

Date: December 16, 2015
To: Project Management Team - Forest Grove Mixed-use and Town Center Zoning
From: Cathy Corliss, Principal; CJ Doxsee, Planner
cc: Anne Sylvester, SCJ Alliance
Re: Code and Map Amendments and Findings (Task 6.2)¹

PROJECT DESCRIPTION

The City of Forest Grove has recently adopted a new comprehensive plan. This code assistance project is intended to implement some of its key elements including provisions for mixed use and Town Center zoning and increasing residential densities through a series of development code and zoning map amendments which will affect different areas within the City of Forest Grove.

TEXT AMENDMENTS

Text amendments are shown in:

- Exhibit A – Amendments to the City of Forest Grove Development Code
- Exhibit B - Amendments to the City of Forest Grove Design Guideline Handbook

The amendments are presented in two column format. The first column shows potential amendments to the code. Additions to the code are shown in double-underline and deletions are shown in ~~strike-through~~. The second column provides commentary and questions for the Planning Commissions' consideration.

In summary, these amendments are intended to accomplish the following:

¹ *This project is partially funded by a grant from the Transportation and Growth Management (TGM) Program, a joint program of the Oregon Department of Transportation and the Oregon Department of Land Conservation and Development. This TGM grant is financed, in part, by federal Moving Ahead for Progress in the 21st Century (MAP-21), local government, and the State of Oregon funds.*

The contents of this document do not necessarily reflect views or policies of the State of Oregon.

- Establish a new Neighborhood Mixed Use (NMU) zone and Mixed Use Planned Development (MUPD) standards to implement the Mixed Use designation of the Comprehensive Plan.
- Consolidate the Town Center Support (TCS) zone into the Town Center Transition (TCT) zone and make minor adjustments to the TCT zone.
- Increase the maximum residential density from 20.28 to 40 dwelling units per acre in both the TCC and TCT zones and provide a residential density bonus up to 100 dwelling units per acre through building amenity and affordable housing incentives. The proposed increase in the base zone density is consistent with the City's Residential Capacity Analysis completed as a part of the Comprehensive Plan update (January 2014). In that analysis, the City of Forest Grove committed to adopting the necessary Zoning Map and Development Code text to achieve residential capacities planned for the Town Center within one year from DLCD approval of the Forest Grove Comprehensive Plan.
- Increase the maximum residential density in the Community Commercial (CC) zone from 20.28 to 30 dwelling units per acre.
- Amend the definition of "Net Acres" to reduce the types of land that must be subtracted from the gross area of the site when calculating net acres. Net acres is used to calculate density; thus, increasing net acres may potentially increase the resulting number of dwelling units that can be permitted. Rights-of-way through or on the edge of the site, environmentally constrained areas, and land intended for public ownership (such park and open spaces uses) will still be subtracted from gross acres to calculate net acres in the proposed new definition.

MAP AMENDMENTS

MIXED USE AREAS

The three mixed use areas are proposed to have the new Neighborhood Mixed Use (NMU) zoning applied with the purpose of encouraging the placement of complementary land uses in close proximity to promote complete neighborhoods. The NMU zone will allow a variety of housing types to be developed. The NMU zones will also allow for a wide range of non-residential uses within a designated "Village Center" and as part of a Mixed Use Planned Development (MUPD) review.

MIXED USE AREA 1 (DAVID HILL)

The David Hill site is currently zoned as Single-Family Residential (R-10). The 8.5 gross acre area proposed to be rezoned at this time has approximately 2.9 net acres of developable land, due in part to the presence of environmental feature constraints. It is at the northwest corner of David Hill Road and Thatcher Road. The remaining Mixed Use area north of David Hill Road (approximately 20.6 gross acres) will be addressed as part of the Westside Planning Project. This area will likely be recommended for rezoning to Single Family Residential (R-10).



MIXED USE AREA 2 (CPD AREA)

The CPD Area is currently zoned Commercial Planned Development, a now defunct zone since the adoption of the Comprehensive Plan. The CPD area is parcelized and has existing non-conforming development. The total net developable acres on all the sites is approximately 5.4 acres.

MIXED USE AREA 3 (DAVIDSON SITE)

The Davidson Site is currently zoned Industrial (IND). It is a large and level site under one ownership with visibility from Highway 47. The Davidson Site has approximately 19.9 net acres of developable land.



The residential density and minimum and maximum amount of commercial and institutional uses permitted vary by area as shown in the tables below.

Residential Density

NMU Zoned Area	Minimum Density	Target Density	Maximum Density
Area 1 - David Hill	9.6 units/net acre	12 units/net acre	13.8 units/net acre
Area 2 - Gales Creek	6.97 units/net acre	8.71 units/net acre	10.02 units/net acre
Area 3 - Davidson	9.6 units/net acre	12 units/net acre	13.8 units/net acre

Commercial/Institutional Uses within the Village Center

NMU Zoned Area	Minimum Square Footage	Maximum Square Footage
Area 1 - David Hill	None	15,000 SF Gross Floor Area
Area 2 - Gales Creek	None	25,000 SF Gross Floor Area
Area 3 - Davidson	25,000 SF Gross Floor Area	75,000 SF Gross Floor Area

TOWN CENTER

TOWN CENTER CONSOLIDATION – TCS TO TCT

As described above, the proposed amendments consolidate the Town Center Support (TCS) zone into the Town Center Transition (TCT) zone and make minor adjustments to the TCT zone. This change requires that all land zoned TCS be rezoned to TCT.

TOWN CENTER EXPANSION AREA

The Community Commercial (CC) area directly east of the Town Center is proposed to be rezoned to TCT. The transition from CC to TCT will encourage more urbanized development to occur by restricting new auto-oriented development, reducing landscape requirements, applying “urban” design standards, and allowing residential uses in mixed use or stand-alone development.



Summary of Proposed Map Amendments

Location	Comp Plan Designation	Current Zoning	Proposed Zoning	Gross Acreage Proposed to be Rezoned
Mixed Use Area 1 (David Hill)	Mixed Use	R-10	NMU	8.5 acres
Mixed Use Area 2 (CPD Area)	Mixed Use	CPD	NMU	6.4 acres
Mixed Use Area 3 (Davidson Site)	Mixed Use	LI	NMU	23.5 acres
Town Center Consolidation	Town Center	TCS	TCT	22.6 acres
Town Center Expansion Area	Town Center Expansion	CC	TCT	24.2 acres

PUBLIC INVOLVEMENT

A series of community events, public hearings, and stakeholder interviews, allowing for citizen involvement, have been provided throughout the course of developing the proposed amendments. Summarized below are the dates and events allowing for citizen involvement.

Event	Date
Stakeholder Interviews	January 2015
Community Meeting #1	March 2015
Stakeholder Meetings	June 2015
Planning Commission Worksession #1	June 2015
Planning Commission Worksession #2	August 2015
Community Meeting #2	September 2015
Planning Commission Worksession #3	September 2015
Planning Commission/City Council Worksession	November 9, 2015
Planning Commission Hearing	January 4, 2016
City Council Hearing	February 8, 2016 (First Reading of Ordinance) February 22, 2016 (Second Reading of Ordinance)

APPROVAL CRITERIA

All of the proposed actions are legislative subject to a Type IV review. The approval criteria and procedures applicable to text and map amendments are shown below. Findings in response to these criteria are provided in the subsequent sections.

DEVELOPMENT CODE TEXT AMENDMENT

10.2.630 REVIEW CRITERIA

- A. *The text amendment is consistent with relevant goals and policies of the Forest Grove Comprehensive Plan;*
- B. *The text amendment is consistent with relevant statewide and regional planning goals, programs and rules.*

MAP AMENDMENT (ZONE CHANGE)

10.2.770 REVIEW CRITERIA

- A. *The zone change is consistent with the Comprehensive Plan Map. When the Comprehensive Plan has more than one implementing zone as shown on the Correspondence Table in Article 3, it must be shown that the proposed zone is the most appropriate, taking into consideration the purposes of each zone and the zoning pattern of surrounding land.*
- B. *The zone change is consistent with relevant goals and policies of the Comprehensive Plan, as identified by the Director.*
- C. *The site is suitable for the proposed zone and there is a lack of appropriately designated alternative sites within the vicinity. The size of the vicinity will be determined on a case-by-case basis since the impacts of a proposed zone and its potential uses vary. The factors to be considered in determining suitability are parcel size and location.*
- D. *The zone change is consistent with the adopted Transportation System Plan. Development allowed by the zone change will not substantially impact the functional classification or operation of transportation facilities, or reduce the level of service of transportation facilities below the minimum acceptable level identified in the Transportation System Plan. To ensure proper review and mitigation, a traffic impact study may be required for the proposed zone change if it may impact transportation facilities.*

E. Public facilities and services for water supply, sanitary waste disposal, stormwater disposal, and police and fire protection are capable of supporting the uses allowed by the zone. Adequacy of services is based on the projected service demands of the site and the ability of the public services to accommodate those demands.

F. The establishment of a zone district is not subject to the meeting of conditions.

FINDINGS - TEXT AMENDMENTS (SUBJECT TO 10.2.630)

The City of Forest Grove adopted a new Comprehensive Plan in 2014. This TGM Code Assistance project and the proposed text amendments are intended to implement some of its key elements including provisions for mixed use and Town Center zoning and increasing residential densities. Comprehensive Plan housing, economic development, urbanization, and transportation goals and policies are relevant to the proposed development code text amendments. Relevant goals and policies related to the proposed changes are addressed.

MIXED USE AREAS

Review Criteria 10.2.630.A: The text amendment is consistent with the relevant goals and policies of the Forest Grove Comprehensive Plan.

Finding: The relevant goals and policies are addressed below.

Community Sustainability Goals

Goal 7: Promote interconnected land uses that encourage diverse, accessible, and proximate land uses that promote active living and access to vital services including employment, education, and healthy food.

Goal 8: Create complete neighborhoods, through land use regulations, with housing, recreational opportunities, retail, services and employment nearby.

Goal 11: Encourage the clustering of residential development in the David Hill area to reduce impacts to the environments and minimize degradation of views from lower elevations especially the Town Center.

Finding: A new “Neighborhood Mixed Use (NMU)” zone is proposed to be added to Article 3, Commercial Zones, the purpose of which is to ensure sites are developed into pedestrian-friendly mixed use neighborhoods. The zone allows for a mix of housing types and commercial uses. A new Mixed Use Planned Development (MUPD) is proposed to be added to Article 4, Overlay Districts, which will work in conjunction with the NMU zone. The MUPD standards

ensure that land uses are interconnected and pedestrian-oriented by establishing standards for densities, desired building mix, connectivity, building orientation, and open space requirements. A portion of the David Hill area is proposed to be rezoned to NMU. Clustering is allowed in a MUPD and the standards require that water features such as streams or ponds be left in a natural state unless altered to improve the natural values of the water feature.

Housing Goals and Policies

Goal 3: Promote mixed-use development opportunities throughout the community

Policy 3.1 Identify locations on the Comprehensive Plan and Zoning maps for mixed-use development opportunities. Establish standards for residential and commercial densities, desired building mixed, and building design for mixed-use areas.

Finding: A new “Neighborhood Mixed Use (NMU)” zone is proposed to be added to Article 3, Commercial Zones, and would allow for a mix of housing types. The City is required to provide clear and objective standards for “needed housing”. However, mixed use areas, while potentially providing opportunities for additional housing within the City of Forest Grove, were not identified in the City’s 2009 Economic Opportunity Analysis and Buildable Lands Inventory as necessary to provide “needed housing”. The NMU zone provides development standards for densities, desired building mix, and building design through a “Mixed Use Planned Development” overlay, proposed to be added to Article 4.

Goal 6: Promote neighborhoods complete with residences, open space, schools, parks, and shopping opportunities within close proximity to each other. Avoid stand-alone residential development lacking support activities.

Policy 6.1 Designate small-scale neighborhood-oriented commercial areas within walking distance of residential areas.

Finding: The purpose of Neighborhood Mixed Use zones would be to develop as a pedestrian friendly neighborhoods, with a diversity of housing types, be pedestrian oriented, include a minimum amount of open space, and provide opportunities for neighborhood-scale retail. In addition, the three mixed use areas are distributed throughout the City of Forest Grove and generally adjacent to areas zoned Single Family (R-5 or R-7), which would increase the opportunities for residents in these neighborhoods to access neighborhood amenities through non-automotive means of transportation. The amount of commercial development is capped within each of the mixed use areas in order to help ensure they remain neighborhood-oriented in scale.

The NMU zone with associated MUPD overlay will allow a variety of additional housing to be built to provide options for Forest Grove residents. All the areas with the proposed NMU designations will have the flexibility to develop a mix of housing types, including single-family housing, apartments, row houses, senior housing, etc. as long as the minimum residential density targets are met. In addition, developments in areas with NMU designations will be required to provide basic amenities such as open space, pedestrian facilities, and parking, to support housing development.

Land Use Goals and Policies

Commercial Land Use Objective 1: Distribute commercial activity throughout the city to serve existing and planned residential or employment areas.

Finding: The NMU zone will allow for commercial activity in areas of the community where no commercial land is currently designated. As such, the NMU zone provides the opportunity to distribute commercial activity throughout the City to serve existing and planned residential or employment areas as identified on the Comprehensive Plan Map.

Commercial Land Use Objective 12: The Comprehensive Plan Map and corresponding zoning standards shall provide for commercial development opportunities serving newly developing areas in the City.

Finding: The NMU zone and associated MUPD overlay will promote commercial uses in areas of the City where none currently exists. This includes the Sunset Drive/Hwy. 47 and David Hill Road/Thatcher Road areas.

Economic Development Goals & Policies

Goal 5: Promote Retail Activities

Policy 5.3 Promote opportunities for mixed-use development, including retail, near major transportation intersections (nodes) within the City including the Forest Grove Town Center.

Policy 5.4 Adopt development standards to encourage the creation of commercial areas at a scale proportionate for meeting the daily needs of nearby residents.

Finding: The MUPD Overlay, applied to NMU zones, would include review procedures and development standards for allowing commercial areas (defined as Village Centers) to be developed. The review procedures, Type III for preliminary plan and Type I for final plan, would provide greater flexibility in the development of commercial areas to meet the needs of nearby

residents. In addition, development standards for Village Centers would regulate the maximum square footage and building footprint. The text amendments for the NMU zone addresses a need identified in the City’s 2009 Economic Opportunity Analysis related to retail sales leakage. The EOA States “The City of Forest Grove’s estimated retail sales are significantly below originating sales by a sizable margin, reflecting the City’s position as a bedroom community, failing to capture a typical share of general retail spending, particularly Food Services. In other words, residents in Forest Grove spend a sizable share of their retail dollars outside Forest Grove.” The NMU areas are located in areas of the community not located near shops or services. As such the NMU zone is intended to provide opportunities to capture retail dollars currently being spent outside the community.

Urbanization Goals & Policies

Goal 4: Implement policies to create complete neighborhoods in areas undergoing urbanization.

Finding: The NMU zone is proposed to encourage the creation of complete neighborhoods with a variety of housing choices and the opportunity to obtain goods and services nearby. The NMU zone text amendment establishes the framework necessary to implement the NMU comprehensive plan and zoning designation. Without the ability to implement the NMU zoning designation the opportunity to encourage the creation of complete neighborhoods is lost.

Transportation Goals & Policies

Goal 6: Establish and maintain a context sensitive set of transportation design and development regulations

Policy 6.3 Require developers to include pedestrian, bicycle, and transit-supportive improvements within proposed developments and to adjacent right-of-way in accordance with adopted policies and standards.

Finding: The MUPD Overlay’s purpose, applied to NMU zones, is to create pedestrian-friendly mixed use neighborhoods which provide pedestrian and bicycle access to, and through, the site and provide connectivity to adjacent areas for motorized and non-motorized modes of transportation. Development plans for pedestrian and bicycle access are required to include a transportation system that emphasizes pedestrian mobility and accessibility that provides connections within the property and to adjacent properties. Proposed commercial and institutional uses that are located in the designated “Village Center” are required to be compact and pedestrian friendly and are encouraged to use Forest Grove’s Town Center Design Guidelines as a basis for development. As described in Exhibit C (Transportation Analysis), the

proposed intensities and densities allowed by the proposed NMU zone and associated MUPD overlay are consistent with the City’s adopted Transportation System Plan.

Review Criteria 10.2.630.B: The text amendment is consistent with relevant statewide and regional planning goals, programs and rules.

Regional Planning Goals

Metro Regional Framework Plan

Introduction: It is the policy of the Metro Council to exercise its powers to achieve the following six outcomes, characteristics of a successful region:

1. People live, work and play in vibrant communities where their everyday needs are easily accessible....

Finding: The proposed new NMU zone and associated MUPD overlay are intended to facilitate the development of complete neighborhoods that offer a mix of uses in a pedestrian friendly environment where residents can walk to the village center.

Policy 1.1 Compact Urban Form

1.1.1. Ensure and maintain a compact urban form within the UGB.

1.1.7. Promote excellence in community design.

Finding: The proposed new NMU zone and associated MUPD overlay establish minimum densities which are consistent with development within the UGB. The efficient use of land and building styles that establish a cohesive sense of place are stated purposes of the MUPD and required to be addressed as approval criteria.

Policy 1.3 Housing Choices and Opportunities

Finding: The proposed new NMU zone will increase housing choices and opportunities in Forest Grove through regulations that allow new housing to be developed. The associated MUPD overlay will ensure new development provides a range of diverse housing, including single family house, apartments, row houses, cottages, senior housing, etc. in a compact urban form. Standards require a mix of housing types for MUPDs over 3 acres.

1.10 Urban Design

Policy 1.10.1 Support the identity and functioning of communities in the region through:

c. Ensuring that incentives and regulations guiding the development and redevelopment of the urban area promote a settlement pattern that:

iv) Reinforces nodal, mixed-use, neighborhood-oriented community designs to provide walkable access to a mix of destinations to support meeting daily needs, such as jobs, education, shopping, services, transit and recreation, social and cultural activities.

Finding: The proposed new NMU zone and associated MUPD overlay are intended to facilitate the development of complete neighborhoods that offer a mix of uses in a pedestrian friendly environment where residents can walk to the village center. Standards emphasize compact urban forms with access to, and through the area.

Metro Urban Growth Management Functional Plan

Title 1: Housing Capacity

Finding: The proposed new NMU zone and associated MUPD overlay will allow the development of mixed use areas at urban densities and intensities, helping ensure that the City meets its regional housing target.

Statewide Planning Goals

Goal 1, Citizen Involvement – To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process.

Finding: As described above, an extensive public outreach program was conducted as a part of this project including: community events, public hearings, and stakeholder interviews. These allowed for citizen involvement, throughout the course of developing the proposed amendments.

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.

Finding: The proposed amendments to add the NMU zone with associated MUPD overlay will help promote economic development by allowing a mix of neighborhood-scale and pedestrian-oriented quality residential and commercial development to occur. All of the areas with the proposed NMU designations will have the flexibility to develop a mix of housing types as long as the minimum residential density targets are met. In addition, the two smaller areas with the proposed NMU designation will have the available option to develop a mix of commercial and institutional uses within designated “Village Centers” up to a maximum square footage. The third and largest of the areas is proposed to have a minimum square footage requirement, ensuring a

minimum amount of commercial or institutional uses are developed to support the surrounding areas.

Goal 10, Housing – To provide for the housing needs of citizens of the state.

Finding: NMU zoned lands, while potentially providing opportunities for additional housing within the City of Forest Grove, were not identified in the City’s 2009 Economic Opportunity Analysis and Buildable Lands Inventory as necessary to provide “needed housing”. While areas designated as Mixed Use in the Comprehensive Plan are not required to provide “needed housing”, the proposed amendments to add the NMU zone with associated MUPD overlay will allow a variety of additional housing to be built. All the areas with the proposed NMU designations will have the flexibility to develop a mix of housing types, including single-family housing, apartments, row houses, senior housing, etc. as long as the minimum residential density targets are met. In addition, developments in areas with NMU designations will be required to provide basic amenities such as open space, pedestrian facilities, and parking, to support housing development.

Goal 12, Transportation – To provide and encourage a safe, convenient and economic transportation system.

Finding: As described in Exhibit C (Transportation Analysis), the proposed intensities and densities allowed by the proposed NMU zone and associated MUPD overlay are consistent with the City’s adopted Transportation System Plan.

Goal 14, Urbanization – To provide for an orderly and efficient transition from rural to urban land use, to accommodate urban population and urban employment inside urban growth boundaries, to ensure efficient use of land, and to provide for livable communities.

Finding: As noted above, the proposed NMU designations will allow for the development of new livable neighborhoods to be built within Forest Grove’s Urban Growth Boundary (UGB). The additional opportunities are being provided within the UGB, where City services and amenities are best provided, will help decrease the demand for housing outside of the UGB in more rural areas, and help preserve valuable forest and agricultural land.

TOWN CENTER

Review Criteria 10.2.630.A: The text amendment is consistent with the relevant goals and policies of the Forest Grove Comprehensive Plan.

Community Sustainability Goals

Goal 6: Foster excellence in the design of public and private development projects to minimize environmental impacts, maximize financial efficiency, optimize social equity and benefits, and improve public health.

Goal 7: Promote interconnected land uses that encourage diverse, accessible, and proximate land uses that promote active living and access to vital services including employment, education, and healthy food.

Goal 8: Create complete neighborhoods, through land use regulations, with housing, recreational opportunities, retail, services and employment nearby.

Finding: Town Center zones in the Development Code allow for residential development to occur in an area generally considered to be an existing complete neighborhood, with access to retail, services, transit, etc. The proposed amendments to the Town Center zones would increase the maximum residential density from 20.23 to 40 dwelling units per acre allowed outright, and to 100 dwelling units per acre with density bonuses. The increase in residential capacity will allow for more residents to live in the Town Center where they will be able to access existing neighborhood amenities and transit. The proposed density incentives promote and reward excellence in design and maximize social equity by encouraging affordable housing.

Housing Goals and Policies

Goal 2: Provide incentives for increased residential development densities within the Forest Grove Town Center

Policy 2.1 Establish incentive programs to leverage local resources with private investments. Incentive may take the form of direct financial participation (grants or loans), or indirect participation such as land write-downs.

Policy 2.3 Amend Development Code standards to increase maximum development densities within the Forest Grove Town Center, identified high capacity transit station areas, and mixed-use target areas along the Pacific Avenue commercial corridor.

Finding: Town Center zones in the Development Code currently allow for residential development to occur as part of mixed use developments. Proposed amendments to the Development Code would increase the allowed maximum floor area ratio (FAR) and residential density in Town Center zones. FAR would increase from 3:1 to 4:1, while the outright allowed residential density would increase from 20.28 to 40 dwellings units per acre. In addition, the maximum residential density can be increased above the proposed outright allowed amount, up to 100 dwelling units per acre, through density incentives. The proposed residential density incentive is intended to allow significantly higher densities, while ensuring that livability is preserved and sustainability is encouraged, by allowing developments to include affordable housing and building amenities that exceed minimum design standards.

Goal 5: Develop and implement standards for sustainable neighborhood development.

Policy 5.1 Encourage the use of Leadership in Energy and Environmental Design (LEED) development practices in subdivisions and residential structures.

Policy 5.2 Encourage the use of energy efficient building materials and practices in the design, construction, and remodeling of housing.

Finding: As noted above, the proposed amendment to the Forest Grove Development Code includes incentives to increase the residential density beyond the maximum allowed outright amount. Density incentives are organized by amenity categories and are heavily focused on sustainable building designs including LEED certification. Notable amenities oriented toward sustainable building designs include: Energy Efficiency, “Green” Materials, Low Impact Design, Residential Gardening, Rooftop Garden or Eco-Roof, Public Plaza/Outdoor Patio/Seating Area, and LEED Certification.

Economic Development Goals & Policies

Goal 5: Promote Retail Activities

Policy 5.3 Promote opportunities for mixed-use development, including retail, near major transportation intersections (nodes) within the City including the Forest Grove Town Center.

Policy 5.4 Adopt development standards to encourage the creation of commercial areas at a scale proportionate for meeting the daily needs of nearby residents.

Finding: The Town Center designations currently allow mixed use developments to occur. The proposed amendments to the Town Center designations will continue to allow mixed use

development to occur and encourage it by increasing the allowed outright minimum residential density and by adding residential density bonus incentives. All development within the Town Center will continue to be subject to the design review process provided in Article 2 and standards provided in Article 8 to ensure commercial and mixed use areas develop a scale proportionate to the residents' needs. Proposed amendments to Article 8 are primarily focused on minor edits for consistency with proposed Town Center and NMU zone amendments. In addition, the City will have the capacity to limit residential density incentives based on the availability of public service, traffic impacts, and compatibility with adjacent single-family residential zoning districts.

Goal 7: Promote the Forest Grove Town Center as the Focal Point of the Community

Policy 7.10 Amend development standards to increase minimum development densities in the Town Center to improve the economic investment climate for residential construction and encourage a variety of housing types.

Finding: The proposed amendments will decrease the minimum floor area ratio (FAR) standard from 0.75:1 to 0.5:1 in limited areas of the Town Center by consolidating TCT and TCS designations. Minimum requirements for building height, residential densities, and setbacks will remain the same. However, the economic investment climate will be improved with the proposed amendments by increasing the maximum allowed residential density and allowing residential density to increase further through density bonus incentives in all Town Center zones.

Urbanization Goals & Policies

Goal 4: Implement policies to create complete neighborhoods in areas undergoing urbanization

Policy 10 The City of Forest Grove will continue to promote the efficient use of land within the Forest Grove Town Center and any areas designated as transit station communities on the Forest Grove Comprehensive Plan land use map.

Finding: The proposed amendments will increase the maximum allowed FAR and residential densities in the Town Center zones and the maximum allowed residential densities in the Commercial Corridor. This will enable development to occur at higher densities, which can take advantage of existing public services and promote the use of transit.

Transportation Goals & Policies

Goal 6: Establish and maintain a context sensitive set of transportation design and development regulations

Policy 6.3 Require developers to include pedestrian, bicycle, and transit-supportive improvements within proposed developments and to adjacent right-of-way in accordance with adopted policies and standards.

Finding: As described in Exhibit C (Transportation Analysis), the proposed intensities and densities allowed by the proposed Town Center text amendments are consistent with the City’s adopted Transportation System Plan. The proposed increase in density is intended to allow for transit-supportive densities within the Town Center. In addition, bicycle parking and public plazas are proposed as potential amenities that would qualify for a density incentive.

Review Criteria 10.2.630.B: *The text amendment is consistent with relevant statewide and regional planning goals, programs and rules.*

Regional Planning Goals

Metro Regional Framework Plan

Introduction: *It is the policy of the Metro Council to exercise its powers to achieve the following six outcomes, characteristics of a successful region:*

1. People live, work and play in vibrant communities where their everyday needs are easily accessible....

Finding: The proposed amendments to expand the Town Center and increase the residential densities in the Town Center and Commercial Corridor will encourage higher-density, mixed use redevelopment to occur. Redevelopment in the Town Center and Commercial Corridor will provide walkable access to a mix of existing complete neighborhood amenities and reduce the need for single-occupancy automotive trips.

Policy 1.1 Compact Urban Form

1.1.3 Facilitate infill and re-development, particularly within Centers, Corridors, Station Communities, Main Streets and Employment Areas, to use land and urban services efficiently, to support public transit, to promote successful, walkable communities and to create equitable and vibrant communities.

1.1.7. Promote excellence in community design.

Finding: The proposed amendments to expand the Town Center and increase the residential densities in the Town Center and Commercial Corridor will encourage higher-density, mixed use redevelopment to occur within a center and a corridor. Redevelopment in the Town Center and

Commercial Corridor will support access to public transit and locate additional residents within walking distance to a wide range of commercial, civic uses, and transit.

Policy 1.3 Housing Choices and Opportunities

Finding: The proposed amendments to expand the Town Center and increase the residential densities in the Town Center and Commercial Corridor will allow for a variety of multi-family development to occur. The residential density incentives will also encourage multi-family development to incorporate affordable housing and/or sustainable building design.

1.10 Urban Design

1.10.1 Support the identity and functioning of communities in the region through:

c. Ensuring that incentives and regulations guiding the development and redevelopment of the urban area promote a settlement pattern that:

v) Includes concentrated, high-density, mixed-use urban centers developed in relation to the region's transit system.

Finding: The proposed amendments to expand the Town Center and increase the residential densities in the Town Center and Commercial Corridor will encourage higher density development within the mixed use urban center in proximity to transit service.

Metro Urban Growth Management Functional Plan

Title 1: Housing Capacity

Title 6: Centers, Corridors, Station Communities, and Main Streets

Finding: The proposed increases in residential density will allow the development within the Town Center at appropriate transit-supportive densities, helping ensure that the City meets its regional housing target.

Statewide Planning Goals

Goal 1, Citizen Involvement – To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process.

Finding: As described above, an extensive public outreach program was conducted as a part of this project including: community events, public hearings, and stakeholder interviews. These allowed for citizen involvement, throughout the course of developing the proposed amendments.

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.

Finding: The proposed amendments to consolidate the Town Center zones, increase outright residential density, and add residential density bonus incentives will promote economic development by reducing the complexity of Town Center zoning designations and increasing the residential capacity of areas with the most immediate access to existing services.

Current standards and regulations for Town Center Transition and Town Center Support designations are almost identical. Zoning boundaries for these designations are not uniformly distributed across individual blocks increasing the complexity of applying the development code. The proposed amendments to the development code will consolidate the Town Center Support with the Town Center Transition designation, allowing for the development code to be applied to developments more uniformly while still achieving Forest Grove Town Center goals.

The Town Center and Civic Corridor contains the majority of commercial services within Forest Grove. Increasing the maximum allowed residential density and adding residential density bonus incentives will contribute to the creation of complete neighborhoods in these areas by allowing Forest Grove’s growing population to locate nearby existing commercial services. Allowing Forest Grove’s growing population to locate in these areas will help existing and new businesses to grow.

Goal 10, Housing – To provide for the housing needs of citizens of the state.

Finding: The proposed amendments to increase the maximum allowed residential density in the Town Center and Civic Corridor and the addition of residential density bonus incentives to the Town Center will create additional opportunities and incentives for multi-family housing to be developed.

The increase in the maximum allowed residential density will create additional opportunities for a variety of multi-family housing to be developed at a range of densities.

The residential density bonus provide two tiers of incentives which allow flexibility and incentives for new housing development beyond the base residential density to high quality design and sustainability and/or affordable housing. The first tier of incentives encourage the use project amenities, such as sustainable building design or public plazas. The second tier of incentives encourage the development of affordable housing, where 20% are set aside for qualified residents.

Goal 12, Transportation – To provide and encourage a safe, convenient and economic transportation system.

Finding: As described in Exhibit C (Transportation Analysis), the proposed intensities and densities allowed by the proposed Town Center text amendments are consistent with the City’s adopted Transportation System Plan.

Goal 14, Urbanization – To provide for an orderly and efficient transition from rural to urban land use, to accommodate urban population and urban employment inside urban growth boundaries, to ensure efficient use of land, and to provide for livable communities.

Finding: As noted above, the proposed amendments to the Town Center and Civic Corridor designations will allow a variety of additional housing to be built within Forest Grove’s Urban Growth Boundary (UGB) to meet the City’s housing needs as population growth occurs over the next 20 years. The additional capacity to supply housing within the UGB, where City services and amenities are best provided, will help decrease the demand for housing outside of the UGB in more rural areas, and help preserve valuable forest and agricultural land.

FINDINGS - MAP AMENDMENTS (SUBJECT TO 10.2.750 – 10.2.770)

MIXED USE AREAS

Review Criteria 10.2.770.A: *The zone change is consistent with the Comprehensive Plan Map. When the Comprehensive Plan has more than one implementing zone as shown on the Correspondence Table in Article 3, it must be shown that the proposed zone is the most appropriate, taking into consideration the purposes of each zone and the zoning pattern of surrounding land.*

Finding: The recommended zoning designation for the three mixed use areas is consistent with the Comprehensive Plan Map, as amended in Ordinance No. 2014-02. However, only a portion of the David Hill site is proposed to be rezoned at this time. The area proposed to be rezoned consistent with the Comprehensive Plan Map is at the northwest corner of David Hill Road and Thatcher Road. This area has a gross size of approximately 8.5 acres with approximately one-third (2.9 acres) developable. The remaining area (approximately 20.6 gross acres) currently shown as Mixed Use on the Comprehensive Plan map north of David Hill Road will be addressed further as part of the Westside Planning Project. This area will likely be recommended for rezoning to Single Family Residential (R-10). Parallel amendments to include the NMU designation in the Forest Grove Development Code are currently proposed (see Text Amendments above), which would allow for a mix of housing types and commercial uses.



Review Criteria 10.2.770.B: The zone change is consistent with relevant goals and policies of the Comprehensive Plan, as identified by the Director.

Finding: The Comprehensive Plan describes the opportunity to create three mixed use areas as follows:

A potential opportunity site for commercial land is located west of Sunset Drive and south of Highway 47. This site, under single ownership is approximately 23.5 acres in gross land area. Other potential opportunity sites include the area near Watercrest Road and Thatcher Road and David Hill Road and Thatcher Road.

The proposed zone changes for the mixed use areas are consistent with the Comprehensive Plan since the zoning map amendments will affect only the areas identified above. Furthermore, the proposed zone changes for the mixed use areas are consistent with the location factor contained in the Comprehensive Plan which states:

Areas where a mixture of residential, office and retail uses are appropriate to create complete neighborhoods or provide needed services and housing.

The zoning map amendments are consistent with this location factor since all three mixed use areas are located outside of the Town Center and off the Pacific Avenue/19th Avenue commercial corridor in areas that are predominantly residential in character. For the reasons stated above, this criterion is met. In addition, the commercial development in the NMU zones will be limited to “Village Centers” which cannot comprise more than 50% of the buildable land within a mixed use planned development or three acres, whichever is greater. As a result of this standard, the largest “village center” would be at the Davidson Site (9.4 acres based on overall developable site area of 18.8 acres). This ensures the NMU zoning at Mixed Use Area 3 (Davidson Site) is consistent with the Comprehensive Plan location criteria that mixed use sites tend to be 10 acres in land area or less. The basis for this conclusion is the premise that mixed use commercial/residential area is the “village center”, and the “village center” is capped at 9.4 acres.

The NMU areas are also consistent with the Comprehensive Plan location factor that the NMU designation apply to areas where a mixture of residential, office, and retail uses are appropriate to create complete neighborhoods or provide needed service. Mixed use areas are in locations previously zoned for single family residential development. The Gales Creek mixed use area was previously designated as Commercial Planned Development on the Forest Grove Comprehensive Plan Map which promoted commercial development near residential areas. Zoning these areas

as NMU will promote the creation of complete neighborhoods where residents are able to find goods and services in close proximity.

As provided for in the findings in the Text Amendment section above, the proposed map amendment is consistent with the Forest Grove Comprehensive Plan's goals and policies for housing, economic development, urbanization, and transportation.

Review Criteria 10.2.770.C: The site is suitable for the proposed zone and there is a lack of appropriately designated alternative sites within the vicinity. The size of the vicinity will be determined on a case-by-case basis since the impacts of a proposed zone and its potential uses vary. The factors to be considered in determining suitability are parcel size and location.

Finding: The Forest Grove Comprehensive Plan created a new Mixed Use plan designation to provide for a variety of retail and office uses near residential neighborhoods. The Comprehensive Plan states the Mixed Use plan designation is established to provide for a variety of retail and office uses near residential neighborhoods. Such limited commercial zones should be located on or bounded by arterial and collector streets to create nodes or concentrations of activity. The location of these new plan designations, as seen in the Forest Grove Comprehensive Plan Map, are located on or bounded by arterial and collector streets and adjacent to residential areas, so as to create nodes or concentrations of activity. The proposed zoning map amendments implement the adopted Comprehensive Plan designation and are consistent the requirement that the proposed zone change be considered based on parcel suitability and location. Therefore, this criterion is met.

Review Criteria 10.2.770.D: The zone change is consistent with the adopted Transportation System Plan. Development allowed by the zone change will not substantially impact the functional classification or operation of transportation facilities, or reduce the level of service of transportation facilities below the minimum acceptable level identified in the Transportation System Plan. To ensure proper review and mitigation, a traffic impact study may be required for the proposed zone change if it may impact transportation facilities.

Finding: The proposed amendments to the Forest Grove Zoning Map are consistent with the Forest Grove Comprehensive Plan Map, which informed the Forest Grove Transportation System Plan's assessment of future transportation needs. The future transportation needs assessment was based on the Preferred Land Use Alternative, and reflects changes to the City's existing Comprehensive Land Use Plan to encourage more nodal mixed use development. A Transportation Analysis was prepared and is attached as Exhibit C. As noted in this analysis, the proposed map amendments are not expected to substantially impact transportation facilities below the minimum acceptable levels identified in the City's adopted Transportation System

Plan. Based on the transportation analysis completed for the updated Comprehensive Plan Map which included mixed use areas the proposed zoning amendment this criterion is met.

Review Criteria 10.2.770.E: Public facilities and services for water supply, sanitary waste disposal, stormwater disposal, and police and fire protection are capable of supporting the uses allowed by the zone. Adequacy of services is based on the projected service demands of the site and the ability of the public services to accommodate those demands.

Finding: The three mixed use areas range from vacant to partially developed with a related range of available facilities and services. Availability, need, and necessary improvements to facilities and services will be determined as new development occurs and is evaluated through the Mixed Use Planned Development process. The applicant will be responsible for providing all services necessary for the functionality of the MUPD. Facilities such as streets, water supply facilities, sanitary sewers, and storm water detention facilities must be dedicated to the public if they are to provide service to any property not included in the MUPD. Mixed Use Area 1 (David Hill) is primarily vacant and will require new facilities and services as development occurs. Mixed Use Area 2 (CPD Area) is currently a mix of residential and commercial uses in a developed area and will likely not need new facilities and services. Mixed Use Area 3 (Davidson Site) is developed as a residential use and has been historically utilized as a farm use.

Existing Services (Water): Water lines are present adjacent to all three mixed use areas. Development of the mixed use areas is subject to the requirements of Development Code Article 8: Public Improvements. Future improvements to the water system necessary to serve development are identified in the Forest Grove Water Master Plan. The City’s Water System Plan shows the City has sufficient capacity to serve future development in the mixed use areas.

Existing Services (Sanitary Sewer):

Mixed Use Area 1 (David Hill): An existing 8” PVC sanitary sewer line is located within the David Hill Right of Way west of Thatcher Road. **David Hill Road/Thatcher Road:** The City’s Waste Water Master Plan shows a proposed 12 inch sanitary sewer trunk line within the David Hill Road right-of-way west of Thatcher Road. This line when installed will serve the David Hill Road/Thatcher Road mixed use area.

Mixed Use Area 2 (CPD Area): A 12 inch corrugated steel pipe is located adjacent to the mixed use area within the Thatcher Road right-of-way.

Mixed Use Area 3 (Davidson Site): A 10 inch PVC sanitary sewer line is adjacent to the Davidson Site within the Sunset Drive right-of-way. An 8 inch PVC line also exists across Hwy 47 to a manhole at the Davidson Site from the 36” Clean Water Services trunk line

north/east of Hwy. 47. The City’s Waste Water Master Plan shows a future extension of the 8” line into the Davidson site to serve future development.

Existing Services (Storm Sewer):

Mixed Use Area 1 (David Hill): This area is not currently served with storm water piping. The City’s Storm Drainage Master Plan shows a capital improvement project for stream restoration within the mixed use area. The Master Plan also shows future piping improvements along Thatcher Road.

Mixed Use Area 2 (CPD Area): An existing 12 inch storm line is present along the north side of Gales Creek Road adjacent to the mixed use area. A storm line is also present along the east side of Thatcher Road This line runs for a distance of approximately 150 feet from the Gales Creek Road/Thatcher Road intersection.

Mixed use Area 3 (Davidson Site): A 30 inch corrugated steel pipe exists along the west side of Sunset Drive. There are five storm inlets along the west side of Sunset Drive adjacent to the Davidson Site. Storm water is conveyed from the inlet to the storm pipe west of Sunset Drive. In addition to the storm pipe, a storm water swale and storm pond exist south of the Davidson Site approximately 730 feet east of Sunset Drive providing additional opportunity to accommodate drainage.

With future improvements shown in the Storm Drainage Master Plan and improvements required for development approval the City will have the ability to serve the mixed use areas.

The three mixed use areas are within the Forest Grove city limits. As such, the City will provide police and fire protection necessary to serve future development. Service needs are assessed though the annual budget process.

Review Criteria 10.2.770.A: The establishment of a zone district is not subject to the meeting of conditions.

Finding: No conditions are proposed.

TOWN CENTER/CIVIC CORRIDOR

Review Criteria 10.2.770. A: The zone change is consistent with the Comprehensive Plan Map. When the Comprehensive Plan has more than one implementing zone as shown on the Correspondence Table in Article 3, it must be shown that the proposed zone is the most appropriate, taking into consideration the purposes of each zone and the zoning pattern of surrounding land.

Finding: As described above, the proposed amendments consolidate the Town Center Support (TCS) zone into the Town Center Transition (TCT) zone. This change requires that all land currently zoned TCS be rezoned to TCT. In addition, the Town Center Expansion area, which is currently zoned Community Commercial (CC), is proposed to be rezoned to TCT. The transition from CC to TCT will encourage more urbanized development to occur by restricting new auto-oriented development, reducing landscape requirements, applying “urban” design standards, and allowing residential uses in mixed use or stand-alone development. **Of the Town Center zones, TCT is the most appropriate for this area given its location adjacent to the Town Center Core and its function as a transition area between Core and adjacent residential areas.**

Review Criteria 10.2.770. B: The zone change is consistent with relevant goals and policies of the Comprehensive Plan, as identified by the Director.

Finding: As provided for in the findings in the Text Amendment section above, the proposed map amendments are consistent with the Forest Grove Comprehensive Plan’s goals and policies for housing, economic development, urbanization, and transportation. This is reinforced by the fact that the proposed zone changes implement the 2014 Forest Grove Comprehensive Plan.

Review Criteria 10.2.770. C: The site is suitable for the proposed zone and there is a lack of appropriately designated alternative sites within the vicinity. The size of the vicinity will be determined on a case-by-case basis since the impacts of a proposed zone and its potential uses vary. The factors to be considered in determining suitability are parcel size and location.

Finding: The update to the Forest Grove Comprehensive Plan, completed in 2014, included consideration of site suitability for the proposed zoning classifications necessary to implement the Comprehensive Plan. Since the proposed zone changes simply implement the Comprehensive Plan the sites are determined to be suitable and consistent with this review criterion. Given that both TCS and TCT are Town Center zones and allow a very similar mix of uses, land which is currently suitable for TCS should be suitable for TCT. With the Town Center Expansion area, the transition from CC to TCT will encourage more urbanized development to occur by restricting new auto-oriented development, reducing landscape requirements, applying “urban” design standards, and allowing residential uses in mixed use or stand-alone development. In order to avoid making some existing uses non-conforming, exceptions are proposed within the TCT zone to allow for the continuation of those uses.

Review Criteria 10.2.770. D: The zone change is consistent with the adopted Transportation System Plan. Development allowed by the zone change will not substantially impact the functional classification or operation of transportation facilities, or reduce the level of service of transportation facilities below the minimum acceptable level identified in the Transportation

System Plan. To ensure proper review and mitigation, a traffic impact study may be required for the proposed zone change if it may impact transportation facilities.

Finding: The proposed amendment to the Forest Grove Zoning Map would be consistent with the Forest Grove Comprehensive Plan Map, which informed the Forest Grove Transportation System Plan’s assessment of future transportation needs. The future transportation needs assessment was based on the Preferred Land Use Alternative and reflects changes to the City’s existing Comprehensive Land Use Plan to encourage more nodal mixed use development. A Transportation Analysis was prepared and is attached as Exhibit C. As noted in this analysis, the proposed map amendments are not expected to substantially impact transportation facilities below the minimum acceptable levels identified in the City’s adopted Transportation System Plan. The City’s minimum acceptable level of service is LOS D.

Review Criteria 10.2.770. E: Public facilities and services for water supply, sanitary waste disposal, stormwater disposal, and police and fire protection are capable of supporting the uses allowed by the zone. Adequacy of services is based on the projected service demands of the site and the ability of the public services to accommodate those demands.

Finding: The proposed amendments to consolidate the Town Center Support with Town Center Transition zones and to expand the Town Center boundary to the east will occur in a developed area, currently provided with public facilities and services. The distinction between Town Center Support and Town Center transition is minor. The proposed change will not affect demand for public services currently planned for as reflected in the Comprehensive Plan. Service demand related to changing the zoning in the Town Center Expansion area from Community Commercial to Town Center Transition was considered during the Comprehensive Plan update. The Forest Grove Water Master Plan Updated (2010) indicates Forest Grove has a sufficient water supply for meeting service needs for at least the next twenty years. The Forest Grove Sanitary Sewer Master Plan update (2007) identifies a capital improvement project in the Town Center and Town Center Expansion areas. This project will increase the 8-inch and 10-inch diameter lines along 19th Avenue from Birch Street to A Street to the B Street pump station. This improvement will improve the City’s ability to serve development promoted by the proposed zone changes. The Forest Grove Storm Drainage Master Plan (2007) does not indicate a need for general storm drainage improvements in the areas affected by the zone changes. Necessary improvements meeting Clean Water Services and City standards resulting from individual development projects will be identified as part of the development review process. Projected service demands to Police and Fire resulting from the proposed zone changes, if any, will be addressed through the annual City budgeting process.



Review Criteria 10.2.770. F: The establishment of a zone district is not subject to the meeting of conditions.

Finding: No conditions are proposed

EXHIBITS

Exhibit A – Proposed Development Code Amendments

Exhibit B – Proposed Design Guideline Amendments

Exhibit C – Transportation Memo