

## MEMORANDUM

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**TO:** Comprehensive Plan Citizen Advisory Committee

**FROM:** Sidaro Sin, Senior Planner

**DATE:** June 15, 2011

**SUBJECT:** CAC Preferred Scenario Recommendation to City Council (PP 10-0007)

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### **ACTION**

Make a recommendation to the City Council on a preferred scenario that best implements the community vision. (Reference Material A). The CAC may find that not one scenario best implements the vision and may include elements of the three scenarios to create a hybrid scenario. As a result of the CAC's deliberation and guidance to staff, the recommendation to Council, should include a narrative description, a map of the preferred scenario, and a summary discussion that describes the rationale for the CAC's recommendation.

The June 2 open house was held to solicit public input on a preferred scenario. The CAC should also consider the discussions and work to date found in the background section of this memo

The City Council is scheduled to receive the CAC's recommendation at their meeting on July 19. We will be looking for their endorsement or refinement of a preferred scenario as a conceptual land use pattern to inform future steps in the Comprehensive Plan update. For example, the preferred scenario will be used with the community vision and sustainability filter to guide the update of new goals and policies of the Comprehensive Plan as a part of the work plan in this next year.

### **BACKGROUND**

#### Housing and Employment Growth Rates

At the April 27 CAC meeting, the committee reviewed three land use scenarios, two housing growth rates and four economic development growth rates. The CAC was asked to choose which options should be pursued for further assessment for performance against the draft vision. The CAC directed staff to assess the following:

- All three land use scenarios because they provided a range of options.
- Low housing growth rate because it was consistent with the 2010 Census (10-year Average Annual Growth Rate)
- Medium housing growth rate because it seems like a reasonable step above the low growth rate and is generally consistent with the most recent adopted regional growth rate.
- Low economic development growth rate because it is consistent with the low housing growth rate.
- Medium-high economic development growth rate because it provides an opportunity to assess the implications of a higher employment growth rate. Also, in recent years, the city is placing more emphasis on economic development.

**Summary of Scenarios and Forecast Ranges 2010-2035**

Land Use Scenarios	Housing Growth		Economic Development Growth	
	AAGR	New Dwellings	AAGR	New Jobs
Existing Comprehensive Plan				
Village Centers	Low: 0.37%	1,874	Low: 0.37%	2,008
LOconomy	Med: 0.68%	3,560	Med: 0.68%	3,815
			Med-High: 0.85%	4,859
			High: 2.07%	13,741

AAGR = Average Annual Growth Rate

Goal 9 (economic development) and Goal 10 (Housing)

The draft Housing Needs Analysis, submitted to DLCD on May 31, demonstrates that the city has a sufficient supply of vacant, part-vacant and redevelopable land capacity to exceed either housing growth scenario. Of the 5,000 housing unit potential, approximately 60% (2,000 units) could be located on vacant or part-vacant residential land, primarily in the low-density zones. Approximately 40% (3,300 units) could be located in medium-to-high density residential zones and mixed use commercial zones. The preferred scenario will help to identify where new housing should be located in the future. For example, should new housing be supported in all of these areas (existing Comprehensive Plan), the centers/mixed-use areas (village centers), or east and west end districts (LOconomy)? As the community begins to update the Comprehensive Plan goals and policies, discussions are expected to focus on how to provide opportunities for the right type and location of housing to meet future demographics, and to implement the vision and preferred scenario.

The draft Economic Opportunities Analysis, submitted to DLCD along with the housing analysis, shows that Lake Oswego has an employment land capacity sufficient to accommodate all but the “High” job growth forecast. The city currently has approximately 20 acres of vacant/part-vacant employment lands. Due to limited vacant land supply, Lake Oswego’s future employment growth will occur primarily through redevelopment, with the potential for over 150 acres of redevelopment land in five key districts explored (Downtown, Foothills, Kruse Way, Boones Ferry, SW Industrial). The scenarios begin to explore to what extent jobs should be located in each of the city’s existing employment districts. As the CAC and community begin to update the goals and policies for Economic Vitality, discussion are expected to explore how employment uses fit into the preferred scenario and support the vision. The draft Community Economic Development Objectives are expected to inform this conversation, including draft objectives such as providing a diversity of employment sites, creating the opportunity for employment well-served by transportation options, and providing flexibility that supports economic resilience and sustainability while minimizing negative impacts, among others. The Economic Vitality discussion also will focus on strategies to best support redevelopment and economic growth.

March 29 Open House

On March 29, open house participants reviewed the draft scenarios, intended to reflect a range of ways to implement the draft vision and to graphically illustrate potential future growth and investment choices. The purpose of this open house was to receive public input to determine if these were the right three scenarios to pursue for further evaluation.

The open house resulted in a range of comments. 102 people signed in and 67 comment forms were returned. Participants also provided additional comments on the flip charts next to the different scenarios. A summary of the input is provided under Reference Material B. The input received was intended to help the CAC determine which scenarios to pursue for further evaluation. In addition to asking participants where jobs and housing should be located, they were asked the following questions. The top three responses to are listed below each question.

- **Are these the right scenarios to pursue for further assessment?**
  - 18 responses generally and/or explicitly supported these scenarios
  - 14 responses did not directly answer the question
  - 6 generally and/or explicitly did not support the scenarios

- **What do you like about the scenarios?**
  - Existing Comp Plan – economy, density/downtown redevelopment, Lake Grove Plan, transportation.
  - Village Centers – walkability, bikeability, hub/centers, 20-minute neighborhood, housing options.
  - LOconomy – public transportation improvement, promotes mixed use, focus on employment/job creation.
  
- **What concerns do you have about the scenarios?**
  - Existing Comp Plan – doesn't deal with transportation needs and housing problem, don't like infill, want more housing options.
  - Village Centers – transportation for/against streetcar, protection of neighborhoods, density, financial concerns about implementing concepts.
  - LOconomy – light rail, streetcar, protection of neighborhoods and existing LO character, how to develop Marylhurst/Mary's Woods.

In addition, to get a sense of where the community was on a preferred scenario, we also asked:

- **Which scenario best meets the City's draft vision for 2035?**
  - Village Centers – 19 votes
  - Existing Comprehensive Plan – 14 votes
  - LOconomy – 5 votes

## **DISCUSSION**

To date, more than 1,600 Lake Oswegans have participated in surveys, workshops and open houses to help draft a vision for 2035 that paints a picture of what community members' value, and how they want the city to function and look in the years ahead. In January, the community's draft vision was translated into a set of five conceptual scenarios, which were then refined to two conceptual scenarios. Three total scenarios (including the existing Comprehensive Plan) were then forwarded for public consideration: Existing Comprehensive Plan, Village Centers and LOconomy (Reference Material C). As noted above, these were presented at a March open house and based on community input, the CAC directed staff to further evaluate these scenarios. Each scenario presents a unique snapshot of Lake Oswego in 2035. Despite their differences, they share the following assumptions:

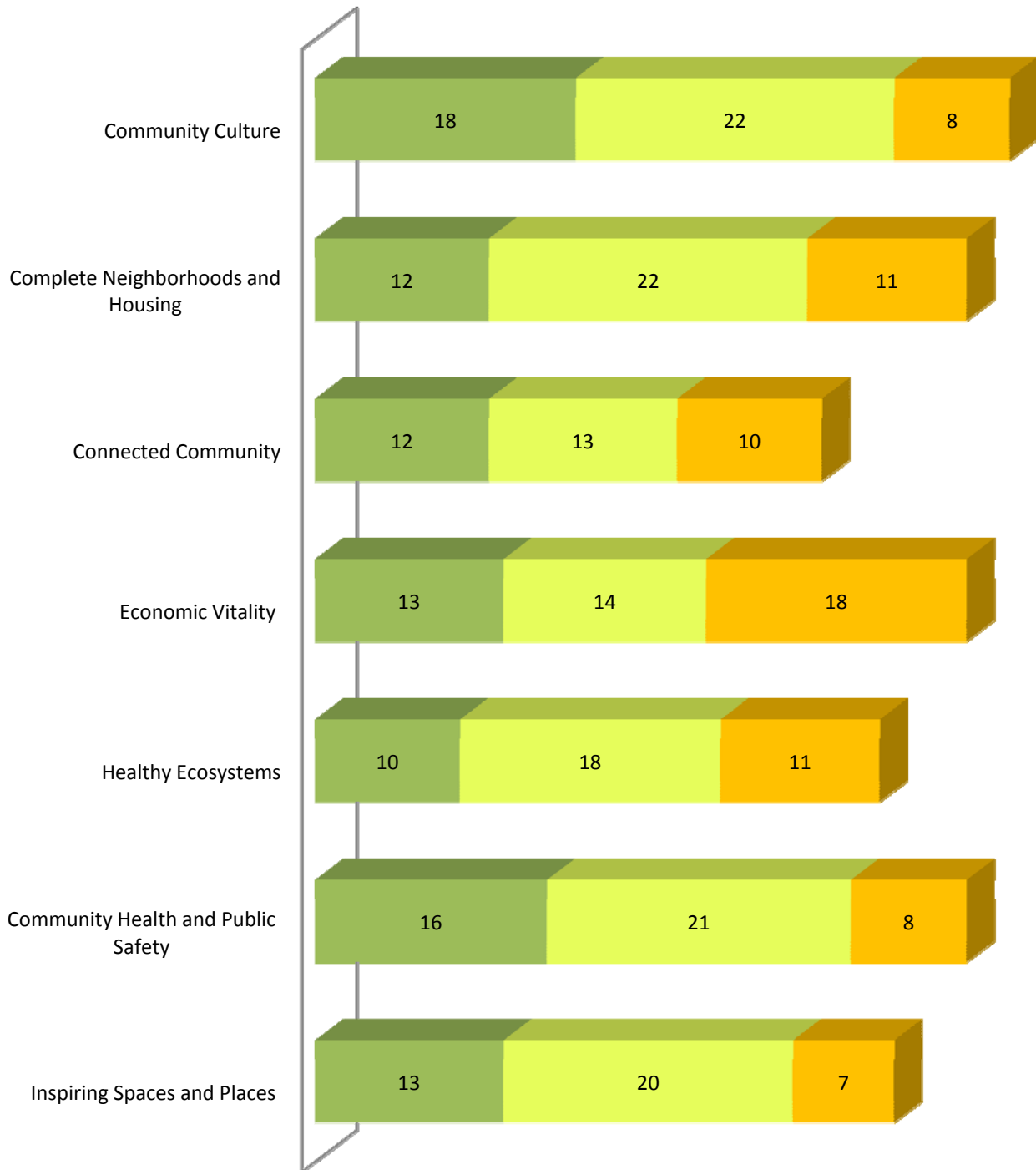
- Future population and job growth will be accommodated within the City's current Urban Services Boundary (USB).
- Based on current Comprehensive Plan policies, the City does not intend to expand its USB into the Stafford to accommodate future growth.
- All scenarios can provide the opportunity to accommodate population, dwellings and jobs that are expected by 2035 under the range of forecasts by assuming some level of amendments to the City's Development Code.

### June 2 Open House Results

On June 2<sup>nd</sup>, the CAC held an open house to receive community input on which scenario or attributes of the scenarios best implemented the draft community vision. Approximately 45 people attended the open house and 38 comment cards were received. Below is a summary of the results. As shown in the bar chart, participants indicated that the Village Centers scenario does the best overall in supporting the draft 2035 community vision. While these results show support for the Village Centers scenario, the ratings within each vision action area are even more important for developing a preferred scenario. Detailed action areas and open ended question responses are included in Reference Material D.

**June 2 Open House  
Community Vision Scenario Result Summary**  
(Number of times respondents rated the scenario as "best" implementing the Vision Action Area,  
based on 38 responses)

■ Existing Comprehensive Plan    ■ Village Center Scenario    ■ LOconomy Scenario



Below is a summary of the results by action area.

 <p>Community Culture</p>	<p>The Village Centers and Existing Comp Plan scenarios scored highest in Community Culture with 22 and 18 top votes respectively. The Existing Comp Plan provides consistent support for the library, farmers’ market and parks and recreation program and continues the city-school district partnership to maintain excellent schools. Village Centers builds on the existing comprehensive plan, providing jobs, services and recreation within walking/biking distance, increasing opportunities for social activities and interaction, and attracts young families to support the schools.</p>
 <p>Complete Neighborhoods &amp; Housing</p>	<p>A large majority of community members preferred Village Centers for Complete Neighborhoods &amp; Housing. This scenario supports the 20-minute neighborhood concept, provides a range of housing for first-time buyers, empty nesters and young professionals, and helps preserve the character of existing neighborhoods. Receiving fewer votes were Existing Comp Plan, which continues existing growth patterns, and LOconomy, which encourages housing in strategic east and west side locations.</p>
 <p>A Connected Community</p>	<p>There was no clear preferred scenario for the Connected Community with each scenario receiving between 10 and 13 votes.<sup>1</sup></p> <p>However, results of the March 29 open house indicate that respondents liked the walkability, bikeability and transportation improvements associated with the Village Centers and LOconomy, but raised concerns with the street car in both as well.</p> <p><i>[Note: It should be clarified that the current street car is being pursued under the goals and policies of the existing Comprehensive Plan. All three scenarios provide the opportunity to develop additional transportation options such as the street car.]</i></p>
 <p>Economic Vitality</p>	<p>The LOconomy scenario received the highest ratings for Economic Vitality, with an emphasis on job growth in Downtown, Kruse Way, Lake Grove and the SW Industrial District. The Village Centers scenario received the second most top-rated votes (14) due to its increased opportunities for in-home and small-scale jobs closer to home. The Existing Comp Plan scenario, focusing employment in existing areas, received the lowest number of votes as it may not provide sufficient diversity in permitted employment uses and locations.</p>
 <p>Healthy Ecosystems</p>	<p>Village Centers was the top-scoring scenario for Healthy Ecosystems with 18 votes, followed by Existing Comp Plan with 11 and LOconomy with 10. The Village Centers scenario focuses new development in centers, decreasing the development pressures in natural areas. It also has less of a negative impact on air quality due to more opportunities to walk or bike to jobs, services and recreation. The LOconomy scenario also lessens development pressures in natural areas and improves air quality due to increased public transit service. The Existing Comp Plan scenario does not reduce impacts of development on air quality, trees, streams and wetlands.</p>
 <p>Healthy Safe People</p>	<p>The Village Centers scenario received a majority of top ratings (21) for Community Health &amp; Public Safety. The scenario is highlighted by a city-wide network of walkways and bikeways and new public gathering spaces. The Existing Comp Plan scenario, which maintains the existing farmers’ market, also received a large number of top ratings (16).</p>
 <p>Inspiring Spaces &amp; Places</p>	<p>Village Centers received half the top ratings for Inspiring Spaces and Places. This scenario emphasizes developing distinct spaces and places in existing commercial areas and small neighborhood centers throughout the city. The Existing Comp Plan and LOconomy scenarios focus on creating such places in specific areas, such as downtown and Lake Grove.</p>

<sup>1</sup> 38 comment forms were received that addressed the Connected Community action area. However, due to an error in the comment form, the description for LOconomy was omitted and instead replaced with the description for Village Centers. 16 comment forms were corrected and staff verbally noted the omission to others and directed them to the Connected Community board for the correct descriptions.

### Sustainability Filter

In addition to the results of the open houses and the community vision, the CAC also should continue to consider the sustainability filter in evaluating a preferred scenario. The filter is intended to serve as a tool to help make informed decisions during this process. While the filter should be considered to evaluate the scenarios, goals and policies, it will be most useful and effectively applied during the implementation of the action plan where the filter can be objectively applied to project specific proposals within the action areas. As a reminder, the filter is comprised of four strategic questions. Below the strategic questions are reference materials and attributes to help the committee consider the questions.

#### **1) Is the proposal consistent with the Community Vision?**

- Refer to the June 2 open house results summary
- Also refer to June 2 open house materials (<http://welovelakeoswego.com/citizen-committees/cac-meetings/>)

#### **2) Is the proposal consistent with the sustainability principles?**

- The principles are based on The Natural Step (TNS) framework of the four systems condition needed to sustain life on earth. The SAB suggesting considering the following attributes to help consider this question:
  - **1. What we take does not build up and harm nature or people.**
    - Reduces new infrastructure needs
    - Reduce green house gas emissions. e.g. more choices for alternatives modes of travel
    - Minimizes development footprint
  - **2. What we make does not build up and harm nature or people.**
    - Uses renewable building materials
    - Minimizes development footprint
  - **3. We protect natural systems from degradation.**
    - Reduces new infrastructure and promotes development/redevelopment of areas already served
    - Reduces impact of land use patterns on natural resources
    - Minimizes development footprint
  - **4. We support people to meet their own needs.**
    - Promotes diverse local economic opportunities
    - Promotes diverse housing types and price ranges
    - Strengthens social fabric
    - Personal security & safety

#### **3) Is the proposal is a good fiscal investment?**

- A high level fiscal analysis was prepared by FCS Group in order to better understand the potential impacts (costs and benefits (revenue) of adding jobs and housing under the different growth rates. It is important to note that the fiscal assessment did not evaluate geographic distribution of future jobs and houses. A copy of the memo is found under Reference Material E. In summary:
  - The results indicate an overall net new fiscal benefit upon build-out in all three growth forecasts. In particular, there is a positive fiscal benefit in the creation of jobs, resulting in a net benefit.
  - The overall net new fiscal benefit on Lake Oswego upon build-out of the growth forecasts is projected to range from approximately \$860,000 per year in the low-growth scenario, to \$1.6 million per year in the medium-growth scenario, and nearly \$2.0 million per year in the medium-growth scenario for housing and medium-high growth scenario for employment at build-out.

#### **4) Does the proposal provide a flexible platform to move the community towards sustainability?**

- The Sustainability Advisory Board recommended considering the following attributes when evaluating this question:
  - Promotes resiliency (the ability to adapt to changing circumstances)?
  - Flexible and adaptable approach to accommodate future innovations?

Planning Commission – June 13 Preferred Scenario Input

On June 13, the Planning Commission received a quarterly update on the Comprehensive Plan update process, including an update on the results of the June 2 open house. The Commission was asked to provide comments on a preferred scenario. Any comments received will be presented at the June 22 CAC meeting.