of 2017.

The quality, location, and character of infrastructure also influence the cost and feasibility of development. For example, pedestrian, bicycle, and vehicular connections that provide access to property and links to transit enhance the marketability of commercial and residential development. Short, walkable blocks promote an urban environment and robust pedestrian network. Safe, attractive pedestrian and bicycle connections improve the vitality of an area and boost the development potential of property. Effective access management, providing safe and efficient street crossings and business access, can turn a major thoroughfare, such as Boones Ferry Road, from a barrier into a more desirable place to visit.

## **Infrastructure Action Item 2a: Lakeview Boulevard/Jean Road Intersection Realignment**

**Estimated cost: *Included as part of the Infrastructure Action Item 2b***

This project realigns the intersection, removing the skewed configuration and improving the truck turning radii at the Lakeview Boulevard/Jean Road intersection. This project could be constructed as an interim improvement or as part of the larger Lakeview Boulevard improvement project (Infrastructure Action Item 2b) to permit freight movement while minimizing the amount of cut-through traffic in the residential neighborhood. This project will involve purchasing right-of-way to construct a realigned intersection.

The City should initiate this realignment opportunistically when there is a willing property owner, as redevelopment occurs, or in conjunction with other Lakeview Boulevard improvements. This facility could also serve as a facility for adjacent private development in addition to runoff from public rights-of-way.

## **Infrastructure Action Item 2b: Lakeview, 65<sup>th</sup> and McEwan Right-of-Way Improvements**

**Estimated cost: \$2,819,350**

This project includes the design, engineering and construction of major right-of-way improvements along the southern and western edges of the SWEA. The improvements should be designed as a single corridor, but may be separated into separate construction projects for Lakeview/65<sup>th</sup>, and McEwan. This infrastructure project is intended to:

- Create streets that support light industrial and other employment uses while protecting the residential neighborhood from adverse impacts resulting from industrial park activities;
- Provide for public safety, including pedestrian safety, generally, safe routes to school, and emergency vehicle access to the neighborhood/district; and
- Create an aesthetically pleasing street that encourages investment in the area while also meeting the functional needs for vehicles, pedestrians, stormwater management and other infrastructure.

The first phase of this project would be a refinement plan that provides additional analysis and design prior to initiating engineering for the street improvements. The refinement plan should be developed through a collaborative process between residents and businesses along these roads, and should include broad public outreach such as a display of design options for review along the roadways.

The same cross-section is proposed for Lakeview Boulevard, 65<sup>th</sup> Avenue and McEwan Road, as illustrated in **Figure 14**. The cross-section includes two shared-use travel lanes (bicycle and vehicle traffic), a continuous sidewalk along one side of the road, street trees and a vegetated buffer with stormwater treatment to help provide visual separation between the residential and light industrial uses.

Improvements should be built all at once by the City, and funded through the CIP and/or a LID, rather than being implemented in pieces through private redevelopment. It should be noted that implementing the right-of-way improvements in pieces would cost more than constructing the improvements as a single project. Intersection modifications identified as part of the Neighborhood Truck Restriction Improvements along Lakeview and 65<sup>th</sup> (Action Item 2h) may also be grouped with the roadway improvement project for design and construction purposes.

### **Infrastructure Action Item 2c: 65<sup>th</sup> Avenue and McEwan Road Intersection Improvements (Truck Access and Pedestrian Safety)**

**Estimated cost: \$410,000**

This project improves the narrow intersection of 65<sup>th</sup> and McEwan by widening the paved travel lanes within the existing right-of-way, rounding the corners, and removing utility poles that are currently conflicts for both freight and pedestrian traffic. This may require some additional right-of-way dedication on the north side of the intersection and relocation of overhead electrical lines and poles that currently constrain the intersection for large vehicles. Relocation of the utilities, currently placed close to the paved travel lane within a 25 ft. area of unimproved right-of-way, will be a significant coordination effort due to the number of intersecting lines and different utilities. This project may be completed as a short-term action item to provide better access for freight, or be completed with right-of-way improvements along 65<sup>th</sup> Avenue and McEwan Road. If undertaken as a phased project, adequate right-of-way should be purchased to complete the entire project in the first phase.

While improved road design throughout the travel corridor is preferred, addressing this intersection is critical for routing freight trucks to/from the south end of the SWEA. As an area-wide safety concern, this should be included on the City's CIP and built by the City in conjunction with redevelopment in the area, or when funded.

### **Infrastructure Action Item 2d: Stormwater (in Public Rights-of-Way)**

**Estimated cost: *Included as part of each project***

This project utilizes extra right-of-way space for stormwater retention facilities, where possible, to treat and manage contributing runoff within the right-of-way. One such facility could be the remnant triangle resulting from the realignment of Lakeview Boulevard at Jean Road. Other facilities would be placed parallel to the travel lanes in streets where the right-of-way exceeds the necessary width.

The City should apply for a capital grant from the Metro Nature in the Neighborhoods program. Engaging and organizing a citizen group to participate would probably make the grant application more competitive.

## **Infrastructure Action Item 2e: Jean Road and Jean Way Intersection Pedestrian Improvements**

**Estimated cost: \$100,000-200,000**

This intersection permits two turning movements without stopping, which is designed to prevent vehicle queuing for the predominant direction of travel (between Boones Ferry Road and Jean Road east of Jean Way). This project improves pedestrian access and safety at this intersection, which may include closure of some crosswalks, directing pedestrians to safe designated crossing locations.

## **Infrastructure Action Item 2f: Neighborhood Truck Restriction Improvements**

**Estimated cost: *Included as part of Infrastructure Action Item 2b***

This project focuses on restricting truck traffic from using the low-density residential area south of Lakeview Blvd. It includes a combination of wayfinding signage along Lakeview Blvd., traffic control signage (e.g. 'No Thru Truck Traffic') at locations around the perimeter of the neighborhood, and developing site-specific intersection design solutions that discourage through truck traffic while allowing for necessarily emergency vehicle and local delivery access. This includes redesigning the intersection of Kenny St. and Lakeview Blvd. to narrow the Kenny entrance and act as a visual cue that you are entering a local residential street. The specific intersection treatments would be identified during the design and engineering process, with input from neighbors and emergency response personnel.

## **Infrastructure Action Item 2g: Jean Road/Pilkington Road Intersection Improvements (TSP Project #62)**

**Estimated cost: \$316,000 (without right-of-way acquisition)**

This project involves constructing a new traffic signal and completion of pedestrian facilities at the intersection. Transportation System Plan project #62 lists the realignment/restriping of travel lanes, installation of four ADA ramps, and completion of a 300 ft. sidewalk along the east side of Pilkington, north of Jean Rd. among six fiscally constrained transportation improvement projects, and notes citizen suggestions to signalize the intersection. Further improvements could extend sidewalks or pathways to complete connectivity. Right-of-way acquisition would be required along Pilkington north of Jean Rd., where the existing right-of-way width is only 30 ft.

## **Infrastructure Action Item 2h: Branding and Signage Improvements**

**Estimated cost: To be determined**

This project involves planning and implementing a consistent signage and wayfinding system to brand the SWEA as a cohesive and recognizable employment and business center in Lake Oswego, as described in the Recommended Alternative. This action includes the development of a district name and logo that can be used on signage, along with implementation of new gateway signs at key intersections, and metal wayfinding signage throughout the area. Public art may also be considered at gateways and other locations throughout the area to reinforce the area's identity.

## **Infrastructure Action Item 2i: Jean Road Extension over Railroad Tracks (*Very Long Term. Outside of 20-year planning horizon*)**

This project involves constructing a new at-grade railroad crossing connecting Jean Road with Boones Ferry Road. This improvement will enhance pedestrian connectivity and create a safe access to

commercial areas in Tualatin, where informal pedestrian crossings occur today. This is envisioned to be a long-term project (timeframe is anticipated to be beyond the planning horizon of this plan) due to the complexities involved in constructing a crossing over a railroad and funding concerns; thus, a pedestrian-only connection may be a more feasible short-term option. Regardless of timing, the City can begin conversations with the railroad and ODOT Rail to assess their willingness to allow a future crossing in this area.

## LIVABILITY ACTIONS

Several non-regulatory actions are recommended to improve the interface between light industrial and adjacent residential uses. These action items are program or project-based tasks, and may be ongoing.

### **Livability Action Item 3a: Identify Alternative Truck Idling Location**

This action involves identifying nearby property/business owners who are located away from residential zones, and may have unused parking space available for early morning truck parking. The City would work with the property/business owner to develop an agreement for trucks to use their parking area while waiting for SWEA businesses to open for morning deliveries. Outreach would then be conducted to businesses in the SWEA to inform them of the idling location, and remind businesses that City code prohibits parking a truck in the public right-of-way for more than 3- minutes between the hours of 12 a.m. and 6 a.m. This action is intended to support business operations while improving livability for residents along Lakeview Blvd.

### **Livability Action Item 3b: Develop a Truck Routing Plan**

This action involves developing a plan that identifies the streets and direction of travel that trucks should use when driving to/from businesses in different areas of the SWEA, and distributing that plan to area businesses. The plan would also include information about the truck idling location described in Action Item 1a and City codes regulating parking in the ROW. The City would make this available through the City's website and provide the information to new companies when they apply for business permits with the City.

### **Livability Action Item 3c: Develop Good Neighbor Agreements (as needed)**

This action involves working with nearby residents to help them resolve concerns that may arise from the operation or maintenance of light industrial and commercial properties. This action would be implemented on an ongoing and as-needed basis. Concerns that may be addressed include noises from business equipment or machinery, outdoor activities, lighting, or truck traffic. The City could assist by contacting the business, mediating a discussion between the business and neighbors, helping to develop mutually agreeable solutions, and facilitating a written agreement between the parties.

### **Livability Action Item 3d: Provide Reference/Contact Sheet to Nearby Residents**

This action is an outreach and communication effort to residents who live near the SWEA. Working with residents and neighborhood associations, the City would develop a reference sheet for distribution to nearby homes that includes information about who to contact with various concerns (e.g. call the Lake Oswego Police non-emergency number for truck idling on Lakeview Blvd. from 12-6 a.m.), and where to find information online. The area south of Lakeview is largely unincorporated, so the reference sheet would also provide Clackamas County information and guidance on whether the City or County should be contacted. This information would help to facilitate problem solving between residents, the City, County and businesses.

**Table 4. Action Items**

Action Item	Project	Implementing Agencies/ Partners	Cost Estimate	Potential Funding Sources	Time Horizon/ Priority
<b>Regulatory Action Items</b>					
1A	Amend the IP Zone and IP Overlay Zone Permitted Uses				With plan adoption
1B	Amend the NC Zone and GC Zone Permitted Uses				With plan adoption
1C	Amend Design Guidelines				With plan adoption
1D	Amend the Transportation System Plan				With plan adoption
1E	Review/Revise City Noise Code				Near-term
<b>Infrastructure Investments</b>					
2A	Lakeview Blvd./Jean Road intersection realignment	City	\$250,000	<ul style="list-style-type: none"> <li>Street Fund</li> </ul>	High priority Near-term
2B	Lakeview Boulevard, 65 <sup>th</sup> Ave. and McEwan Rd. right-of-way improvements	City	\$2,819,350	<ul style="list-style-type: none"> <li>CIP</li> <li>Adjoining property owners/LID</li> <li>Metro Nature in the Neighborhoods</li> </ul>	High priority Near-term
2C	65 <sup>th</sup> Avenue and McEwan Rd. intersection improvements	City	\$410,000	<ul style="list-style-type: none"> <li>CIP</li> </ul>	High priority Near- to mid-term
2D	Stormwater management	City	\$ Included with ROW projects	<ul style="list-style-type: none"> <li>Metro Nature in the Neighborhoods</li> <li>CIP</li> </ul>	High priority Near-term
2E	Jean Road/Jean Way intersection pedestrian improvements	City	\$100,000-200,000	<ul style="list-style-type: none"> <li>CIP</li> </ul>	High priority Near-term
2F	Neighborhood truck restriction improvements	City	\$ Included in 2b	<ul style="list-style-type: none"> <li>CIP</li> </ul>	High priority Near-term
2G	Jean Road/Pilkington Road Intersection Improvements (TSP Project #62)	City, possibly property owner	\$316,000	<ul style="list-style-type: none"> <li>CIP</li> <li>Contributing property owners</li> <li>SDC</li> </ul>	High priority Near-term
2H	Wayfinding and signage Improvements	City	TBD	<ul style="list-style-type: none"> <li>CIP</li> </ul>	High priority Near- to mid-term



Action Item	Project	Implementing Agencies/ Partners	Cost Estimate	Potential Funding Sources	Time Horizon/ Priority
<b><i>Livability Actions</i></b>					
3A	Identify Alternative Truck Idling Location	City, property owners			High priority Near-term
3B	Develop a Truck Routing Plan	City, businesses			High priority Near-term
3C	Develop Good Neighbor Agreements (as needed)	City, neighbors, businesses			High priority Near-term
3D	Provide Reference/Contact Sheet to Nearby Residents	City, neighbors, neighborhood association			High priority Near-term
<b>Total Estimated Costs</b>			<b>\$3,895,350 – \$3,995,350</b>		

See Chapter 5: Cost Estimates for the list of assumptions used to develop the cost estimates

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**50.05.008 SOUTHWEST OVERLAY DISTRICT**

**1. PURPOSE**

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The purpose of the standards for the Southwest Employment Overlay District ("District") is to:

- a. Provide for employment and industrial uses that are complementary to the surrounding residential and commercial development to create a positive aesthetic and economic impact on the community.
- b. Increase predictability and clarity about standards for development in the District.
- c. Create a consistent and organized development pattern throughout the district.
- d. Provide a safe, efficient and effective transportation network for cars, freight trucks, bicycles, pedestrians, and transit.
- e. Enhance the streetscape to be an inviting place for pedestrians.
- f. Buffer the adjacent residential areas from industrial activities and land uses.

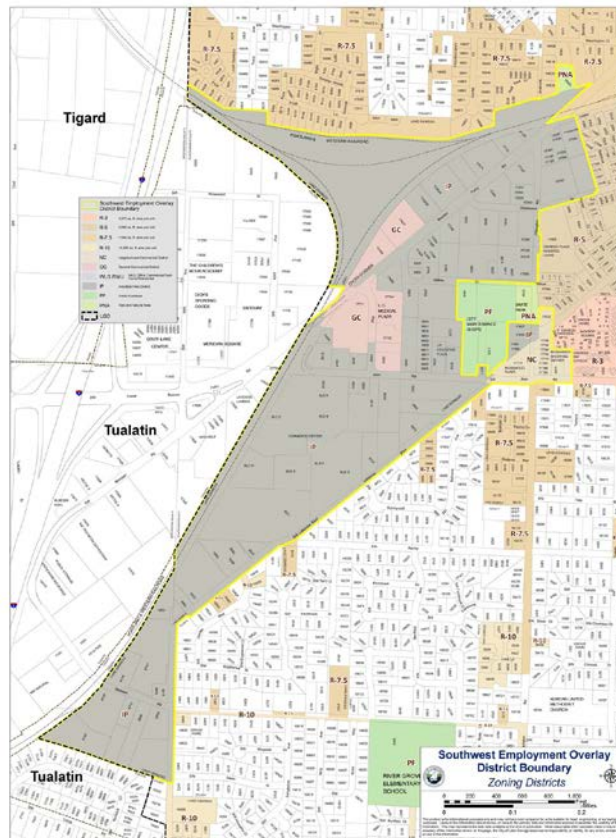
**2. APPLICABILITY**

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Except as otherwise expressly provided below, development within the District (shown in Figure 50.05.008-A) is subject to the requirements of this section:

- a. Construction of a new building;
- b. Substantial remodeling of an existing building. For the purposes of this section "substantial remodeling" means:
  - i. Exterior remodeling that changes the appearance of more than 50% of any building elevation; or
  - ii. A building expansion of more than 300 square feet, except where the expansion is solely designed and constructed:
    - (1) To provide for accessibility to the disabled,
    - (2) To provide for energy conservation (e.g., addition of an entry vestibule),
    - (3) To provide for screened recycling or trash storage, or
    - (4) To relocate or screen visible exterior mechanical equipment so that such equipment is no longer visible.

**Figure 50.05.008-A: Southwest Employment Area Overlay District Boundary and Zoning**



### **3. RELATIONSHIP TO OTHER DEVELOPMENT STANDARDS**

- a.** LOC 50.05.008.4 to 50.05.008.8 supersede LOC 50.06.001.5; Commercial, Industrial, and Multi-Family Development Standards for Approval, in its entirety for developments subject to this overlay district.

Exception: Residential mixed-use development in the NC and GC-zoned portion of the District shown on Figure 50.05.008-A is subject to the discretionary Building Design standards in LOC 50.06.001.5 or clear and objective Building Design standards in LOC 50.06.001.7 in lieu of the SWEA standards in LOC 50.05.008.7: Building Design.

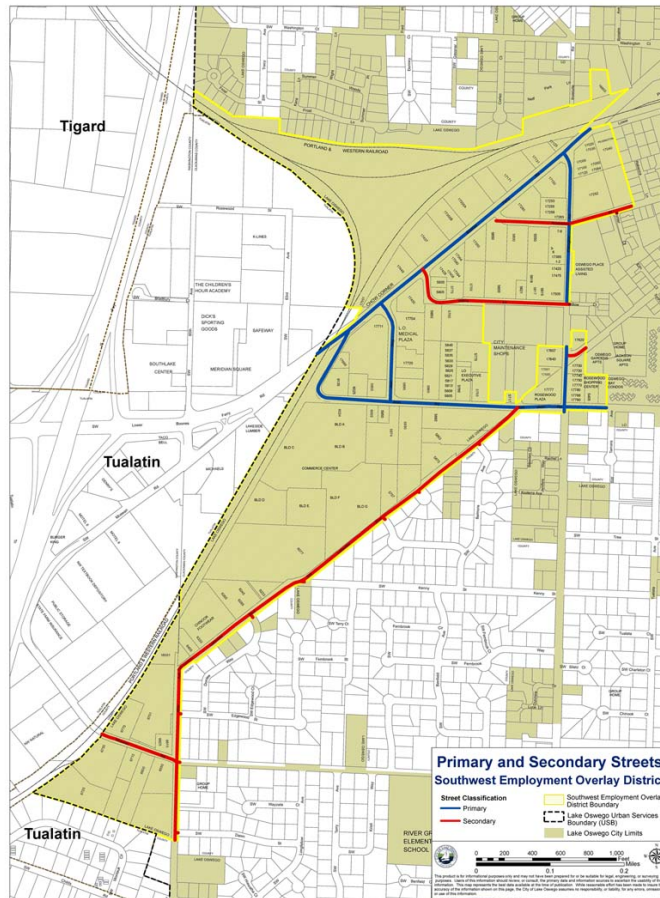
- b. Conflicting Standards.** The building siting and building design standards apply to all development located within the District whose boundaries are set forth in Figure 50.05.008-A within the IP, NC, and GC zones. In the event this section and other Lake Oswego codes, standards and regulations regulate the same matter, the Overlay District standards shall supersede the other Lake Oswego codes, standards, and regulations, even if the Overlay District standards are less restrictive than the other standard.

#### 4. BUILDING SITING

##### a. Building Orientation

Buildings located on parcels with Primary Street frontage as set forth in **Figure 50.05.008-B: Primary and Secondary Streets**, shall have their front facade oriented to the Primary Street.  
Buildings located at the intersection of two Primary Streets may orient the front facade to either Primary Street.

**Figure 50.05.008-B: Primary and Secondary Streets**



**b. Build-To Line**

i. Buildings shall meet the requirements as set forth in **Table 50.05.008-1** below:

<b>TABLE 50.05.008-1: BUILD-TO LINE STANDARDS</b>	
<b><u>Zones</u></b>	<b><u>Build-To Line</u></b>
<u>GC</u>	<u>20 ft.</u>
<u>IP</u>	<u>20 ft.</u>
<u>NC</u>	<u>10 ft.</u>

ii. If a parcel is located on a corner, the build-to lines shall apply to both frontages.

iii. On through lots where only one building is proposed, the build-to line applies to one frontage only. Where the through lot is along a Primary Street, the build-to line shall apply to the Primary Street.

iv. The distance of the build-to line from the front property line may be changed as set forth below. The distance shall be the minimum necessary to accommodate the site/development conditions in (1) and (2).

(1) As necessary to preserve existing trees.

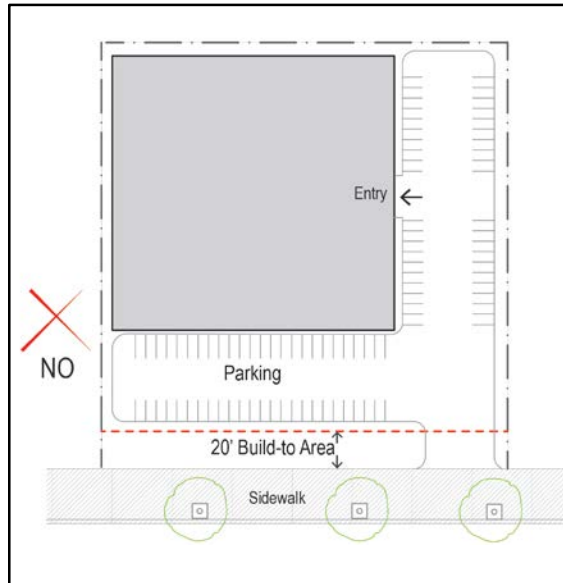
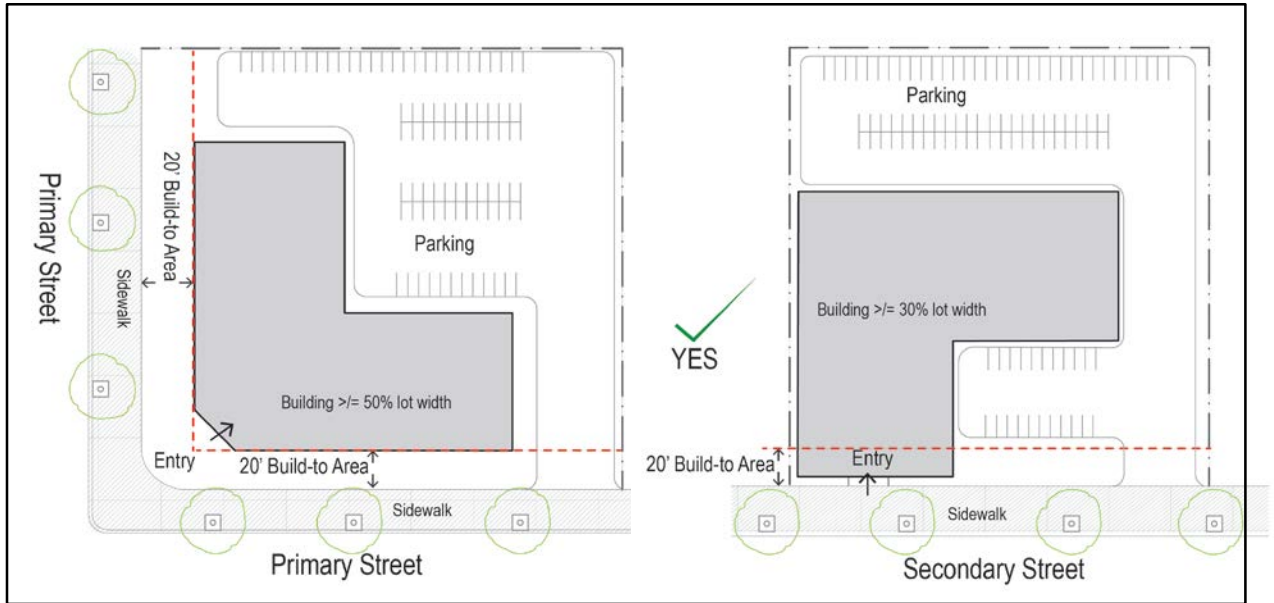
(2) In multi-building complexes, where the configuration of the lot prevents locating all buildings within the build-to line.

**c. Minimum Street Frontage**

i. For buildings on Primary Streets illustrated in **Figure 50.05.008-B**, the building shall occupy a minimum of 50 percent of the lot frontage, measured at the build-to line.

ii. For buildings along Secondary Streets, the building shall occupy a minimum of 30 percent of the lot frontage, measured at the build-to line.

**Figure 50.05.008-C: Building Siting Examples**



**5. DIMENSIONAL STANDARDS**

- a.** Development in the GC, NC and IP zones shall conform to the dimensional standards in Table 50.05.008-2.

<b>TABLE 50.05.008-2: Overlay District Dimensions</b>			
	<b><u>General Commercial (GC)</u></b>	<b><u>Neighborhood Commercial (NC)</u></b>	<b><u>Industrial Park (IP)</u></b>
<u>Floor Area Ratio (FAR)</u>	≡	<u>1:1</u>	≡
<u>Front setback [1]</u>			
<u>Minimum</u>	<u>0 ft.</u>	<u>0 ft.</u>	<u>0 ft.</u>
<u>Side yard setback</u>			
<u>Minimum</u>	<u>0 ft.</u>	<u>0 ft. [2]</u>	<u>0 ft.</u>
<u>Rear setback</u>			
<u>Minimum</u>	<u>0 ft.</u>	<u>0 ft. [2]</u>	<u>0 ft.</u>
<u>Setbacks adjacent to low- and medium-density residential zones</u>			
<u>Structure</u>	<u>25 ft.</u>	<u>25 ft.</u>	<u>20 ft.</u>
<u>Surface Parking</u>	<u>10 ft.</u>	<u>10 ft.</u>	<u>10 ft.</u>
<u>Vehicular Accessway</u>	<u>5 ft.</u>	<u>5 ft.</u>	<u>5 ft.</u>
<u>Setbacks adjacent to high-density residential zones</u>			
<u>Structure</u>	<u>10 ft.</u>	<u>10 ft.</u>	<u>10 ft.</u>
<u>Surface Parking</u>	<u>10 ft.</u>	<u>10 ft.</u>	<u>10 ft.</u>
<u>Vehicular Accessway</u>	<u>5 ft.</u>	<u>5 ft.</u>	<u>5 ft.</u>
<u>Building height (feet)</u>			
<u>Minimum</u>	<u>20 ft.</u>	<u>20 ft.</u>	<u>20 ft.</u>
<u>Maximum</u>	<u>45 ft.</u>	<u>35 ft.</u>	<u>45 ft.</u>
<u>Building height step back from residential zones</u>	<u>Building height at the setback line shall be a maximum of 25 ft. Height shall be stepped back from the setback line such that one additional foot of height is allowed for every additional foot the building is set back.</u>		
<u>Lot coverage maximum</u>	<u>50%</u>	<u>85%</u>	<u>100%</u>
<u>Residential Density</u>			
<u>Minimum</u>	≡	<u>20</u>	<u>N/A</u>
<u>Maximum</u>	<u>N/A</u>	≡	<u>N/A</u>
<u>[1] The maximum front setback is established by the build-to line in Table 50.05.008-1.</u>			
<u>[2] Residential development is only permitted if part of a mixed used development with commercial uses on the ground floor.</u>			

## **6. BUILDING DESIGN**

### **a. Ground Floor Fenestration**

Street-facing facades along Primary Streets as set forth in Figure 50.05.008-B, shall provide windows or doorway openings along a minimum of 50% of the length of the ground floor facade.



**b. Facade Articulation**

Every 50 linear feet of a street-facing facade must incorporate at least one of the following:

- i. Variation in building materials or treatment.
- ii. Building offset of at least two feet.
- iii. A design feature that reflects the building's structural system.

**c. Exterior Finish Materials**

- i. Prohibited Exterior Finish Materials. Except as allowed in section ii below, T-111 type plywood, sheet pressboard and vinyl siding are prohibited.
- ii. Limited Exterior Finish Materials. Foundations may be constructed of plain concrete or plain concrete block for no more than two feet in height as measured from the finished grade to the bottom of the exterior cladding material. Concrete block and plywood may be used as exterior materials for no more than 40% of each building facade.
- iii. Where there is an exterior alteration to an existing building, the exterior finish materials on the portion of the building being altered or added must be compatible with the materials of the existing building.

**d. Mixed-Use Buildings within the NC and GC Zones**

For mixed-use development in the NC and GC zones (see Figure 50.05.008-A), the discretionary Building Design standards in LOC 50.06.001.5 or clear and objective Building Design standards in LOC 50.06.001.7 shall apply in lieu of the SWEA Building Design standards in LOC 50.05.008.7.

**e. Entrances**

- i. All primary entries shall be located along the front facade, oriented to the street. On corner lots, primary entrances may face either street, or may be angled at the corner.
- ii. Walkway connection to building entrances. A walkway is required from a building's entrance to a public street. The walkway must be at least six feet wide and be paved with scored concrete or modular paving materials.
- iii. Primary entries may be provided for each business or may be shared for multi-tenant buildings.

**f. Pedestrian Protection**

At building entrances, a recessed entry, 6-foot deep awning or canopy, or similar weather protection is required. Similar weather protection features shall be required for all facades abutting a public sidewalk. Awnings and canopies shall not be back lit.

**g. Yard Setback Design**

The front yard must provide landscaping, or a hard-surfaced expansion of the pedestrian walkway that connects the building entrance to the street. If a building abuts more than one street or accessway, the required improvements shall be provided in all yards abutting streets and accessways.

#### **h. Gateway Treatments**

Gateway treatments shall be located at the Jean Way/Boones Ferry Road and Pilkington/Boones Ferry Road intersections to create a visual identity for vehicles and pedestrians entering the district and the city. Gateway materials shall be composed of architectural details, signage, or landscaping that create a strong identity and visual landmark.

### **7. PARKING AND LOADING AREAS**

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#### **a. Parking Area Location**

**i. Primary Streets.** Parking is not permitted in front of the buildings located along Pilkington Road, Jean Road and Jean Way, as illustrated in Figure 50.05.008-B.

**ii. Secondary Streets.** Parking for buildings located along secondary streets may be located in front of the building for those portions of a structure not meeting the Minimum Street Frontage requirement of this overlay district (50.05.008.4.c).

#### **b. Truck Loading Areas**

**i. Applicability.** The standards in this section shall apply to new structures.

**ii. Location.** All loading areas shall be located at the side or rear of the building, or be screened so as not to be visible from residential zones.

**iii. Maneuvering.** Loading areas shall be designed so that vehicles enter and exit the site in a forward motion. All maneuvers associated with parking and loading shall occur on-site.

## 50.11.002 APPENDIX B – 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 1960s, 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 Park~~

~~(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 stormwater 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.~~

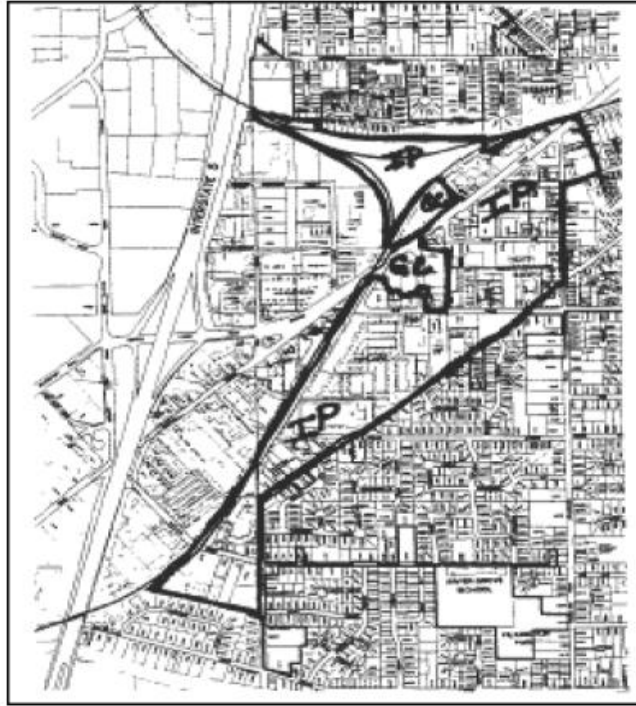
~~(Specific Policy 2 deleted and 3 renumbered 12/18/85 — PA 4-85)~~

Specific Policies

Specific Industrial District Policies.

**FOR GENERAL POLICY V:** 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.~~

~~3. Kruse Way Industrial Park District Policies.~~

~~(Kruse Way Industrial Park District Policies and map deleted 12/18/85 — PA-4, 5, 6-85)~~

~~(Ord. 2579, Repealed and Replaced, 03/20/2012)~~

**PROPOSED COMPREHENSIVE PLAN ECONOMIC VITALITY  
POLICY AMENDMENT**

**ATTACHMENT D  
(ORDINANCE 2706)**

*Economic Vitality Chapter*

Economic Development

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- A-9. ~~Locate~~ Utilize land for light industrial uses within the SW Employment District and ~~provide a~~ implement the special district plan that accommodates a range of uses including light industrial, office and supporting retail.