

## Goal 9 Economic Development

### □ Goal 9: Economic Development

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#### **BACKGROUND**

#### **Statewide Planning Goal 9: Economic Development**

*“To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare and prosperity of Oregon’s citizens.”*

Statewide Planning Goal 9 requires that comprehensive plans address the economic health and vitality of the state and provide opportunities in the local community for economic activity. To meet the requirements of Goal 9, cities and counties must analyze economic patterns, including strengths and weaknesses, based upon state and national trends. Policies for economic development opportunities must be addressed in the plan. Further, cities and counties must provide for an adequate supply of sites for industrial and commercial development, and that land must be appropriately located and zoned for the intended uses.

Statewide Planning Goal 9 recommends that communities take into account the availability of public facilities and services needed for future commercial and industrial development as well as the carrying capacity of air, land and water resources. The Goal also places a priority on the vitality of existing businesses as a means of strengthening the local economy.

Lake Oswego’s economy is an integral part of the economy of the Portland Metropolitan Area. The City’s economy, like that of the region, is influenced by state, national and increasingly, global economic factors.

Many of the state and national trends, as well as other economic factors affecting Lake Oswego, were documented in 1988 as part of the City’s compliance with State Periodic Review\* requirements. This information is contained in a study entitled, “An Analysis of Commercial and Industrial Land Use and Employment in Lake Oswego, Oregon,” August 1988. This analysis was updated in 1994 as part of the City’s review and update of the Comprehensive Plan.

Lake Oswego’s economic vitality is influenced by many factors, including:

- Livability of the City, especially the quality of the City’s residential areas and the availability of housing.
- The type, quality and cost of city and other public services.
- The quality of Lake Oswego’s schools and the educational level of its residents.
- The presence of businesses to serve the needs of local area residents and other business, and to provide jobs for those residing in the community.

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#### Population Growth and Characteristics

The U.S. Census Bureau listed Lake Oswego's 1990 population at 30,576. This represented an increase of 33.7% over the 1980 Census figure of 22,686. By 1993, the population had reached 32,555. Metro projects that by 2010 the City's population will be about 45,374. Much of this growth will take place through annexation within the City's unincorporated Urban Services Boundary.

Lake Oswego is distinguished in the State of Oregon and Clackamas County by the level of education and income of its residents. Lake Oswego's educational levels are considerably above both Oregon and Clackamas County: As of the 1990 Census, over half (50.9%) of the City's population 18 years of age and older, had a college degree, as compared with 18.8% and 21.6% for Oregon and Clackamas County, respectively.

A high educational attainment level is one reason Lake Oswego's median household income exceeds Oregon's and Clackamas County's. The City's 1989 median household income, from the 1990 U.S. Census, was \$51,499. This compares with \$27,250 for the State of Oregon and \$35,419 for Clackamas County.

There are also some differences in how Lake Oswego residents are employed versus others in the Metro region and the state. According to the 1990 Census, Lake Oswego had a higher percentage of residents employed within professional and managerial occupations compared to the state and Clackamas County. The City had significantly lower proportions of residents employed in manufacturing and retail trade, and significantly higher proportions of residents employed in finance, insurance and real estate.

#### Business and Employment Characteristics

In the ten year period from 1984 to 1994, Lake Oswego had a 115% increase in the total number of businesses licensed by the City, with an 87% increase of persons employed in those businesses. This indicates that business development and jobs have both grown faster than population for almost the same ten year period.

Businesses in Lake Oswego tend to be small and have gotten somewhat smaller over the past ten years. In 1984 the average business, excluding home occupations, had 4.29 employees. This decreased to 3.78 by 1994. These changes are most likely due to two phenomena which have become widespread in the United States during the past decade - downsizing and technological change. Perhaps, partly as a result of these factors, the number of home occupations rose from 270 in 1984 to 633 in 1994, a 134% increase. Home occupations now represent about 10% of all those employed in city-licensed businesses.

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The 1990 census indicated that more than half, 16,631 persons, of Lake Oswego's total population of 32,555 were employed. Like most suburban communities, considerable commuting takes place to and from Lake Oswego for employment purposes. However, Lake Oswego has a considerable local employment base. The census and data derived from City business licenses indicates that approximately 7,400 people are employed within the City.

Industrial growth in the Lake Oswego area has been far exceeded by commercial and office development. Comparatively, it is a smaller part of Lake Oswego's overall job base.

#### Commercial Land Uses

In 1994 there were about 540 acres of commercial and industrial land within Lake Oswego's Urban Services Boundary. Most of this land has been developed. There are approximately 40 acres of vacant commercial land within the unincorporated portion of the City's Urban Services Boundary, mostly within the Kruse Way/Centerpointe Business District. Within the City limits, there are an additional 27 acres of vacant commercial and seven acres of vacant industrial land. All of the above vacant sites are small parcels ranging in size from .25 to 5.0 acres. In addition, it is estimated that there are about 40 acres of underutilized\* commercial land within the City that offer opportunities for more intense development.

The characteristics of Lake Oswego's six commercial business and two light industrial districts are summarized as follows:

#### 1. Kruse Way/Centerpointe Business District

With the exception of the recession of 1980-83, Lake Oswego and proximate areas of western Clackamas County experienced significant economic development in the form of new office and retail space during the 1980s and early 1990s. The Kruse Way/Centerpointe area east of Highway 217 and I-5 (Figure 7), became a premier location for new corporate office buildings and supportive uses such as hotels, restaurants and other services. This area not only provides the opportunity for Lake Oswego residents to work closer to home but also serves as a major employment center in the southwestern Portland Metropolitan Area.

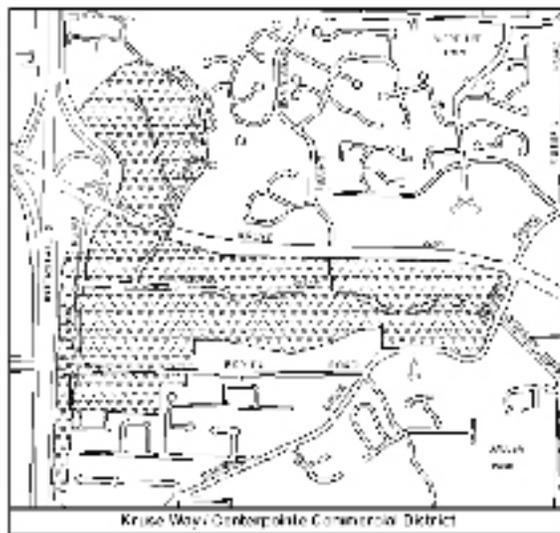


Figure 7

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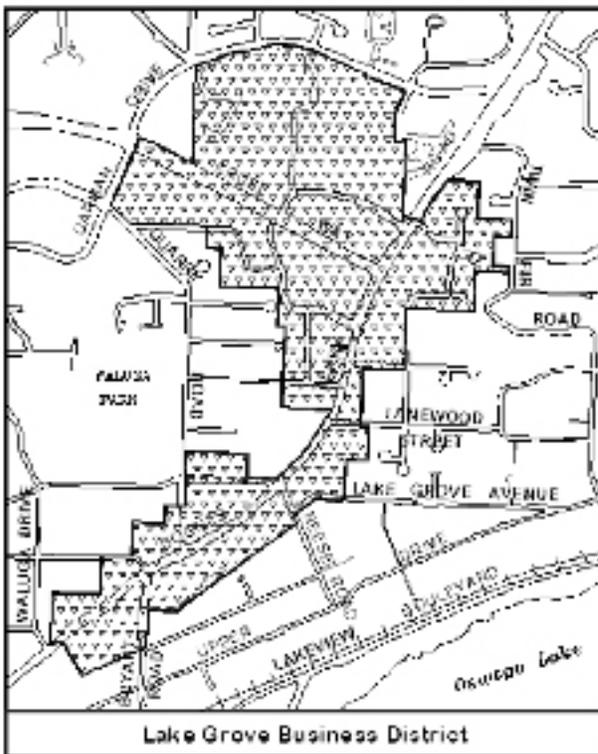
The 1990 census estimates that there are more than 4,000 jobs located in the Kruse Way/Centerpointe area. Two to three million square feet of development potential remains in this business district.

Land use designations for the Kruse Way/Centerpointe Business District fall within three categories: Highway Commercial\*, Office Campus\* and Campus Research and Development.\*

Much of the Kruse Way portion of this area is in the unincorporated portion of Lake Oswego's Urban Services Boundary. Pursuant to the 1988 "Settlement and Annexation Agreement"\* among major property owners, Unified Sewerage Agency and the City, the area was developed as part of Clackamas County. The Agreement requires annexation of Kruse Way properties to Lake Oswego upon building occupancy.

#### 2. Lake Grove and Downtown Business Districts

Within Lake Oswego there are ample opportunities for residents to shop for both durable\* and non-durable goods\* within the Lake Grove (Figure 8), and Downtown General Commercial\* (Figure 9), Business Districts.



Lake Oswego's other General Commercial area is the Lake Grove Business District located in the western portion of the City along Boones Ferry Road, south of Kruse Way. The original Lake Grove area was the center of a rural community, and has since grown and expanded both north and south along Boones Ferry Road. Businesses in this area are primarily of a community or neighborhood scale. Some limited office development has also occurred. In addition, the Lake Grove Grade School and a post office are located within, or in close proximity to the Lake Grove Business District.

Figure 8

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The Downtown business district was once the focal point of the community. Today, the district is the location of City Hall, main post office, main fire station and other municipal services. In the past, it also served as the community's center for commercial shopping, banking and entertainment. State Highway 43, a major north/south connection between Interstate 205, West Linn, Lake Oswego and Portland serves the area and also provides a major connection to several of Lake Oswego's major streets. The Lake Oswego Redevelopment Agency (LORA) and the Lake Oswego Urban Renewal District were formed in the late 1980s to develop ways to revitalize the Downtown business district. This allowed tax increment financing to be used as a tool to fund redevelopment\* efforts to alleviate conditions of blight and underutilization of valuable urban land. The East End Redevelopment District encompasses about 150 acres, consisting of Lake Oswego's traditional downtown commercial core, commercial areas fronting Oregon Highway 43 and a large mixed use office and multi-family development along the Willamette River.

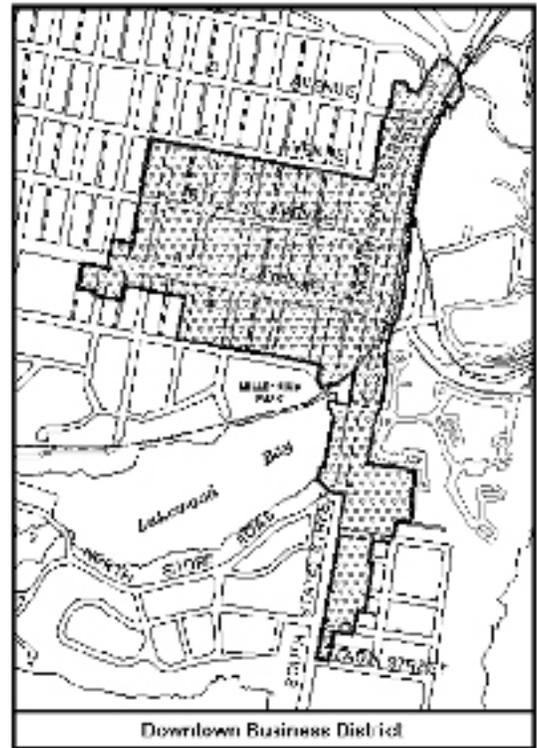


Figure 9

#### 3. Jean Road Commercial District

The Jean Road Business District consists of approximately 4.45 acres of General Commercial land located on the south side of the intersection of Boones Ferry Road and Jean Road (Figure 10). Special conditions have been imposed on the site to ensure that development creates an aesthetically pleasing entry into Lake Oswego.

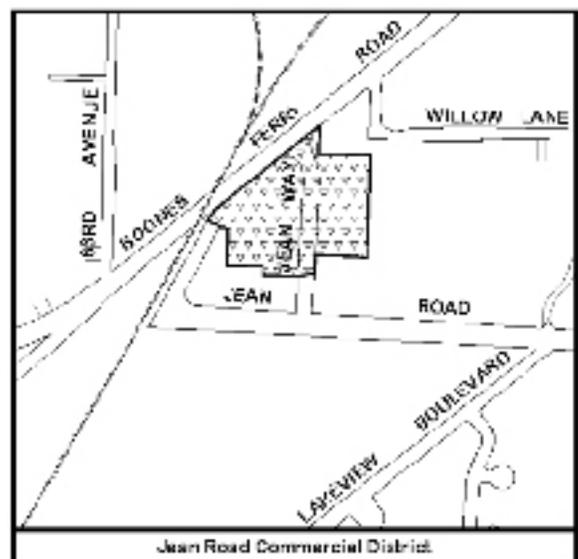


Figure 10

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#### 4. Grimm's Corner, Rosewood, Mountain Park Districts

Grimm's Corner is a neighborhood commercial district located at the intersection of McVey Street and South Shore Boulevard (Figure 11). A variety of neighborhood commercial uses

have developed over the years, including a grocery store, take-out restaurants, a nursery and garden supply business and a bowling alley. Grimm's Corner is surrounded by residential uses, however a National Guard Armory and fire station are located nearby.



Unless resolved, traffic problems associated with the intersection and alignment of South Shore Boulevard and McVey pose significant development problems for this commercial district.

Figure 11

#### 5. Rosewood

The Rosewood Business District is a small neighborhood commercial center located in the southwestern portion of the City, at the intersection of Jean and Pilkington Roads (Figure 12). That portion on the west side of Pilkington is in the City limits; the east side is still in unincorporated Clackamas County. The land in the City was developed fairly recently, while that in the county was developed in the 1950s. The area is surrounded by multi-family residential on the north and east; single family on the south, and by commercial and industrial uses on the west.

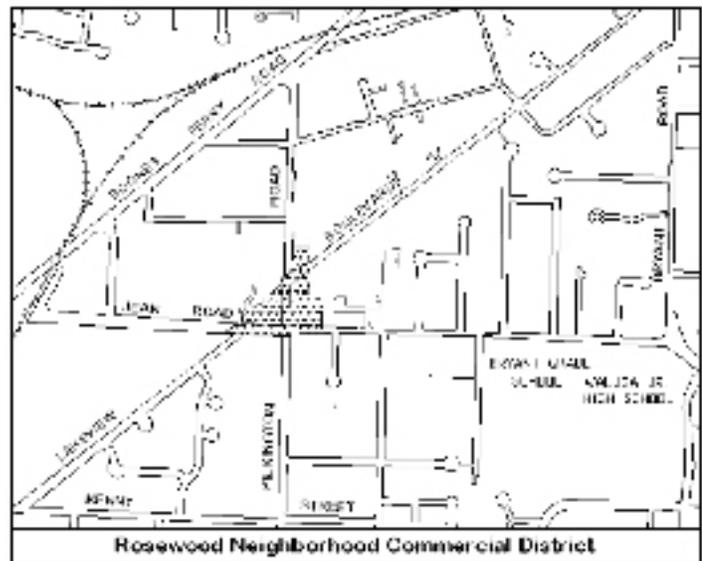


Figure 12

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#### 6. Mountain Park Districts

Several neighborhood commercial centers were planned as part of the Mountain Park Planned Unit Development to provide for a range of retail, personal services, restaurant and cultural activities (Figure 13). Limited office development also provides for professional business and financial services, institutional and other uses. The scope of commercial development in Mountain Park has been considerably scaled back from what was originally envisioned when the project was approved. A considerable portion of what was intended as commercial land has been developed for residential uses.



Figure 13

The most significant commercial site in the Mountain Park area is the Oswego Town Square site. This development is located at the intersection of Monroe Parkway and Boones Ferry. The site is completely developed and offers convenience shopping along with some specialized retail stores which have a community wide draw. Other small neighborhood commercial sites in Mountain Park are located at the intersections of Kerr Parkway and Hidalgo Street and Jefferson Parkway and Mt. Jefferson Terrace. Also there are two small sites which accommodate office commercial uses at the intersections of Jefferson Parkway and Kingsgate and Carman Drive and Touchstone.

#### 7. Industrial Land Uses

Lake Oswego has no heavy industry. The Lake Grove industrial park is at the southern end of Boones Ferry Road and east of I-5 (Figure 14).

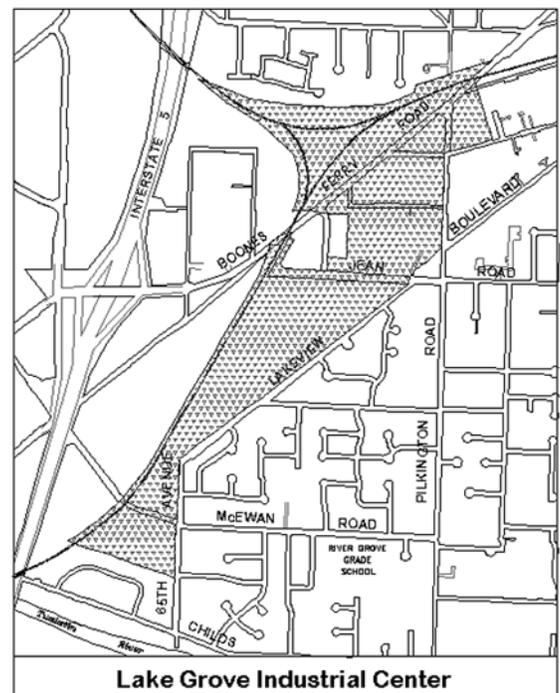


Figure 14

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The industrial park accommodates several light industrial businesses. These firms consist of technical/professional offices, warehousing and distribution and printing.

The Willamette River industrial area (Figure 15), accommodates uses such as the Tryon Creek Sewage Treatment Plant, a Portland General Electric substation, wood products storage area, tree service, and automobile repair. This area diminished considerably in size when a cement plant was removed in the late 1980s to make way for Oswego Pointe, a large mixed use office-commercial and high density housing project. This industrial area is generally located between the Willamette River, Highway 43, the northern City limits and Oswego Pointe.

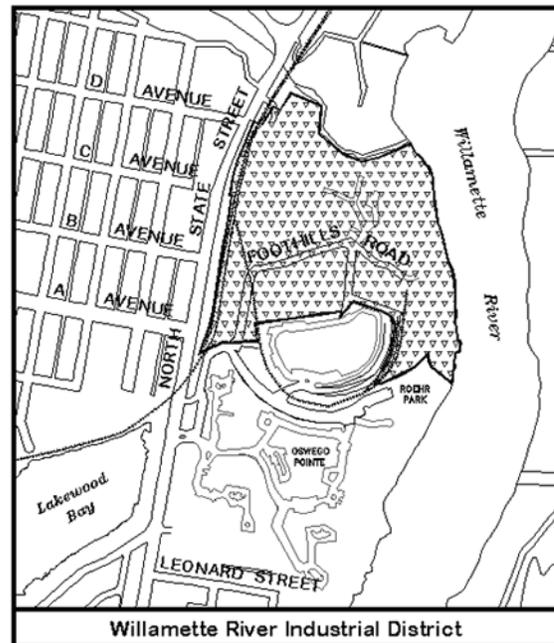


Figure 15

### **Summary of Major Issues**

Following are some of the issues and changed circumstances and conditions that were considered in the update of this element of the Comprehensive Plan.

- Lake Oswego's business and employment growth has occurred more rapidly than population growth in the past ten years.
- Lake Oswego's businesses have become smaller in terms of numbers of employees. Home occupations are becoming a larger source of business growth.
- Lake Oswego residents are highly educated and for that reason are a source of managerial and professional employment in the community and region.
- Most of the City's commercial and industrial lands have been developed.
- Opportunities exist for redevelopment of commercial and industrial lands.
- Commercial and office employment have grown much faster than manufacturing employment.

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- Quality of life in Lake Oswego contributes significantly to the City’s economic health and vitality.
- Significant redevelopment has occurred in the Downtown business district through the East End Redevelopment District.

## **GOALS, POLICIES AND RECOMMENDED ACTION MEASURES**

### **GOAL**

The City shall provide for economic development opportunities which enhance the prosperity and livability of the community.

### **POLICIES**

1. Designate adequate commercial and industrial land to:
  - a. Supply goods and services to the population within Lake Oswego’s Urban Services Boundary;\*
  - b. Provide close-to-home employment opportunities; and,
  - c. Maintain and improve the health of the local economy.
2. Applications for a Zoning Map/Comprehensive Plan Map amendment to change the designation of an area from residential to commercial or industrial shall be governed by the following procedures and criteria: [PA 5-97/ZC 4-97-1259; 5/5/98]
  - a. No application shall be accepted during the neighborhood planning process for the affected neighborhood or neighborhoods or for two years after the date of the City Council’s approval of a Neighborhood Association’s application to begin the planning process, whichever is less.
    - i. For the purposes of this policy, “affected neighborhood” means the recognized Neighborhood Association or Community Planning organization in which the property proposed to be rezoned is located. If the subject property is located in two or more neighborhoods, all neighborhoods in which a portion of the subject property is located shall be considered affected neighborhoods. If the subject

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property is located in one neighborhood but the rezone is requested to expand an existing commercial or industrial use located in another neighborhood, both neighborhoods shall be considered affected neighborhoods.

- ii. For the purposes of this policy, “neighborhood planning process” means the period of time from the City Council’s decision to approve a Neighborhood Association’s application to begin the planning process until the Neighborhood Plan is adopted and in effect. If there is more than one affected neighborhood, and both neighborhoods are in the neighborhood planning process, the two-year deadline period shall run from the latest application approval date.
- b. In order to obtain approval, the applicant shall demonstrate compliance with the polices and standards of an adopted Neighborhood Plan of an affected neighborhood. If more than one neighborhood plan is applicable and the policies conflict, the conflicting policies shall be balanced as provided in the Introduction to the Comprehensive Plan.
- c. In addition to compliance with any applicable neighborhood planning policies as provided in subsection (b) , the applicant shall demonstrate compliance with all Comprehensive Plan Goals and Policies applicable to industrial and/or commercial plan/zone map amendments. Such applicable Goals and Policies include, but are not limited to, the following:
  - i. Location in relation to arterial or collector streets; consistency with adjacent land use patterns or ability to buffer, screen and blend dissimilar land uses. [Goal 2, Land Use Planning, Section 1, Land Use Policies and Regulations, Policy 14];
  - ii. Capacity of public facilities and services. [Goal 2, Land Use Planning, Section 1, Land Use Policies and Regulations, Policy 14];
  - iii. Encourage land use patterns which reduce dependency on the automobile but which are also compatible with existing neighborhoods. [Goal 6, Air, Water and Land Resources Quality, Section 1, Air Resources Quality];
  - iv. Separate noise sensitive and noise-producing land uses; minimize noise impacts on surrounding properties and protect and maintain the quiet character of those areas of the community unaffected by major noise sources, and locate, design and buffer noise producing land uses to protect noise sensitive land uses. [Goal 6, Air, Water and Land Resources Quality, Section 4, Sound Quality, Policies 1, 4, and 5];

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- v. Regulate the type and intensity of land uses within areas subject to natural disasters and hazards. [Goal 7, Areas Subject to Natural Disasters and Hazards, Section 1, Flooding; Section 2, Earthquake Hazards; and Section 3, Landslides, Erosion and Unstable Soils, Policy 2];
- vi. Prevent expansion of “strip commercial development”\* [Goal 9, Economic Development, Policy 8];
- vii. Ensure neighborhood commercial \* areas are conveniently located and minimize the need for automobile travel. [Goal 9, Economic Development, Policy 9(a.)];
- viii. Designate the Downtown and Lake Grove Commercial Districts as the primary centers of general commercial activity in Lake Oswego. [Goal 9, Economic Development, Policy 10];
- ix. Limit commercial development in the Lake Grove Business District to that which is intended to accommodate neighborhood and community needs\* for goods and services. [Goal 9, Economic Development, Policy 16];
- x. Regional draw\* businesses other than those providing specialized services and unique goods\* shall not be located in the Downtown and Lake Grove Business Districts. [Goal 9, Economic Development, Policy 17];
- xi. Limit commercial development in the Grimm’s Corner and Rosewood Business Districts to that which is intended to accommodate the frequently recurring needs\* of the surrounding neighborhoods. [Goal 9, Economic Development, Policy 18];
- xii. Limit development within the commercial districts associated with the Mountain Park Planned Unit Development to that which serves the frequently recurring needs of Mountain Park residents, except; in those locations where site conditions, such as parcel size and direct access to the major street system, allow businesses to provide for community needs and to offer specialized goods and unique services. [Goal 9, Economic Development, Policy 19];
- xiii. Allow commercial and residential uses within the Centerpointe and Kruse Way Business District at densities, which support mass transit and which, take advantage of the regional transportation system. These activities may include:

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- a. Employee intensive businesses such as major regional office complexes, high density housing, and associated services and retail commercial uses, and;
  - b. Commercial activities, which meet the needs of the traveling public and other highway, oriented retail uses which require access to a large market area. [Goal 9, Economic Development, Policy 20];
- xiv. Do not allow regional, or larger, shopping centers\* within the Centerpointe and Kruse Way Business District. [Goal 9, Economic Development, Policy 21].
  - xv. The full range of public facilities and services shall be available to serve development allowed by a Plan/Zone Map amendment. [Goal 2, Land Use Planning, Section 1, Land Use Policies and Regulations, Policy 1];
  - xvi. Proposed Plan/Zone Map amendments shall be evaluated to determine their effect on the overall land supply and compliance with the Metro Housing Rule (OAR 660-07-000). [Goal 2, Land Use Planning, Policy 14(d)];
  - xvii. Demonstration of public need for the change and that the proposed amendment will best meet identified public need versus other available alternatives. [Goal 2, Land Use Planning, Policy 14(f)];
  - xviii. A proposed increase in land use intensity shall be accompanied by a detailed traffic analysis which finds that existing streets and intersections both on and off-site will accommodate the projected traffic increases, or; necessary improvements can be constructed which are in conformance with the Comprehensive Plan Transportation Map. [Goal 12: Transportation , Sub-Goal 4: Land Use and Transportation Relationships, Policy 4];
  - xix. Commercial and industrial parking shall not intrude into adjacent residential neighborhoods. [Goal 10: Transportation , Sub-Goal 4: Land Use and Transportation Relationships, Policy 4];
  - xx. The applicant shall demonstrate that development allowed by the proposed Plan/Zone map amendment will: be compatible with surrounding residential neighborhoods; preserve natural resources; protect water quality; provide for protection from natural hazards; and provide for efficient transportation and land use relationships including the accommodation of alternative transportation

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modes or that these criteria can be accomplished pursuant to the criteria contained in the Zoning and Development Code;

- xxi. The applicant shall demonstrate consistency with Metro's Urban Growth Functional Plan and compliance with the Oregon Transportation Planning Rule (Chapter 660, Division 12).

3. Require new commercial and industrial development to:
  - a. Provide the full range of required public facilities and services and pay commensurate system development charges;
  - b. Mitigate adverse impacts such as noise, traffic and visual aesthetics, on adjacent land uses through methods such as buffering, screening, parking controls, height, bulk and scale limits;
  - c. Comply with design and aesthetic standards to ensure compatibility with surrounding land uses and Lake Oswego's overall community character;
  - d. Participate in the development of a street system which provides efficient connection to higher order streets and to other activity centers;
  - e. Develop transit opportunities appropriate to the scale and character of the project;
  - f. Provide for a safe and convenient pedestrian and bicycle circulation system to and within the development;
  - g. Provide adequate, but not excessive parking for customers and employees; and,
  - h. Preserve natural resources and provide required open space.
4. Require unified site plans\* for all new industrial and commercial development which show:
  - a. Projects at full development including identification of all phases;
  - b. The locational, design and transportation relationships of proposed development with the rest of the business district and with surrounding land uses;
  - c. Measures necessary to mitigate adverse impacts on the transportation system and on adjacent land uses; and,
  - d. Design compatibility with surrounding land uses in regard to elements such as scale, bulk, materials, colors and landscaping.
5. Allow home occupations\* subject to regulations that ensure compatibility with the surrounding residential neighbors.
6. Support redevelopment of existing vacant and underutilized industrial and commercial lands rather than designating additional lands for these purposes.

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7. Ensure access to commercial and industrial development is taken from the major collector or arterial street system except when public safety requires access to be provided from other streets.
8. Prevent further expansion of “strip commercial development”\* and encourage redevelopment of existing strip commercial areas to become more attractive and oriented toward pedestrians and transit.
9. Ensure neighborhood commercial\* areas are:
  - a. Conveniently located and minimize the need for automobile travel;
  - b. Developed at a scale and in character with the area to be served; and,
  - c. Consistent with applicable and adopted Neighborhood Plans.
10. Designate the Downtown and Lake Grove Commercial Districts as the primary centers of general commercial\* activity in Lake Oswego.
11. Require new commercial development, where possible, to develop joint street access, parking facilities, and pedestrian connections with other businesses to reduce land area requirements, traffic congestion, parking and safety problems.
12. Place new utilities, and where possible existing utilities, within commercial and industrial districts, underground.
13. Direct commercial and through traffic, other than that generated from adjacent neighborhoods, away from local residential streets.
14. Ensure all industrial and commercial uses comply with local, state and federal environmental standards.
15. Require all commercial and manufacturing operations, except those approved as a temporary use, including warehousing and storage, to be conducted either within enclosed buildings or screened from public view.
16. Limit commercial development in the Lake Grove Business District to that which is intended to accommodate neighborhood and community needs\* for goods and services.
17. Allow mixed use development within the Downtown and the Lake Grove Business Districts to provide opportunities for commercial, entertainment, professional, cultural, public, and residential activities. Regional draw\* business other than those providing specialized services and unique goods,\* shall not be located in these districts.

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18. Limit commercial development in the Grimm's Corner and Rosewood Business Districts to that which is intended to accommodate the frequently recurring needs\* of the surrounding neighborhoods.
19. Limit development within the commercial districts associated with the Mountain Park Planned Unit Development to that which serves the frequently recurring needs of Mountain Park residents, except; in those locations where site conditions, such as parcel size and direct access to the major street system, allow businesses to provide for community needs and to offer specialized goods and unique services.
20. Allow commercial and residential uses within the Centerpointe and Kruse Way Business District at densities which support mass transit and which take advantage of the regional transportation system. These activities may include:
  - a. Employee-intensive businesses such as major regional office complexes, high density housing, and associated services and retail commercial uses; and,
  - b. Commercial activities which meet the needs of the traveling public and other highway oriented retail uses which require access to a large market area.
21. Do not allow regional or larger, shopping centers\* within the Centerpointe and Kruse Way Business District.
22. Ensure that urban design and beautification projects in the Downtown Business District do not force through traffic to utilize local streets.

### **RECOMMENDED ACTION MEASURES**

- i. Work with Tri-Met to increase the level and quality of transit service to Lake Oswego's commercial and industrial districts.
- ii. Recognize that education is vital to the social and economic well-being of the citizens of Lake Oswego and the region.
- iii. Encourage other uses, in addition to traditional industrial activities within Lake Oswego's industrial districts as a means to increase employment opportunities within the City.
- iv. Work with the Lake Oswego Chamber of Commerce and other local business groups to promote discussion concerning land use and other regulations which could affect area businesses.

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- v. Coordinate with state and regional economic development agencies and groups to identify developments and trends which could affect Lake Oswego such as:
  - a. Major public facility projects that have interjurisdictional consequences;
  - b. Metro, state and federal programs, regulations, and plans; and,
  - c. Investment and locational decisions by major employers.
- vi. Recognize and promote community events as having potential for positive economic impacts and as important for community identity.
- vii. Encourage a mix of commercial, residential, entertainment, cultural and public land uses within the City's general commercial districts to enhance the vitality of these areas.
- viii. Ensure that parking standards for commercial and industrial land uses do not conflict with regional objectives of reducing automobile use and promoting transportation alternatives.
- ix. Develop and periodically update specific land use and transportation plans and implementing design and development standards for each of Lake Oswego's business and industrial districts.
- x. Work with owners and tenants of existing industrial and commercial areas and adjacent neighborhoods to develop specific area plans for these districts to address:
  - a. Existing and future public facility and services needs and transportation requirements;
  - c. Design quality and appearance of industrial uses;
  - d. Mitigation of impacts on surrounding uses; and,
  - e. Protection of natural resources.
- xi. Encourage public uses of the Willamette River as part of Downtown business district redevelopment efforts.
- xii. Work with Tri-Met, Metro and other responsible agencies to develop a rail and bus service between Portland and Lake Oswego.
- xiii. Define the City's role in regulating parking facilities in Lake Oswego's commercial business districts.
- xiv. Encourage agreements among property owners, the City, and adjacent neighborhoods as a means to control business district parking encroachment into adjacent residential areas.