



CITY OF LAKE OSWEGO

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MEMORANDUM

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TO: Comprehensive Plan Citizen Advisory Committee

FROM: Sarah Selden, Neighborhood Planner
Laura Weigel, Associate Planner

DATE: December 30, 2011

SUBJECT: Summit 2, Inspiring Spaces & Places and Complete Neighborhoods & Housing–
February 2, 2012 (PP 10-0007)

ACTION

At the Citizen Advisory Committee (CAC) meeting on November 16, the CAC reviewed the draft background papers and policy questions for the February 2 summit which includes the action areas “Complete Neighborhoods & Housing” and “Inspiring Spaces & Places.” Staff has created an overview with revised policy questions based on CAC and Planning Commission comments for the three subjects that will be discussed. Staff is seeking your comments in preparation for the February summit.

DISCUSSION

Format:

The second community summit is scheduled for Thursday, February 2 from 5:30 – 8:00 PM at Lakeridge High School. Below is a detailed outline of the summit events. We are planning on having 24 facilitators and 24 note takers based on the feedback received during the first summit. Therefore, please volunteer to attend and to help facilitate a discussion. Facilitation materials and training will be provided prior to the summit. Note takers will be trained as well.

This is the first draft of the outline, which will be finalized for CAC review at the January 25 meeting.

1) Appetizers – (5:30 – 6:00)

- Light snacks will be provided

2) Introduction – (6:00 – 6:15)

- Welcome: Mayor Hoffman
- Introduction: Councilor Sally Moncrieff
 - Why are we here/doing update?
 - Where we’ve been and process

- Objectives: 1) engage the Lake Oswego community 2) create a user-friendly plan with implementation, 3) integrate the City's sustainability framework
- LO 2035 Vision & Scenario
- Next 1.5-year schedule
- Summit Purpose – Feedback on key questions:
 - PRIMARY: Small Group Discussion
 - Do existing Comp Plan goals/policies move the community towards the vision and growth scenario? Specifically:
 - Policy Question(s) 1 & 2
 - Is anything missing?
 - How would you measure success for this topic (possible indicator for action area)
 - Review four key sustainability questions and principles – any red flags or issues to consider?
 - SECONDARY: Policy Wall (Passive activity)
 - Comment on specific goals/policies (keep, delete, add, combine - - state reason why)
 - Identify new policy considerations
- Inspiration: Dynamic Speaker (TBD) who will show some of the photos and quote that were received through the “Inspiring Space & Places” Survey
- Provide breakout session instructions: Kirstin (COC)
 - Provide overview for the rest of the summit/timing.

3) Breakout Sessions: (6:15 – 7:45)

- Session #1 (35 minutes)
 - Facilitators – CAC members (primary), staff, and designated note takers
 - Participant introduction
 - Overview of topic area background, including visual aids
 - Pose policy question(s)
 - What would “success” look like – measures or indicators
 - Prompt participants to review the sustainability strategic questions and principles
 - Record input
- Transition 5 minutes
- Session #2 (35 minutes) – SAME AS SESSION #1
- Summary reports of highlights (15 minutes): Summary of 1-2 major findings per table

4) Closing: (7:45 – 7:50) – Kirstin and CAC members wrap up Thank participants, discussion leaders, recorders

- Drop off comment cards/ respond to same questions on the website
- Introduce next summit topic and next steps
- Policy wall browsing/input

5) 8:00-8:30: Participants opportunity to: fill out comments forms, policy wall, and talk with other community members

Background/Policy Documents:

The following overviews provide background information and pose policy questions for two action areas; Inspiring Spaces & Places (Community Design and Aesthetics and Urbanization), and Complete Neighborhoods and Housing. The policy questions are generally intended to stay at a high policy level. CAC members facilitating the discussion walk participants through the overview and policy questions. A visual presentation may start off the discussion.

These overviews will be provided to summit participants and are intended to be a quick reference guide during discussion. The final overviews will be graphically reformatted for clarity, organization and simplicity.

The content of the background documents include:

- Action Area Vision Statement
- Existing Comprehensive Plan Goal
 - Notes: full copies of the existing goals/policies will also be made available at the tables.
- People, Places and Prosperity Outcomes
- A “What We’ve Heard” summary
- Policy Question(s) – **What two or three policy questions should be discussed? The policy questions are highlighted in yellow. Please read these carefully prior to the meeting.**
- Background: **Do the backgrounds provide enough context for participants? If not, what is missing?**

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COMPLETE NEIGHBORHOODS AND HOUSING VISION STATEMENT

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

Existing Comprehensive Plan Goal

Lake Oswego's 1994 Comprehensive Plan identifies three goals for housing:

1. Provide the opportunity for a variety of housing types in locations and environments to provide an adequate supply of safe, sanitary, energy efficient housing at price and rent levels appropriate to the varied financial capabilities of present and future city residents.
2. Protect the character of existing neighborhoods.
3. Provide for needed housing while protecting environmentally sensitive areas, using land and public facilities as efficiently as possible, and facilitating greater use of alternative transportation modes.

People, Places and Prosperity

As the City develops key elements of the Comprehensive Plan update, sustainability – defined for Lake Oswego as meeting the vital human needs of the present without compromising our ability to meet future needs – is an important consideration. Strategic questions will aid in the decision-making framework moving forward. Planning in a sustainable way means looking at the community as an interrelated system that includes places around us (the natural and built environment), people (that live and work here), and prosperity (of the local economy) that supports society's needs.

People: *Providing a range of housing choices for residents of all ages and income levels helps community members meet their basic needs. A range of housing options increases community diversity, resilience and strength. Well-designed housing in proximity to amenities, such as transportation options, parks and shopping contribute to a strong and active community. Quality housing opportunities are energy efficient and less expensive for people to maintain over time.*

Places: *Housing that is well-designed responds to its context and enhances existing neighborhoods. Construction that incorporates quality local, renewable resources whenever possible also contributes to the local economy.*

Prosperity: *Housing close to job locations and/or transportation options reduces commuting costs for households. Providing housing in proximity to commercial goods and services helps to support businesses. Using local building material suppliers and construction workers strengthens the city's economy.*

What We've Heard

The 2010 *We Love Lake Oswego* community survey which received 823 responses, asked a variety of questions about neighborhoods and housing:

- 57 percent of respondents said that “the ability to walk or bike safely to meet daily needs” is one of the three most desirable elements of a great neighborhood, followed by “proximity to high-quality neighborhood schools” (49%) and “caring and connected neighbors” (41%).
- When asked what housing options will be most important to accommodate Lake Oswego residents over the next 25 years, 64 percent said “preservation/rehabilitation of existing housing,” followed by “redevelopment of underused/blighted properties” (63%) and “cottage style housing” (59%).

- When asked what will attract more young individuals and families to Lake Oswego, 84 percent of respondents said “quality schools” followed by 46% who said “encourage a wider range of housing options.”

Policy Questions to Consider

Based on the Community Vision for 2035, public input, and information compiled in this and other Lake Oswego housing reports, the following questions emerged for further community discussion. Input on these questions will help to guide updates to City goals and policies in order to implement the community vision.

Housing

- What strategies should be considered to encourage housing types and locations that accommodate the aging population and attract young and working families?
- The 2010 Housing Needs Analysis finds a need for additional opportunities for apartments, townhomes, duplexes, courtyard cottage-style housing, and smaller lot detached homes to maintain a diversity of housing types affordable to a range of incomes. Secondary dwelling units (i.e. separate living unit in a home, backyard cottage or garage carriage house) can also benefit the community by providing smaller more affordable units. How and where can Lake Oswego provide opportunities for these types of housing to be developed?
- Thirty percent of Lake Oswego residents earn less than 80% of the median family income (\$56,960) or lower. Typically, these include teachers, government employees and younger workers. What policies and/or other tools should the City consider to ensure this type of housing is available

Background

Population

- U.S. Census data shows that Lake Oswego’s population is aging. The median age of residents increased from 41.2 years in 2000 to 42.1 years of age in 2006/2008.
- Residents want to “age in place” in a community where they can maintain their independence with available and appropriate housing, increased mobility and effective services and support. This implies a need for smaller homes located near transportation and shopping.
- The 24-55 cohort is projected to shrink. If trends continue, the younger population cohorts (age 5-14) are likely to remain flat or experience some decline.
- The community has expressed a desire to attract a younger demographic, particularly families with school-aged children. Lake Oswego has been less able to accommodate younger working families due to high housing costs, which then impacts school enrollment. This indicates a need for smaller, more affordable housing units for younger households.

Housing

- Lake Oswego is primarily a residential community, with 80% of the city’s land zoned for housing.
- Lake Oswego’s housing is primarily detached single-family and owner-occupied.
- Since 2000, attached housing (e.g. condos, townhomes, duplexes) has made up 70% of new housing development. This reflects both the lack of large vacant parcels remaining for development, and the increasing trend and preference for smaller homes.

Housing Affordability

To retain affordable units the 2005 Task Force recommendations included that the City:

- Work toward a goal of “no net loss” of existing affordable housing;
- Support local efforts to establish employer-assisted housing to accommodate people employed in the community;
- Support the efforts of nonprofit housing providers;
- Establish an affordable housing trust fund to create, preserve and maintain affordable housing; and
- Establish a minimum percentage of affordable housing units in all developments that receive assistance from the Lake Oswego Redevelopment Agency (LORA).

Policy Questions to Consider

Complete Neighborhoods

- A component of the 2035 Vision is to create safe connections between, housing, recreation, work, stores, dining, and services. The 2035 Vision Map identifies employment centers, town centers, neighborhood villages, and community hubs. After looking at the map to find these areas, what is needed in order to make recreation, stores, dining, services, work and housing a reality within walking distance of these hubs and mixed use areas?
- The 2035 Vision Map identified neighborhood gathering places or “hubs” in places where there is existing neighborhood activity. Looking at the map, what makes these gathering places function? How can we improve on these places that people gather and make them a more meaningful and active as community hubs?
- The Vision 2035 Map identifies the Kruse Way area primarily as an employment center. There has been some community interest in enlivening this district after 5 p.m. Should the future of Kruse Way include housing and other amenities, and if so where and what should they look like?

Background

- Since the last Plan update much redevelopment has occurred in the downtown, and planning for downtown and the Lake Grove Village Center has supported these areas’ designations as pedestrian friendly mixed-use centers with high-density housing and supportive commercial uses.
- The Lake Grove Village Center Plan, adopted in 2008, focuses on transforming Lake Grove to a pedestrian friendly mixed-use center with high density housing and supportive commercial uses.
- The Foothills Plan envisions it as an expansion of the downtown area that is well-served by transit.
- The 2035 Vision Map identifies smaller scale, neighborhood serving mixed-use centers at existing commercial areas: McVey and South Shore, Pilkington and Jean Road, and the Mountain Park Shopping Center. These areas are intended to support future neighborhood housing, and to provide opportunities for residents to walk or bike to nearby stores, services, restaurants and jobs to support their daily needs. Neighborhood Hubs are also identified throughout the city as places where neighbors would gather for social, recreational or cultural activities.

Sources

Lake Oswego Comprehensive Plan, City of Lake Oswego, Adopted 1994.
Draft Lake Oswego Housing Needs Analysis, City of Lake Oswego, 2011.
Community Vision and Values Survey, 2010.

INSPIRING SPACES AND PLACES VISION STATEMENT

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

Existing Goals

Lake Oswego's 1994 Comprehensive Plan identifies two goals related to inspiring spaces and places.

What We've Heard

The 2010 We Love Lake Oswego community survey which received 823 responses provided the following information:

- 87% of the respondents agreed with the following statement:
"Our built environment and natural setting inspire people to live here. The City is a regional leader, making conscientious decisions that protect our quality of life and unique place in the region. Development respects the physical environment and meets the highest quality of community design to maintain the distinctive character and beauty of this special place"
- 69 % said they choose Lake Oswego for its "small town feel" and 65% for its "scenic beauty"
- 70% said that "connections to the lake, river, and hiking trails" is the most important aspect of the City's public spaces that should be maintained and improved.

At the October 2010 workshops citizens indicated that streetscapes (paving, benches, plants, etc.) and architectural quality are important ways to improve public spaces, provide a sense of privacy, comfort and to develop a unique sense of place.

LAND USE

Existing Goal - *Community Design and Aesthetics*

The City shall maintain and enhance the appearance and design quality of Lake Oswego.

People, Places and Prosperity

As the City develops key elements of the Comprehensive Plan update, sustainability – defined for Lake Oswego as meeting the vital human needs of the present without compromising our ability to meet future needs – is an important consideration. Strategic questions will aid in the decision-making framework moving forward. Planning in a sustainable way means looking at the community as an interrelated system that includes places around us (the natural and built environment), people (that live and work here), and prosperity (of the local economy) that supports society's needs.

People: *Land use planning promotes public health and safety.*

Places: *Effective land use planning supports great places to live, work and play.*

Prosperity: *Land use planning helps to secure a community's future by helping ensuring coordinated development.*

Policy Questions to Consider

- Lake Oswego is recognized and valued for its character, quality and beauty. Planning, architecture, and attention to detail have helped to create Lake Oswego's distinctive character. Think about the inspiring spaces and places people shared in the survey. What makes them inspiring and what can we

learn from them? What are the special characteristics that are needed to ensure spaces and places in Lake Oswego are truly inspiring?

- The City has building design standards that are intended to ensure that new development maintains a high quality of design. However, sustainable design and development is not a requirement of City policies or code.
 - Should new City buildings be required to be “green” (solar panels, wastewater reuse systems, eco-roofs, use recycled building materials, provide bike lockers, etc.)?
 - Should “green building” incentives be developed to encourage developers to include “green” features in their designs?
- Are there other areas on the 2035 Vision Map that could be enhanced by adding housing, a mix of uses, or amenities to create a more vibrant neighborhood?

Background

- Lake Oswego is a largely developed, or built-out community.
- The impacts of small land divisions and infill development in established neighborhoods have been increasingly important.
- The region is known nationally for its compact urban form, integrated land use and transportation planning and other leading planning practices.
 - Within the region, Lake Oswego has a reputation for its exceptionally high quality of life.
- Effective planning in Lake Oswego must balance the desires of local residents to preserve Lake Oswego’s existing character with regional and statewide land use regulations with which local jurisdictions must comply.
- Two primary impacts of Metro’s 2040 Growth Concept and Urban Growth Management Functional Plan on land use planning in Lake Oswego are:
 - More intensive land uses in the city’s two primary commercial areas (downtown Lake Oswego and the Lake Grove Village Center commercial area), both of which are designated “Town Centers” by Metro. In the 2040 Growth Concept, “Town Centers” are described as compact, well-connected community hubs providing essential services for residents within a two- or three-mile radius.
 - Increased infill and redevelopment in established residential neighborhoods.

Sources

Draft Lake Oswego Housing Needs Analysis, City of Lake Oswego, 2011
Community Vision and Values Survey, 2010
Metro 2040 Growth Concept
Neighborhood Plans
Lake Grove Village Center Plan

URBANIZATION

Existing Goal

Lake Oswego shall ensure that the rate, amount, type, location and cost of population growth and development within or outside of the Urban Service Boundary will not diminish the quality of life the City has presently attained.

People, Places and Prosperity

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***People:** Planning for urbanization identifies where Lake Oswegans can live, work and play as population increases.*

***Places:** Compact urban growth uses resources in an efficient manner. Lake Oswego is currently known for its attractive quality of life.*

***Prosperity:** Planned urbanization secures a community's future by organizing intended growth and infrastructure investment.*

Policy Questions to Consider

The City of Lake Oswego plans for not only the areas inside the City, but also for the areas outside the City limits and inside the Lake Oswego Urban Services Boundary (USB). Being inside the USB means that at some point in the future, these areas are expected to be annexed into and governed by the City of Lake Oswego. There are some areas within the USB that are outside the current City limits but are completely surrounded by City property. These areas are called "islands". The areas that are not in the City are currently governed by Clackamas County and do not pay local Lake Oswego taxes. The differences in boundaries create some tax equity issues as the properties have different tax rates yet in some cases similar access to City services. As seen on the map, south of the City limits there is an area that is outside of the City's USB, but within the Lake Oswego School District Boundary.

- The existing comprehensive plan states that "Lake Oswego shall initiate island annexations". However, currently annexations only occur incrementally when a property owner files an application for annexation. Should the City implement a more active policy toward planned annexation of the areas inside the City and LOSD boundaries? Or, should the City continue the incremental, applicant-initiated approach? (Map provided)
- The 2035 Vision Map assumes that anticipated 20-year residential and commercial growth can be accommodated within the City's existing Urban Services Boundary (USB). To provide opportunities for new family housing and to match the City boundaries with the current LOSD school boundary just south of the City boundary, some residents have suggested that the City expand the USB to match the boundaries of the Lake Oswego school district. A policy in the existing Comprehensive Plan states that "the City will not expand the existing USB and will resist efforts to require expansion...." In addition, a

vote of Lake Oswego voters is required to expand the City boundaries to the south. Should the City a) accommodate planned growth within the existing (USB) according to the 2035 Vision Map and affirm a no-expansion policy, b) expand the USB to align with the Lake Oswego School District boundary or c) plan to expand further into the Stafford Basin to accommodate needed growth over the next 40-50 years? (Map provided)

- In 2011, Metro recently identified the Stafford basin as an urban reserve area implying that it may urbanize and develop over the next 40-50 years. Currently Lake Oswego is engaged in the planning process to represent Lake Oswego's interests should the area develop. Assuming the area does urbanize, should Lake Oswego's role include consideration of governing some or all of the Stafford basin north of I-205 and south of the current City boundaries? (Map provided)

Background

Urban Services Boundary

- Since the late 1970's, the regional government Metro has been charged with managing the Urban Growth Boundary (UGB) around the Portland metropolitan area.
- In 2007, the Oregon Legislature approved Senate Bill 1011 (SB 1011) to provide a long range planning process that provided more certainty over the next 40-50 years when considering expanding the UGB.
 - Legislation enabled Metro and the three counties (Clackamas, Multnomah, and Washington) to designate lands as either rural reserve or urban reserve, thereby providing a level of certainty that land would be urbanized or could be farmed without threat of urbanization.
- In 2011 the Stafford area (see map) was identified as a Urban Reserve Area
 - Metro adopted policies that require West Linn, Tualatin, and LO to plan for how the basin will urbanize.
- In 2009, the City Council adopted Lake Oswego's Community Aspirations, which were submitted to Metro and include the following statement:
 - The City does not envision or support urban levels of development in the upper Stafford area. The area is envisioned to be a rural enclave within the region with access to small sustainable agriculture farms.
- The City Charter requires voter approval of annexations in the Stafford area.
- To accommodate projected population growth within the urban growth boundary, Metro adopted the 2040 Growth Concept in 1995 based on broad public input. This concept to "grow up and not out" envisioned higher-density, mixed-use development in designated centers, main streets, station communities, and corridors and preservation of farmland outside the boundary.

Annexations

- Lake Oswego's Comprehensive Plan and its urban growth management agreement with Clackamas County commit the City to providing urban services and annexing the properties within the Urban Services Boundary.
- Cities may be motivated to annex property to expand the local tax base or to gain greater land use control over lands in the unincorporated area. Conversely, property owners may initiate annexation in order to obtain City services or enhance development opportunities on their lands.
- Annexations can be initiated either by a city or by a petition from property owner(s). Recent annexations in Lake Oswego have been those initiated by property owners through the petition process authorized under Oregon law.
- Historically, the City has been reluctant to initiate annexations of larger areas because of citizen opposition

- The following neighborhoods have land in the City's USB, not are not annexed:
 - Birdshill - 87 % is not annexed
 - Forest Highlands- 31% is not annexed
 - Lake Forest - 52% is not annexed
 - Oak Creek – 22% is not annexed
 - Rosewood – 85% is not annexed
 - Skylands – 68% is not annexed

Sources

1994 Comprehensive Plan

Metro Urban/Rural Reserves

City Charter

City Council Annexation Report, January 5, 2010

Neighborhood Snapshots, City of Lake Oswego, October 2010

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