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FOREST GROVE PLANNING COMMISSION MEETING

COMMUNITY AUDITORIUM, 1915 MAIN STREET

MONDAY, DECEMBER 16, 2013 -- 7:00 P.M.

PLANNING COMMISSION

Tom Beck, Chair

Lisa Nakajima, Vice Chair	**Al Miller**
Carolyn Hymes	**Luann Arnott**
Dale Smith	**Phil Ruder**

The Planning Commission welcomes your attendance and participation. If you wish to speak on an agenda item, please feel free to do so. However, in fairness to others, we respectively ask that you observe the following:

* Please follow sign-in procedures on the table by the entrance to the auditorium.
* Please state your name and address clearly for the record.
* Groups or organizations are asked to designate one speaker in the interest of time and to avoid repetition.
* When more than one citizen is heard on any matter, please keep your comments to five minutes and avoid repetition in your remarks. Careful attention to the previous speaker's points will help in this regard.
* The Planning Commission carefully considers all the facts before a decision is made. Brief statements are most helpful in reaching a decision based on sound judgment.

Planning Commission meetings are electronically recorded and are handicap accessible. Assistive Listening Devices (ALD) or qualified sign language interpreters are available for persons with impaired hearing or speech. For any special accommodations, please contact the City Recorder at 503.992.3235, at least 48 hours prior to the meeting.

AGENDA

(1.) Roll Call

(2.) Public Meeting

1. Public Comment Period for Non-Agenda Items
2. **Public Hearing:**

   Approving comprehensive plan/periodic review work products, Metro household and employment growth projections, background chapter of the Comprehensive Plan, final preferred land use concept map, Transportation System Plan update, and forwarding all work products to the Oregon Department of Land Conservation & Development for acknowledgement.
3. Action Item: None Scheduled
4. Work Session Items:

(3) Business Meeting

1. Approval of Minutes
2. Reports from Commissioners/Subcommittees
3. Director's Report
4. Announce next meeting
5. Adjourn

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COMPREHENSIVE PLAN UPDATE/PERIODIC REVIEW
TRANSPORTATION SYSTEM PLAN UPDATE
STAFF REPORT AND RECOMMENDATION

REPORT DATE: December 9, 2013

HEARING DATE: December 16, 2013

REQUEST: Final Planning Commission recommendation to City Council:

1. Approving comprehensive plan/periodic review work products;
2. Accepting the Metro household and employment growth projections;
3. Accepting the background chapter of the Comprehensive Plan;
4. Approving the final preferred land use concept map;
5. Approving the Transportation System Plan update; and
6. Forwarding all work products to the Oregon Department of Land Conservation and Development for acknowledgement.

FILE NUMBER: CPA-13-01369

APPLICABLE STANDARDS AND CRITERIA:
Consistency with Comprehensive Plan Policies
Compliance with State Planning Goals
Compliance with Metro Regional Framework Plan
Compliance with Metro Functional Plan Requirements

REVIEWING STAFF:
Daniel Riordan, Senior Planner
Jon Holan, Community Development Director

RECOMMENDATION: Staff recommends the Planning Commission:

1. Approve the amended work products prepared for the Comprehensive Plan update and Transportation System Plan reviewed by the Planning Commission

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on November 4, 2013, November 18, 2013, December 2, 2013 and December 16, 2013;

2. Accept the coordinate household and employment growth projections issued by Metro in September 2013 that serve as the basis for the City's point population estimate for the Year 2030;

3. Accept the Background chapter for the Comprehensive Plan including the 2011 land use map and Metro growth projections;

4. Approve the final preferred land use concept;

5. Approve the Transportation System Plan as revised by the Planning Commission; and

6. Recommend the City Council forward the revised Comprehensive Plan and Transportation System Plan update work products to the Oregon Department of Land Conservation and Development for review and acknowledgement.

BACKGROUND

This report addresses outstanding matters related to the updates of the Forest Grove Comprehensive Plan and Transportation System Plan for consideration during the public hearing on December 16, 2013. The December 16, 2013 is the last of four scheduled public hearings pertaining to adoption of the Comprehensive Plan and Transportation System Plan update. The final public hearing will address the following issues:

1. Final Planning Commission approval of the work products prepared for the Comprehensive Plan and Transportation System Plan updates. The work products include the text of the various chapters of the Comprehensive Plan, the Comprehensive Plan land use map changes, the text of the Transportation System Plan including performance measures and financially constrained project list, and Transportation System Plan maps including the updated functional classification map, preferred roadway map and transit route map.

2. Review and approval of the Background Chapter prepared for the Comprehensive Plan update including the household and employment growth projections released by Metro in September 2012. The projections serve as the basis for the point population estimate for the Comprehensive Plan planning horizon year of 2030; and

3. Final Planning Commission decision on the preferred land use concept (Comprehensive Plan Map) based on the public comment received to date. Five alternatives are shown in this report for the land use concept based on the public feedback received during the public hearing process.

Each of the items identified above are explained in following sections of this report.

FINAL PLANNING COMMISSION APPROVAL OF WORK PRODUCTS

The Planning Commission reviewed various work products prepared for the update of the Comprehensive Plan and Transportation System Plan on November 4, 2013, November 18, 2013, and December 2, 2013. Public testimony was received on the proposed land use map and Transportation System Plan during the public hearing process. The Planning Commission also engaged in considerable discussion regarding the draft work products and suggested several edits and changes. *Attachment A* provides a bullet-point overview of the edits and changes to the work products suggested by the Planning Commission. A general summary of the proposed edits and changes is provided below.

Transportation System Plan

The Transportation System Plan establishes the policy direction for needed transportation improvements over the next twenty-years. Under state law, the Transportation System Plan is considered to be a part of the Comprehensive Plan. The 2014 update to the TSP is foremost a technical update incorporating impacts from changes to the Comprehensive Plan land use map and requirements adopted as part of adoption of the Regional Transportation Plan and Regional Transportation Functional Plan in 2010.

Comments regarding the 2014 TSP were received from Gales Creek Development LLC, Mark and Tripti Kenzer, and the Oregon Department of Transportation. The comments received and staff responses are provided below.

Gales Creek Development LLC

Issue: Designation of 19th Avenue as a collector road

Comments from Gales Creek Development LLC focused on the proposed extension to 19th Avenue from D Street to Ritchey Road. The 2010 TSP identifies 19th Avenue as a collector street in this area of the City. Gales Creek Development LLC opposes the designation of 19th Avenue as a collector street for several reasons. These reasons include:

- Potential impacts on future development and efficient site design/lot layout;
- Proximity of the proposed 19th Avenue extension to Pacific Avenue which is designated as a collector street on the Washington County TSP between E Street and Ritchey Road, and assessment of traffic circulation in the area. It should be noted that Pacific Avenue between E Street and Ritchey Road is undesignated in the Forest Grove Transportation System Plan; and

- Assessment of traffic circulation within the subject area indicating lack of need for another road near Pacific Avenue.

Staff Response: Staff understands the 2010/2011 TSP shows the future extension of 19th Avenue west of E Street to Ritchey Road as a collector street. This designation was carried forward by staff as part of the 2014 update to the TSP currently under review by the Planning Commission. Subsequent to preparation of the TSP draft a revised proposal for development of the Gales Creek Terrace south of Pacific Avenue and west of D Street surfaced. The developer has expressed interest in moving forward with a development proposal and has begun acquiring additional property for development west of the original Gales Creek Terrace site. The developer expressed concern to staff about the extension of 19th Avenue being designated as a collector street. This concern was also expressed at the Planning Commission public hearing on the TSP. To address the concern, the developer provided testimony the Planning Commission recommending that 19th Avenue be classified as a local street rather than as a collector for the reasons stated above.

Although 19th Avenue is designated in the 2010/2011 as a collector street it would serve a similar function to Pacific Avenue which is currently designated as a collector street in the Washington County TSP. Pacific Avenue is undesignated in the Forest TSP.

Pacific Avenue is also located approximately 700 to 800 feet north of where the extension on 19th Avenue would be likely be constructed through the Gales Creek development area. The generally accepted standard for collector street spacing as reflected in the Metro Regional Transportation Functional Plan suggests collectors should be spaced at ½ mile (approximately 2,600 foot) intervals. Two collector streets located within 700 feet of each other is not consistent with typical collector street spacing standards. As such the Planning Commission should decide whether to retain the collector street designation for the extension of 19th Avenue or make the Forest Grove TSP consistent with the county plan and designate Pacific Avenue as the collector in this area.

To assess circulation patterns in the Gales Creek Terrace area, the developer, Gales Creek Development, LLC, prepared a qualitative assessment of traffic circulation patterns comparing 19th Avenue with Pacific Avenue. This assessment is attached for review (Attachment B).

The assessment suggests that Pacific Avenue would provide the most direct traffic circulation pattern in area. This is especially true for persons travelling though the western-Forest Grove area driving to destinations located to the north of Pacific Avenue once the extension to Strasburg Drive is constructed as shown in the TSP. In addition, Pacific Avenue would provide direct access to the couplet once the E Street connection from Pacific Avenue to 19th Avenue is constructed. Designating Pacific Avenue as a collector road and primary traffic circulation route in the area would reduce out of direction travel making circulation more efficient in the area. In addition, Pacific

Avenue serves as the connection with traffic to and from the unincorporated areas including the nurseries located on Ritchey Road.

Since Pacific Avenue provides the most efficient travel route for vehicles through the area and given the Pacific Avenue is located only feet from the future extension of 19th Avenue staff recommends designating 19th Avenue west of E Street as a local road in the TSP and designating Pacific Avenue as a collector street consistent with the Washington County Transportation System Plan.

Issue: Concerns about designating Pacific Avenue as a collector street

During the Planning Commission deliberations a concern was expressed by a Commission member regarding designating Pacific Avenue as a collector road due to the presence of Tom McCall Upper Elementary School. To respond to this concern staff reviewed the road classifications for streets serving schools within Forest Grove. The findings from the review are provided below.

Staff Response: The table below shows individual schools, streets and street classification for the roads serving the schools. The table shows that *all* schools in Forest Grove are located on either a collector or arterial street. This makes sense since schools attract traffic and locating schools on collector streets reduces traffic on local streets.

School	Street	TSP Classification
Forest Grove High School	Brooke Street	Collector
Forest Grove High School	David Hill Road	Arterial
Harvey Clarke Elementary	B Street	Collector
Joseph Gale Elementary	Maple Street	Collector
Neil Armstrong Middle	Mountain View Lane	Collector
Forest Grove Community	Pacific Avenue	Arterial
Fern Hill Elementary	Heather Street	Collector
Tom McCall Elementary	Pacific Avenue	Collector (County TSP)

As the table above shows designating Pacific Avenue as a collector road is not unreasonable even with the presence of Tom McCall Middle School. Designating Pacific Avenue as the collector also recognizes that Pacific Avenue already functions as a collector.

Correspondence from Kenzer (Property Owner)

Issue: Proposed Re-designation of property located south of Pacific Avenue and west of D Street.

Staff response: Mark and Tripti Kenzer own property located south of Pacific Avenue between Ritchey Road and D Street (Tax Lots 1S4010000401 and 500). The Kenzer's

submitted a letter, dated December 2, 2013, opposing the re-designation of their property from Multifamily High Density (RMH) to Multifamily Low Density (RML). The letter is attached to this report (Attachment D). The Kenzer's letter is consistent with testimony provided by Gales Creek Terrace LLC with respect to changing the zoning designations south of Pacific Avenue.

This report describes several alternative land use scenarios for the area south of Pacific Avenue that could address the Kenzer's desire to retain the RMH designation on their property and the Planning Commission's desire to provide a transition from higher density near D Street to lower density development near Ritchey Road (Attachment E).

The Kenzer's also submitted a letter opposing the designation of the 19th Avenue extension as a collector street (Attachment F). The Kenzer's cite the presence of Pacific Avenue which is designated as collector (in the Washington County) TSP. For the reasons stated above staff recommends designation Pacific Avenue as the collector and the 19th Avenue extension as a local street.

Oregon Department of Transportation

Issue: Oregon Department of Transportation Comments on TSP update

As presented at the public hearing on December 2nd, the Oregon Department of Transportation submitted comments regarding the Transportation System Plan (Attachment G). The Oregon Department of Transportation recommended:

- Identifying the southern leg of Highway 47 as future TPR study area which allows for further assessment of mobility and safety improvements along Highway 47 especially at existing intersections including Maple/Fern Hill. Elm and B Street);

- Editing Table 10-3 (Financially Constrained Project List) to delete the funder column and to add wording reinforcing that ODOT is not obligated to provide funding for specific projects on Table 10-3;

- Sort Table 10-3 by project timing;

- Delete references to new traffic signals at intersections along Highway 47and revise the project description to reflect safety and mobility improvements rather signal improvements specifically;

- Edit the TSP document to remove references to "preferred land use concept" since the reference is not necessary given the preferred land use concept adopted by the City will become the assumed land use plan for the TSP. ODOT suggested adding an appendix to describe the process and results of the analysis supporting the preferred land use concept.

Staff Response: Staff agrees with the ODOT suggestions except removing references to signal improvements at problem intersections on Highway 47 since signal improvements address public concerns regarding safety at the intersections especially pedestrian safety.

Planning Commission Comments

Issue: Proposed Collector Street from Fern Hill Road to Poplar Street

Staff Response: As part of the Planning Commission deliberations it was recommended that the proposed collector street from Fern Hill Road to Poplar Street be removed from the TSP project list and project maps. The rational for this change is the project is no longer needed or appropriate give recent development improvements at the Fern Hill wetlands site. Staff agrees with this recommendation.

Comprehensive Plan Map

Issue: Preferred Land Use Concept

The Planning Commission is considering several changes to the proposed Comprehensive Plan map. These changes include:

- Removing or retaining the Mixed-Use designation along Hwy. 47 between Hartford Drive and David Hill Road;
- Designating Post Office site from Institutional to Town Center Support;
- Designating Friends of Historic Forest Grove property in Taylor Way area from General Industrial to Institutional; and
- The Planning Commission is also considering possible changes to land use designations south of Pacific Avenue and west of E Street. The Planning Commission has not made a recommendation on these changes at this time.

Staff Response: Staff supports changing the designation of the Post Office site from Institutional to Town Center Support. Staff also supports changing the designation of the Friends of Historic Forest Grove property in the Taylor Way area from General Industrial to Institutional. Alternatives for addressing the proposed mixed-use area along Highway 47 between Hartford Drive and David Hill Road and the area south of Pacific Avenue and west of E Street is addressed elsewhere in the Preferred Land Use Concept section beginning on page 9.

School and Education Chapter

The Planning Commission made several suggestions regarding the School and Education Chapter. These suggestions included adding additional demographic

information for persons 15 years of age and younger and persons 65 years of age and older. The Planning Commission also identified the need to update the enrollment estimates for Pacific University to reflect the latest version of the Pacific University Master Plan. Finally, the Planning Commission recommended revising the map for the Pacific University campus to improve readability and to add Lincoln Park as a joint City of Forest Grove and Pacific University facility.

Public Facilities and Community Services

With respect to the Public Facilities and Community Services chapter the Planning Commission recommended adding an overview of the various City Boards and Commissions and the services they provide for the community.

Subsequent to Planning Commission review of the Public Facilities and Community Services element the Police Chief requested that a goal and policy be added related to the need for a new police station to service long term growth needs. Staff recommends the Planning Commission approve adding such a goal and policy.

The next section of this report provides an overview of the Background Chapter of the Comprehensive Plan including the growth projections for households and employment that serve as the basis for City's year 2030 population estimate. This work product is required by Periodic Review Work Program Task 8: Population Forecast and Coordination with Metro Element.

COMPREHENSIVE PLAN BACKGROUND CHAPTER

Overview of Background Chapter

The Background Chapter for the Comprehensive Plan (Attachment C) is intended to provide an introduction about the community and projections for future growth. The Background Chapter is divided into the following sections:

- Introduction;
- Overview of Significant Changes Since Last Plan Update;
- Plan Context;
- Predictability in Planning;
- Forest Grove's Context in the Region,
- Issues and Opportunities Addressed in the Plan;
- Planning Authority;
- Forest Grove Vision Statement;
- Metro Region 2040 Growth Concept; and
- Growth Projections

Growth Projections

The Background Chapter reflects trends affecting development within the Forest Grove area. The Background Chapter also includes the land use inventory updated in 2011 and growth projections prepared by Metro for household and employment. Under state law Metro has responsibility for preparing long term household and employment projections for the region. The regional growth estimates are allocated to cities based on available capacity and modeling using Metroscope and the regional transportation model. The growth projections are used for transportation planning and support the urban growth boundary decision considered by Metro every five years. The purpose of the urban growth boundary decision is to ensure a 20-year supply of land for household and employment needs.

Staff reviewed the building capacity assumptions used to develop the household and employment projections as well as the estimates. Metro accepted the City's input and made revisions. The growth projections are consistent with the build-out housing and employment estimates contained in the Economic Opportunity Analysis prepared by Johnson-Reid. Staff is comfortable with the final growth projections issued by Metro in September 2012.

Metro prepared growth projections for households and employment for 2025 and 2035. A 2030 household and employment estimate was derived from the 2025 and 2035 estimates. Population was determined based by applying the 2010 US Census estimate of 2.71 persons per household in Forest Grove.

Based on this information, it is expected that the population of Forest Grove will increase to about 28,000 persons by the Year 2030. This population will require approximately 2,500 housing units based on an average of 2.71 persons per dwelling unit. This equates to about 125 new units per year over the twenty-year planning period. This number of annual units is consistent with the typical number of building permits issued in Forest Grove during a calendar year.

The estimated residential development capacity within the urban growth boundary is approximately 4,850 dwelling units. This number of units could accommodate about 13,140 new residents for a build-out population in Forest Grove of about 33,200 persons.

PREFERRED LAND USE CONCEPT

The next section of this report summarizes land use alternative for Planning Commission consideration based on public comment received during the public hearing process. Considerable testimony has been received regarding proposed changes to the Comprehensive Land Use map. The majority of the testimony focused on the area south of Pacific Avenue between E Street and Ritchey Road. Testimony has also heard regarding the area adjacent to Highway 47 between Hartford Drive and David Hill Road. Analysis of both areas is provided below.

South of Pacific Area

The land use alternatives developed below for the South of Pacific Area are intended to respond to concerns from property owners regarding proposed land use designation in the area south of Pacific Avenue between B Street and Ritchey Road. In addition, the land use alternatives identified below are also intended to provide an order of magnitude indication of dwelling unit yield potential between alternatives.

Five land use alternatives have been prepared for Planning Commission consideration. Each land use alternative identifies the land area by plan designation and estimated dwelling unit yield for reference. In addition, these alternatives provide a basis for other possible permutations for consideration. Maps showing the land use alternatives are attached to this report as Attachment C.

Land Use Alternative 1 (Retain RMH)

Land Use Alternative 1 would retain the current Residential Multifamily High (RMH) designation as now shown on the Comprehensive Plan map. This area has been designated RMH since the Comprehensive Plan was adopted in 1980. This alternative would maximize development potential of the area.

The chart below shows the land area by Comprehensive Plan map designation. Net acreage shown below takes into account land set-aside for roads and environmental constraints. The land includes the Gales Creek Terrace development area, property adjacent to the north bordering Pacific Avenue and property to the west out to Ritchey Road.

Land Area

Map Designation	Gross Acres	Net Acres
RMH	36.2	23.2

Density Table

Designation	Minimum Density	Target Density	Maximum Density
RMH	16.22	20.28	23.32

The chart below provides an estimate of the total housing unit yield based on retaining the RMH designation. The unit yield calculations are based on net acreage and density table above.

Potential Development Yield – Alternative 1

DENSITY	*UNITS*
Minimum Density	376 units
Target Density	470 units
Maximum Density	541 units

Alternative 1 has several advantages. First, the RMH designation promotes higher density residential development near the Town Center. Additional housing units near the Town Center supports nearby businesses and transit services.

Alternative 1 also has several disadvantages. First, the RMH designation is not complementary of existing single family large lot development. Second, the RMH designation in this area is not consistent with the locational criteria for high density residential development as described in the Comprehensive Plan. Location criteria for high density residential development includes:

- Hazard free location suitable for heavy building;
- 10% or less slope;
- Location near major arterials with buffer strips;
- Convenient walking distance to open space, mass transit and community serving commercial area
- Availability of full urban services.

It can be argued that most the location criteria identified above can be met. The subject area is suitable for heavy building since it is not located in a constrained environmental area (flood plain, wetland or vegetative corridor). The area is relatively flat and urban services can be made available so this criterion can be met. Location near major arterial and convenient waking distance to mass transit and commercial area is more problematic for the reasons state next.

It is unclear from the text above whether the reference to major arterial street refers to any arterial street or a principal arterial street. It should be noted, the Forest Grove TSP does not have a *major arterial* street designation. Therefore, if the broadest interpretation is made that the reference above is to any arterial street, then only the area east of E Street and Pacific Avenue meets the criterion since E Street is an arterial street and Pacific Avenue east of E Street is an arterial street. This represents about ½ of the subject area. If the narrowest interpretation is used that the reference is to principal arterial none of the subject area meets this criterion.

With respect to convenient walking distance a rule of thumb is ¼ mile represents a convenient distance for walking to bus transit. Ritchey Road is located about ½ mile from B Street and Pacific Avenue which is the location of nearest transit stop in the area. Given this, about ½ of the subject area is beyond convenient walking distance to transit as well as the commercial core.

Land Use Alternative 2 (PC Reviewed Concept)

Land Use Alternative 2 is the original Planning Commission land use concept. The table below shows the acreage by map designation for this alternative

Land Acreage Estimates

Map Designation	Gross Acres	Net Acres
RMH	11.5	7.4
RML	6.5	4.2
R-7	18.2	11.6
Total	36.2	23.2

Density Table

Designation	Minimum Density	Target Density	Maximum Density
RMH	16.22	20.28	23.32
RML	9.60	12.00	13.80
R-7	4.98	6.22	7.15

Potential Development Yield – Alternative 2

DENSITY	*UNITS*
Minimum Density	216 units
Target Density	270 units
Maximum Density	309 units

The Planning Commission recommended land use concept is consistent with the location criteria for residential development described in the Comprehensive Plan since it recognizes proximity to transit services, commercial services and street classification. Under this approach the highest density development is located closest to the arterial street system, transit service and commercial services. The lowest density development is located furthest from the arterial street system, transit service, and commercial services. This alternative also supports the Town Center by encouraging the highest density development near the Town Center.

This alternative, however, does not address the concerns of two affected property owners: Stafford Land, LLC and the Kenzer's. Correspondence submitted by the Kenzer's regarding the proposed changes to the Comprehensive Plan and Transportation System Plan is attached for consideration (Attachment D). The Planning Commission land use concept does address concerns raised by one property owner (McLaughlin). The McLaughlin's are interested in protecting the single family residential character established in the area. This property owner's concern could be addressed to some degree by Alternative 2 or 3 below by designation some land for single family residential development.

Land Use Alternative 3 (RMH, RML & R-7 – Modified PC Recommendation)

Land Use Alternative 3 is a modification to the Planning Commission recommendation where the RMH land is expanded to include additional area west of the Gales Creek Terrace subdivision. Under Land Use Alternative 4 the RMH designation would apply to the Gales Creek Terrace Phase 1 area and the property owned by the Kenzer's. The RML designation is moved to the west. Some land is designated R-7 but it is less than what is shown in Alternative 2. The table below shows the land area by map designation.

Land Acreage Estimates

Map Designation	Gross Acres	Net Acres
RMH	23.2	14.9
RML	5.97	3.8
R-7	7.1	4.5
Total	36.2	23.2

The table below shows the potential development yield for land use alternative 3. The table shows that this alternative could yield approximately 100 additional units based on the target density compared to alternative 2 above.

Density Table

Designation	Minimum Density	Target Density	Maximum Density
RMH	16.22	20.28	23.32
RML	9.60	12.00	13.80
R-7	4.98	6.22	7.15

Potential Development Yield – Alternative 3

DENSITY	*UNITS*
Minimum Density	298 units
Target Density	374 units
Maximum Density	430 units

This alternative is generally consistent with the location criteria for high density residential development since the high density residential land use is located closest to arterial streets, transit service, and the commercial core. This alternative also addresses the protection of existing residential development closest to Ritchey Road. Compared with the Alterative 2 this scenario would yield more residential dwelling units.

Land Use Alternative 4 (RMH, RML & R-5)

Land Use Alternative 4 is similar to Land Use Alternative 3 except the R-7 land is changed to R-5. Under Land Use Alternative 4 the RMH designation would apply to the Gales Creek Terrace Phase 1 area and the property owned by the Kenzer's. Under this alternative the RML designation is moved to the west. This scenario also includes applying the Single-family R-5 designation to the area adjacent to Ritchey Road. The R-5 designation allows for more housing than the R-7 designation consistent with the density shown on the table below. Under this scenario the R-5 area would be approximately 6.9 gross acres in land area. This alternative seems to address the stated needs and concerns of the affected property owners.

The table below provides an estimate of the dwelling unity yield for Land Use Alternative 4.

Land Acreage Estimates

Map Designation	Gross Acres	Net Acres
RMH	23.2	14.9
RML	6.1	3.9
R-5	6.9	4.4
Total	36.2	23.2

Density Table

Designation	Minimum Density	Target Density	Maximum Density
RMH	16.22	20.28	23.32
RML	9.60	12.00	13.80
R-5	6.97	8.71	10.02

Potential Development Yield – Alternative 4

DENSITY	*UNITS*
Minimum Density	307 units
Target Density	385 units
Maximum Density	443 units

This alternative is generally consistent with the location criteria for high density residential development since the high density residential land use is located closest to arterial streets, transit service, and the commercial core. This alternative also addresses the protection of existing residential development closest to Ritchey Road. One downside of this alternative is that there is no transition between the single family residential and future multiple family residential land use. However, if the entire area is developed as one project through a planned development, blending of unit types could be allowed. This would address some of the transition concerns.

Compared with the Alterative 2 and 3 above this scenario would yield more residential dwelling units. This is due to the higher residential density allowed in the R-5 zone versus the R-7 zone (8.7 dwelling units per net acre versus 6.22 dwellings per net acre).

Land Use Alternative 5 (RMH and RML)

Land Use Alternative 5 would retain some of the RMH area including the area identified for Gales Creek Terrace Phase 1 and property owned by the Kenzer's. Under this scenario the area identified in Alternative 4 for R-5 development along Ritchey Road would be designated RML. Approximately 13.0 gross acres of land would be designated RML.

The table below shows an estimate of dwelling unit yield for Land Use Alternative 5.

Land Acreage Estimates

Map Designation	Gross Acres	Net Acres
RMH	23.2	14.9
RML	13.0	8.3
Total	36.2	23.2

Density Table

Designation	Minimum Density	Target Density	Maximum Density
RMH	16.22	20.28	23.32
RML	9.60	12.00	13.80

Potential Development Yield – Alternative 5

DENSITY	*UNITS*
Minimum Density	322 units
Target Density	404 units
Maximum Density	464 units

This alternative is similar to Alternative 1 in that meeting the Comprehensive Plan location criteria for higher density is problematic as distance increases from arterial streets. This alternative also does not address the protection of existing residential development closest to Ritchey Road. This alternative, however, supports the Town Center by encouraging residential development near the commercial core.

Comparison of Alternatives

The table below shows a comparison of estimated development capacity associated with land use alternative. Retaining the RMH designation, as shown on the current Comprehensive Plan map, yields the most units with a range of 342 units to 492 units.

The changes proposed as part of the Comprehensive Plan update yields the fewest units with a range of 216 units to 309 units which is roughly 56% of current capacity.

Potential Development Yield – Comparison of Alternatives

	Minimum	*Target*	*Maximum*
Alt 1(All RMH)	376	470	541
Alt 2 (PC)	216	270	309
Alt 3 (Modified PC)	298	374	430
Alt 4 (R5)	307	385	443
Alt 5 (RMH/RML)	322	404	464

Former Silverstone Site

A ten acre portion of the former Silverstone Subdivision site located adjacent to Highway 47 between Hartford Drive and David Hill Road has been identified for a mixed-use development under the Planning Commission preferred land use concept. Currently the property is designated R-5 (Single Family Residential 8.7 dwelling units per net acre).

The current and prospective property owner expressed concern about the mixed-use designation and impact to future plans for single family residential development. A prospective purchaser and development of the property also expressed concern about the possible mixed-use land use designation.

To address the concerns the Planning Commission could take advantage of the opportunity to locate the mixed-use area north of David Hill Road within the Purdin Road urban reserve area. This would allow for some future commercial development near David Hill Road and Highway 47 without negatively impacting the current and prospective property owners' plans for development. However, this would defer development until the land is brought into the urban growth boundary and annexed into the City. This may not occur for several years.

Other prospective sites for mixed-use development include the David Hill and Thatcher Road area or the Sunset Drive and Highway 47 location shown on the currently preferred land use concept.

The City will begin the process to develop a detailed land use concept plan, meeting the requirements of the Metro Urban Growth Management Functional Plan, for the urban reserve area. This project is expected to begin in early-2014.

DRAFT ADOPTION FINDINGS

The Planning Commission decision on the Comprehensive Plan text, map and Transportation System Plan will require drafting detailed findings. Staff is in the process of drafting these findings. The findings must address the decision criteria shown below:

- Consistency with Comprehensive Plan Policies;
- Compliance with State Planning Goals;
- Compliance with Metro Regional Framework Plan; and
- Compliance with Metro Functional Plan requirements

The findings supporting the Planning Commission recommendation must be based on the information contained in the public record and technical information prepared during the course of the project. The draft adoption findings must also be consistent with the data and findings contained in several background documents. These documents include:

- Economic Opportunity Analysis (2009)
- Buildable Land Inventory
- Land Use Inventory
- Public Facilities Master Plans
  - Sanitary Sewer
  - Water
  - Storm Sewer
  - Electrical System
- Natural Hazards
  - City Emergency Operations Plan
  - Oregon Department of Geology and Mineral Industries Oregon Department of Geology and Mineral Industries (DOGAMI) Earthquake Hazard Map
  - US Soil Conservation Service Soil Survey
  - Clean Water Services Vegetative Corridor Maps
- Citizen Involvement
  - Visioning Process
  - Open Houses
  - Boards and Commission
  - Planning Commission and City Council Work Sessions
  - Newsletters
  - Newspaper Articles
  - Farmers Market
  - City Website

ATTACHMENTS

Attachment A:	List of Planning Commission Edits to Comprehensive Plan
Attachment B:	South of Pacific Avenue Traffic Circulation Assessment
Attachment C:	Background Chapter of Comprehensive Plan and Growth Projections
Attachment D:	Correspondence from the Kenzer's (Land Use)
Attachment E:	South of Pacific Land Use Alternatives
Attachment F:	Kenzer Letter (TSP)
Attachment G:	ODOT Letter

Edits to Draft Comprehensive Plan Map

- Remove Mixed-Use Commercial Designation along Hwy. 47 between Hartford Drive and David Hill Road.
- Retain Mixed-Use Commercial Designation at Sunset Drive and Hwy. 47
- Retain Mixed-Use Commercial Designation at David Hill Road and Thatcher Road
- Retain Mixed-Use Commercial Designation at Gales Creek Road and Thatcher Road ("CPD Area")
- Designate area west of E Street and South of Pacific Avenue to RML or retain RMH designation
- Designate Post Office site from Institutional to Town Center Support
- Designate Friends of Historic Forest Grove property in Taylor Way area to Institutional from General Industrial.

Edits to Draft Transportation System Plan

- Correct notation on TSP maps referring to Gales Creek as Tualatin River
- Designate Pacific Avenue west of E Street to Collector consistent with Washington County TSP.
- Project list and funding amounts (consistent with update RTP costs)
- Edit Functional Classification Map
- Add reference to GroveLink system and ridership in Transit Chapter
- Add reference to Scenic Bikeway route through Forest Grove in Transit Chapter
- Include ODOT edits (refer to PowerPoint presentation) to Table 10-3, remove references to traffic signals, remove references to preferred land use alternative and create separate background document.
- Update cost estimates to reflect RTP funding changes
- Revise conceptual roadway near Fern Hill wetlands
- Revise map to include South Hwy. 47 Special Study Area
- Revise text to include South Hwy. 47 Special Study Area
- Change Table 10-3 to say Possible Funding Source instead of funder

Edits to School Element

- Update Pacific University Projections
- Revise Pacific University Map for legibility – Add Lincoln Park
- Add the percentage of Population below 15 and % above 65 to General Population Characteristics Table.

Edits to Natural Hazards and Natural Resources Element

- No changes

ATTACHMENT A

Edits to Public Facilities and Community Services Element

- Include Boards and Commission in Administrative Services section
- Add reference to need for new police station in public facilities element

Edits to Land Use Element

- Distinguish between Community Neighborhood zone and proposed Mixed-Use zone
- Add location criteria for Mixed-Use Zone
- Ensure references to Mixed-Use Zone are updated and correct

Edits to Urbanization Element

- No changes

Edits to Community Sustainability Element

- No changes

Edits to Housing Element

- No changes to Housing Element

Edits to Economic Development Element

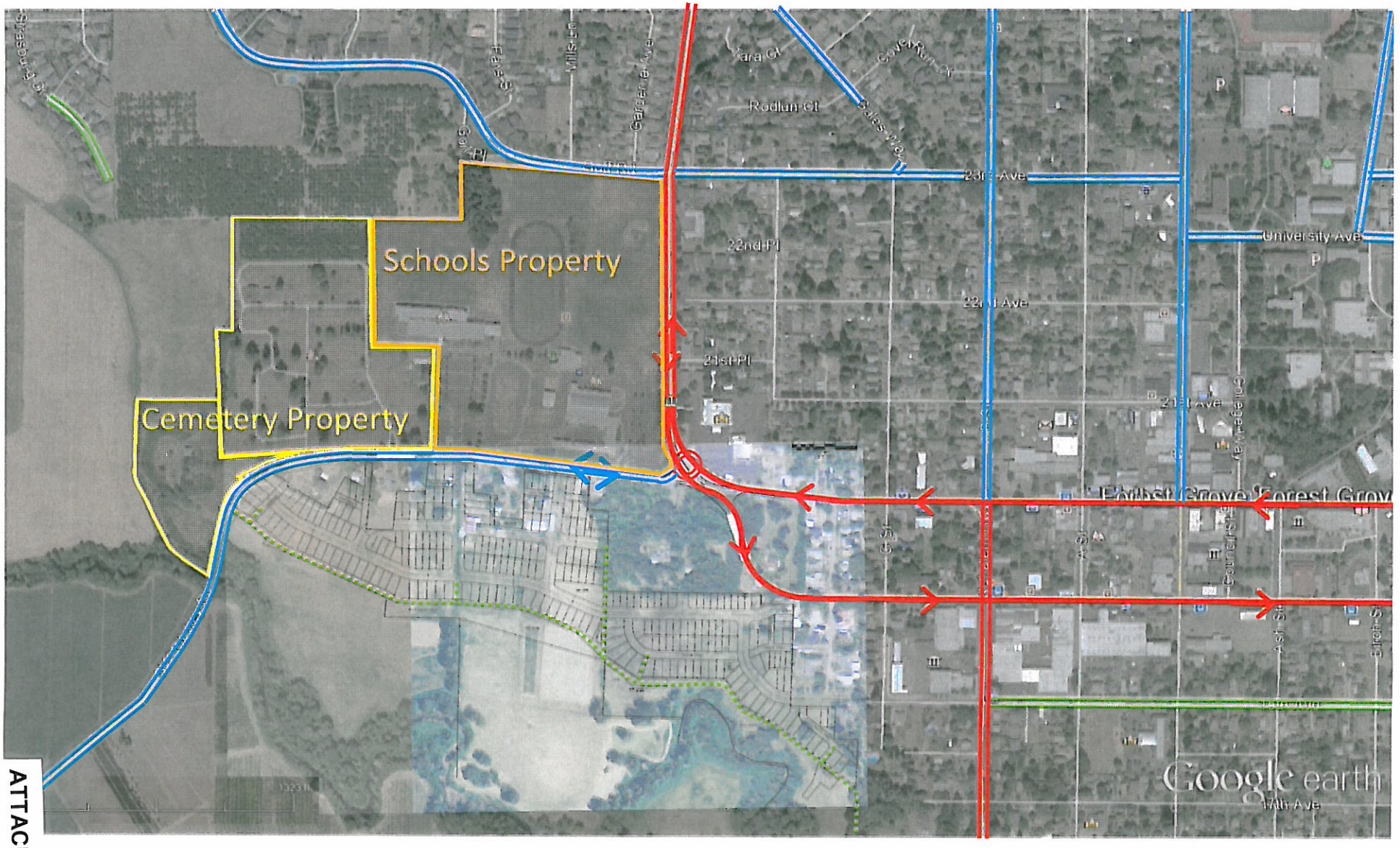
- Revisions to improve readability and update data

Edits to Citizen Involvement Element

- No changes to Citizen Involvement Element

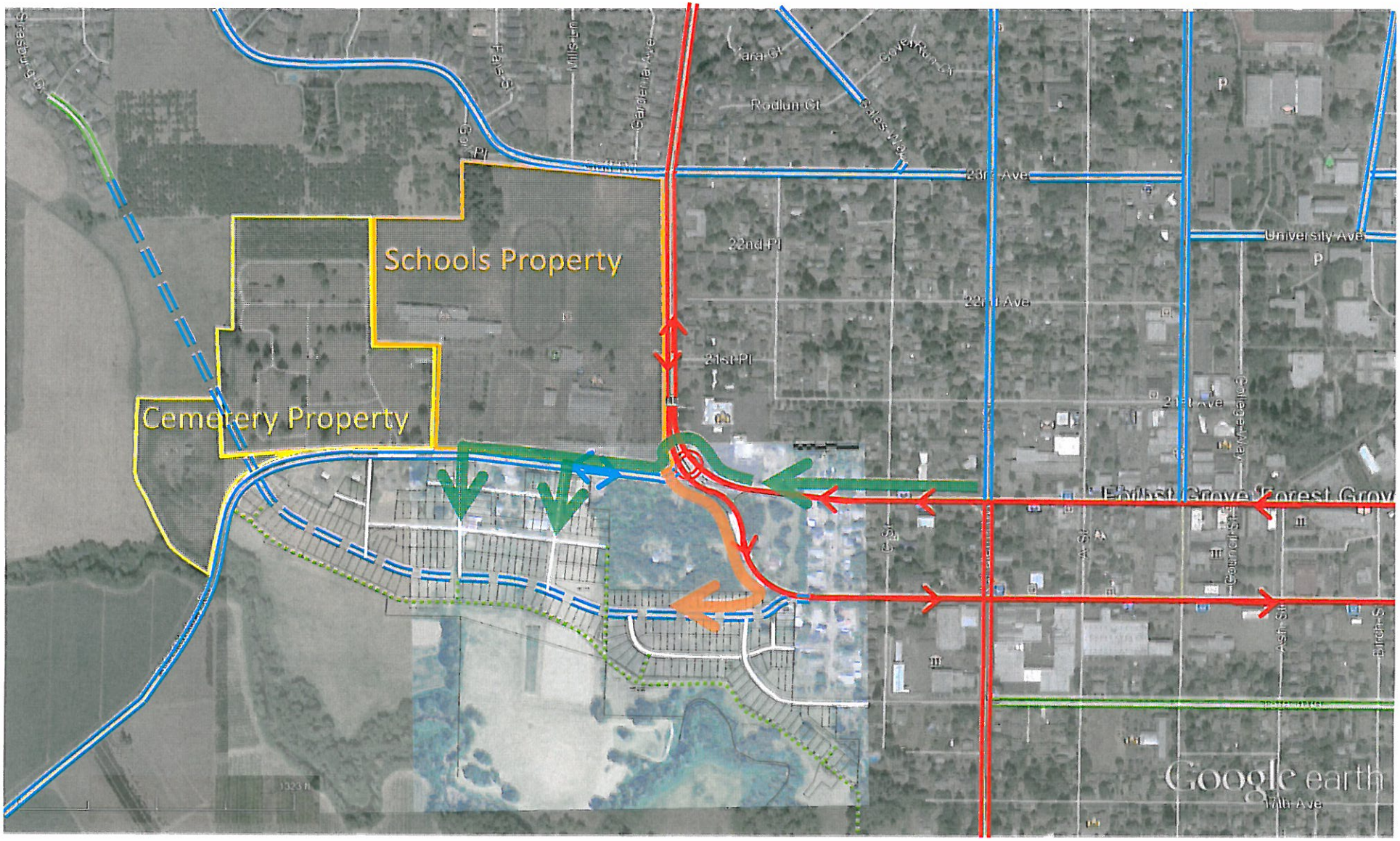
ATTACHMENT A

Forest Grove TSP Base Map (SW Quadrant)



ATTACHMENT B

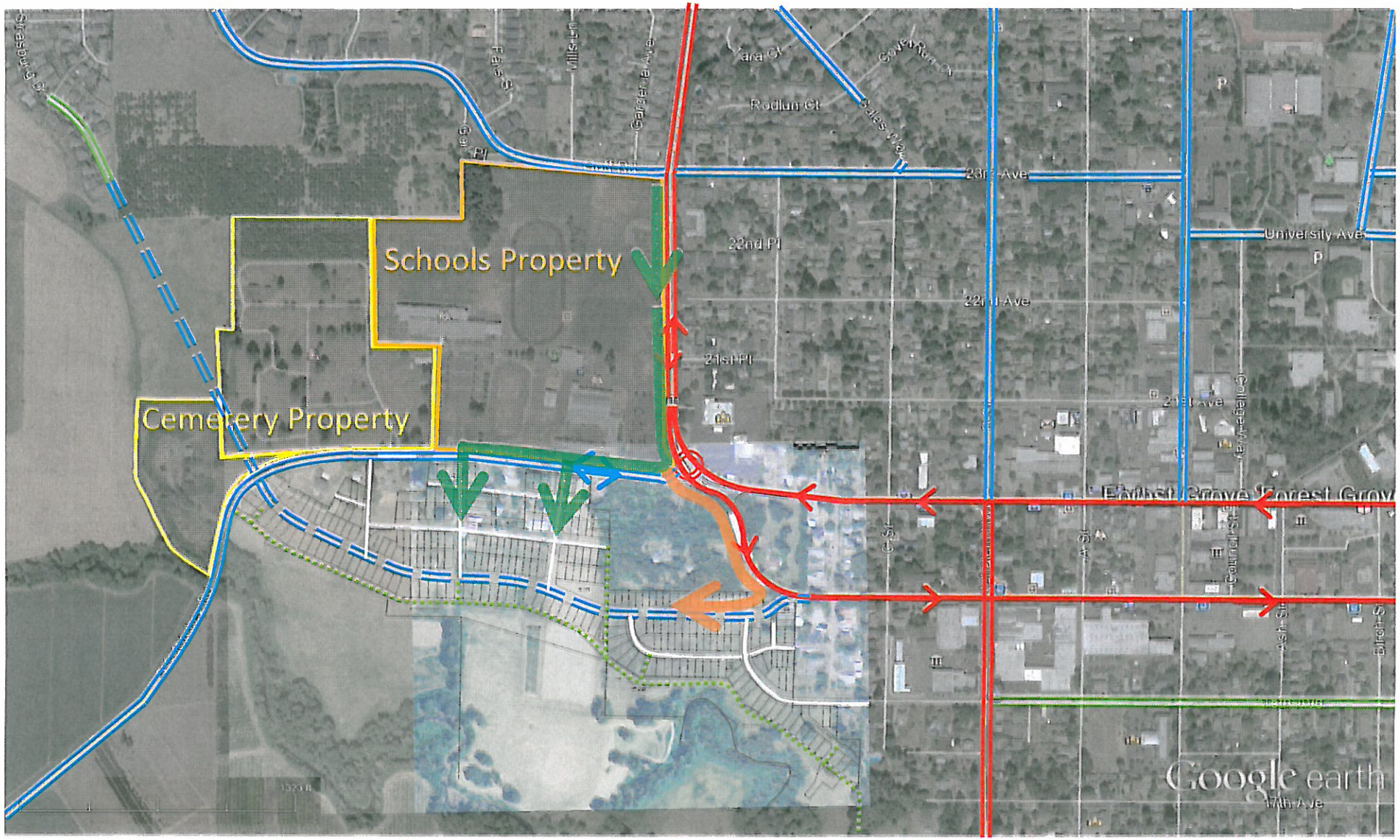
Westbound Arriving Trips (GCT)



Efficient Movement/Route

Inefficient Movement/Route

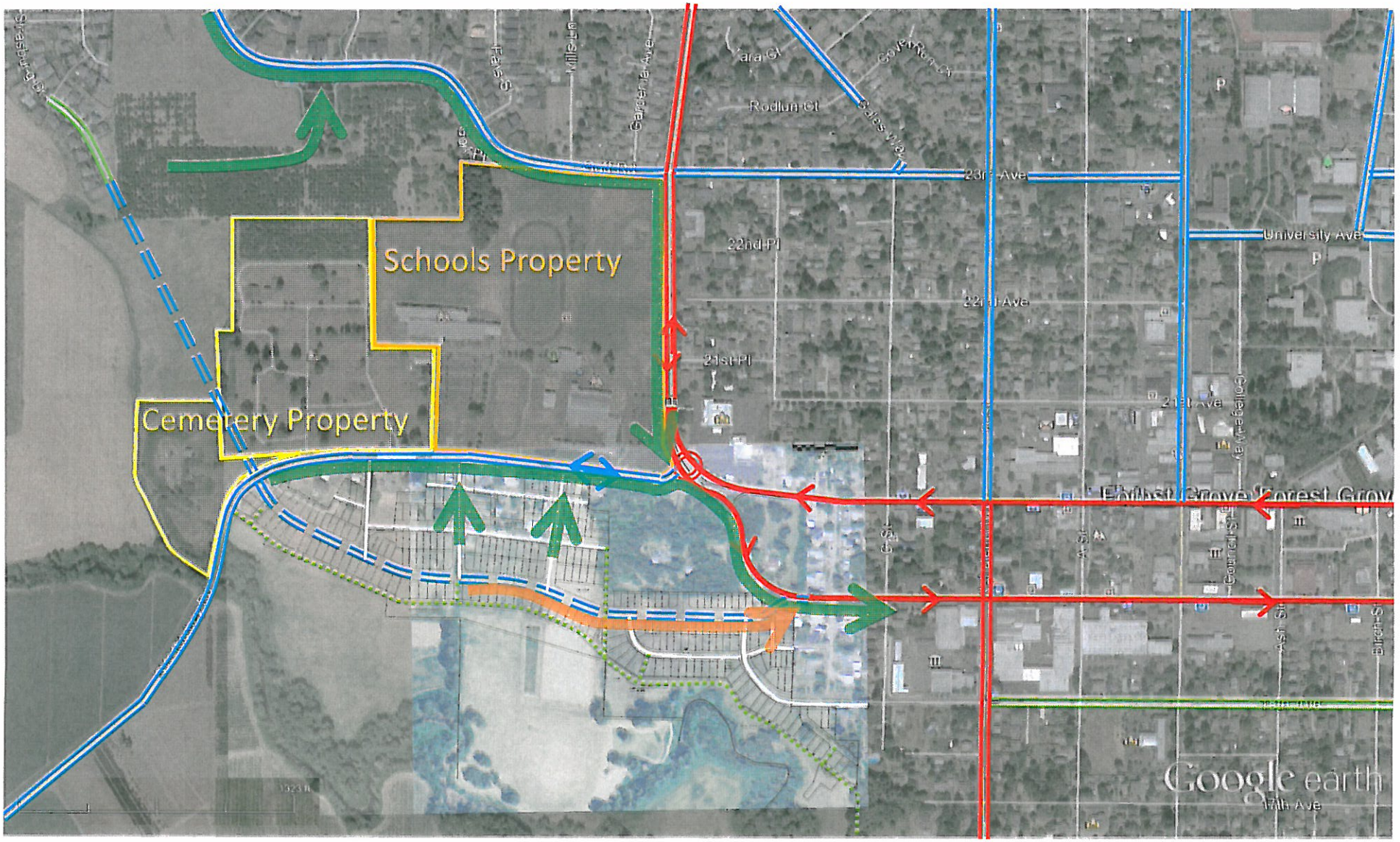
Southbound Arriving Trips (GCT)



Efficient Movement/Route

Inefficient Movement/Route

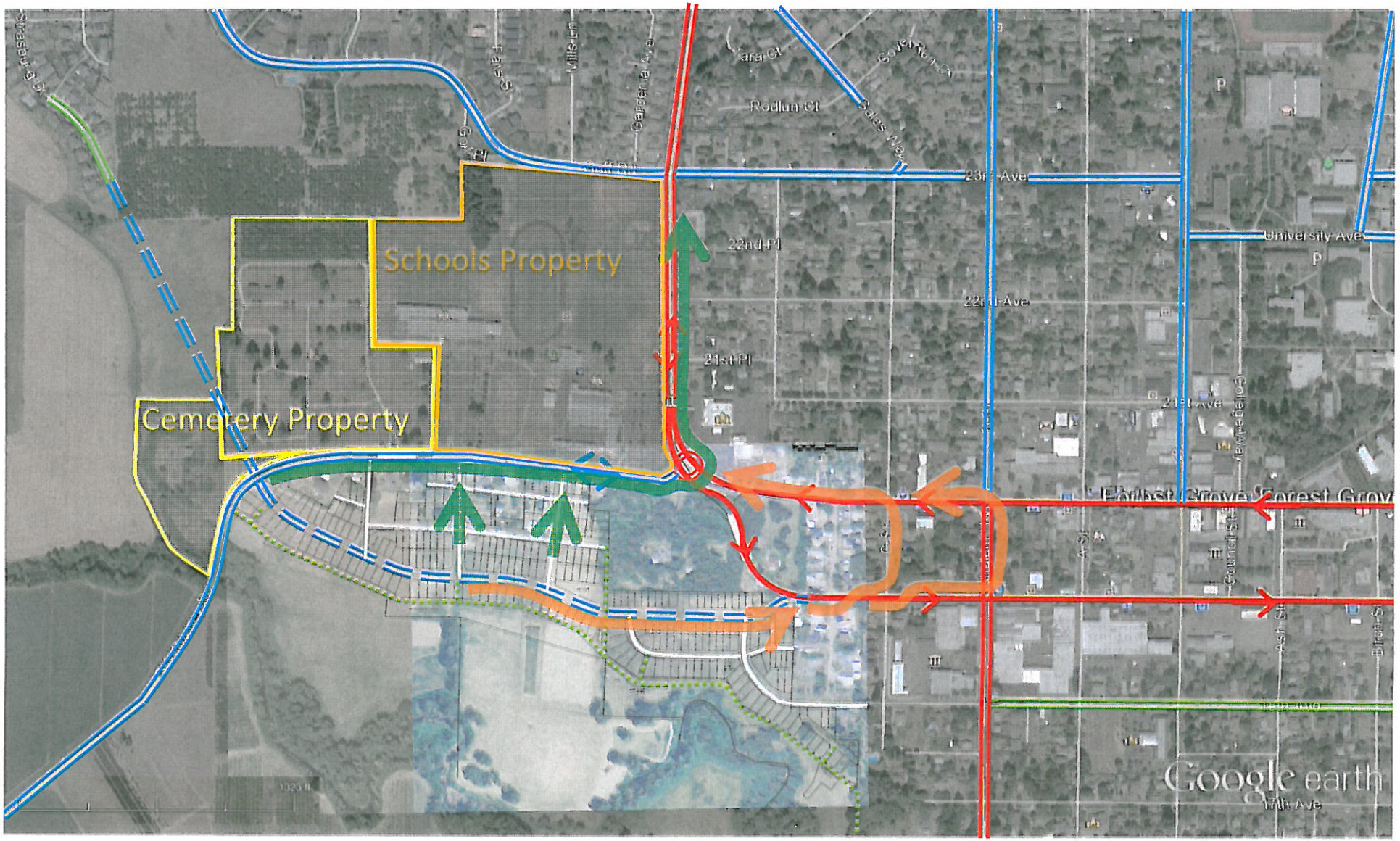
Eastbound Departing Trips (GCT)



Efficient Movement/Route

Inefficient Movement/Route

Northbound Departing Trips (GCT)



Forest Grove Comprehensive Plan
Preface

The *Forest Grove Comprehensive Plan* charts a new course for our City. A course based on shared values, a common belief in protecting our natural heritage, and a strong commitment to a sustainable and prosperous community.

The plan update is the first major revision to the *Forest Grove Comprehensive Plan* since the mid 1980s. Much as changed since that time. Forest Grove has become much more integrated with the Portland region. Our economy has diversified and new neighborhoods providing housing for workers in Hillsboro and western Washington County have been built. This change brings both opportunities and challenges. It is these opportunities and challenges that the plan addresses.

Forest Grove residents and business leaders came together in 2006 and 2007 to draft an updated Vision Statement for the community. Hundreds of volunteer hours were donated to this effort. The Vision Statement provides the basis for the *Forest Grove Comprehensive Plan.* Among other things, the Vision Statement recognizes Forest Grove's rich heritage, location, the arts and culture and community.

FOREST GROVE COMPREHENSIVE PLAN
BACKGROUND

Introduction

Forest Grove is a full-service community located at the far western edge of the Portland regional urban growth boundary near the foothills of the Coastal Mountain Range. The surrounding farms and forest give the community a rural feel seemingly far removed from the suburban landscape found elsewhere in the region. Because of this unique setting, Forest Grove has the resources and natural amenities that form the very character and high quality of life experienced by residents and visitors of the community. The Forest Grove Comprehensive Plan strives to protect this quality of life while accommodating expected housing and employment growth over the next twenty years.

In addition to Forest Grove's natural setting, Forest Grove is home to Pacific University, a renowned private liberal arts and health professions university. The city is also known for its strong and vibrant historic town center, mature and developing neighborhoods, a retail corridor, high quality parks and open spaces, and many community gathering places where cultural and entertainment events take place throughout the year.

These amenities, available land, and competitive cost of living, have helped fuel a steady rate of population growth since the comprehensive plan was adopted in 1980. In 1980, the population of Forest Grove was about 11,500 persons. Since 1980, the population of Forest Grove has almost doubled to over 21,000 persons. The prediction of the 1980 plan that Forest Grove can be expected to almost double its population over the next twenty years was very well founded.

Although Forest Grove will not likely experience another doubling of its population over the next twenty years growth will continue at a steady pace. Population growth will occur due to natural increase, nearby employment opportunities, moderate climate availability of water and competitive local utility rates. It is expected that the population of Forest Grove will increase to about 28,000 persons by the year 2030. This population will require approximately 2,500 housing units based on an average of 2.71 persons per dwelling unit. This represents approximately 50% of the development capacity within the urban growth boundary of approximately 4,850 housing units. This suggests that it's possible to accommodate expected residential growth within the confines of the existing urban growth boundary. In contrast, analysis suggests that land within the urban growth boundary is inadequate for large lot industrial needs. The land use and economic development elements of the comprehensive plan addresses land needs in more detail.

The comprehensive plan is a tool for maintaining the quality of livability of the community by coordinating development and use of natural resources with anticipated urban growth as it occurs. The plan will be most effective as a tool to provide long run money saving benefits not only to City government function but to the community as a whole. Development will be coordinated with utility services so that streets, water lines, sewers, storm drains, etc. will not be overloaded before their economic life has finished.

Services and development will be provided in a logical, sequential manner in an effort to reduce duplicating costs and environmental damage.

Significant Changes since Last Plan Update

Aside from population growth, there have been many significant changes since adoption of the Comprehensive Plan in 1980. Western Washington County has experienced considerable employment growth with the evolution of the high technology sector; the Oregon Highway 47 bypass was constructed changing traffic patterns in the city; and significant policies affecting land use were adopted by regional and state agencies as explained below.

Hillsboro exemplifies much of the change in western Washington County since 1980. Hillsboro has grown from a population of about 28,000 persons in 1980 to a population of over 90,000 persons in 2010. Some of this growth is attributable to annexation of previously unincorporated territory. However, considerable population growth is due to gains in employment especially in the high technology sector.

The growth of Hillsboro is clearly beyond our control, however what happens in Hillsboro has an impact on Forest Grove. Such impacts include the type of housing built in Forest Grove, the shopping opportunities that are provided for residents and the need for new or expanded roads to accommodate commuting to job opportunities outside the city.

To help tackle regional issues such as housing and transportation, Metro adopted the Region 2040 growth management concept in 1995. The Region 2040 concept impacts how and where cities in the region grow. Generally, regional growth is guided by the location of the urban growth boundary, regional investments in transportation, local zoning designations including minimum density requirements, annexation policies and location of water and sewer lines. Region 2040 addresses growth management by promoting mixed-use town centers, a multi-modal transportation system, coordination between land use and transportation decisions, and separation between urbanizable and rural lands.

As noted above, transportation decisions have significant impacts on the use of land. The Regional Transportation Plan adopted by Metro, impacts how federal and certain state transportation funds are spent in the region. Adoption of the RTP is a federal requirement for use of federal transportation funds. As a result of this requirement many transportation decisions are made at the regional level. Metro has the responsibility for allocating federal transportation projects such as investment in high capacity transit as well as highway improvements. Regional allocation of the limited and decreasing transportation funding for local needs is highly competitive. Close coordination with regional partners is needed to ensure Forest Grove's interests are considered and acted upon.

Another significant policy change is the establishment of urban and rural reserves in the Portland area. The Oregon Land Conservation and Development Commission will consider regional recommendations for urban and rural reserves. These reserves are

intended to identify areas for potential urbanization during the next fifty years as well as areas where agricultural and forestry operations will be protected. The intent of this policy is to provide certainty to the agricultural community and development interests. This certainty will enable long term financial investment decisions in and around the region.

Plan Context

Forest Grove's Comprehensive Plan represents a cooperative effort by the City and its residents, businesses, and industries. The principal aim of the plan is to establish a coordinated set of policies addressing the quantity, quality and location of future urban development in and around Forest Grove. By developing and adopting such a set of policies for the area, future urban development can be guided into areas best suited for development taking into account areas with severe building limitations or where municipal services cannot be provided in a cost effective manner. Through such efforts urban sprawl type development can be avoided saving acres of valuable agricultural and forestry land as well as other natural resources.

While the comprehensive plan represents a position and commitment by the entire community relative to urban growth, many of the adopted policies represent specific directives for action to various City departments, commissions, and the City Council. Based in Oregon State Law, the authority and responsibility for the planning, management and protection of the community's resources, the coordination of the physical development, and the provision of adequate public facilities and services are all under the purview of local government. However, it is the intent of the law that policies contained in the comprehensive plan should reflect the position of the general public through an adopted citizen involvement program. It was through just such a process that the Forest Grove Comprehensive Plan was developed.

Predictability in Planning

Planning is a process. This process is intended to provide an opportunity for citizen involvement in the preparation of plans and policies affecting land use. This process is also intended to improve predictability in land use decisions. The aim is to establish policies leading to decisions that provide landowners with clear expectations as to what they can and can't do with their land. In addition to guiding how land might be used today, the comprehensive plan also describes how land could be used in the future. Therefore, by its very nature, the comprehensive plan should reduce uncertainty for landowners and the community as to what that vacant tract of land next to a subdivision might be used for in the future.

Forest Grove in the Region

Forest Grove's place in the region has changed since the comprehensive plan was adopted in 1980. Forest Grove is located in the far western boundary of the Metro Portland planning area. In relation to other cities in the Portland regional urban growth boundary, Forest Grove is located the furthest from downtown Portland. Forest Grove is roughly the same distance from downtown Portland as Newberg and Estacada. This

presents both opportunities and challenges for the City. First, land use and transportation policies that might work in Portland, Tigard or Beaverton may not be applicable to Forest Grove. Comparatively, population densities are lower and land economies are very different in Forest Grove than larger and closer-in cities with better access to Interstate 5 and Highway 26. Regional policies should take these differences into consideration.

Forest Grove's role in the region is defined by Forest Grove being a college town; a market center for the surrounding western Washington County agricultural areas; a retirement community; and place to live and raise a family while also working in the high technology industries of western Washington County.

Forest Grove's planning area includes the area within the Forest Grove city limits as well as unincorporated territory within the urban growth boundary west of the City of Cornelius. Roles and responsibilities for planning in the unincorporated area are described in the urban planning area agreement between the City of Forest Grove and Washington County.

Issues and Opportunities Addressed in the Plan

The Forest Grove Comprehensive Plan identifies a number of issues and opportunities. Issues include limited employment options in Forest Grove, improved transportation connections to the region including Hillsboro, limited retail opportunities in the City, lack of Town Center gathering place.

Opportunities include proximity to Hillsboro, proximity to agricultural resources, Pacific University, cost competitive electrical rates, water supply and local control over watershed, Town Center.

Fundamentally a comprehensive plan is a map and coordinated policy statement showing how the city expects to grow in the future. A comprehensive plan is more than a map or list of goals of goals and objectives. The plan shows what's important to the community – what we as residents' and business owners' value. It shows how parts of the city are interrelated. It shows how we'll respond to change and ensure that current and future community needs are met. Simply put a comprehensive plan is who we are as a community.

- It is a policy document intended to coordinate decision making;
- It is a database that establishes a sound basis for decisions. Data should be updated and consulted as part of making land use findings and decisions;
- It sets broad priorities for the City
- It establishes the basis for land use and development regulations
- It coordinates decision making
- It gives guidance to landowners and developers
- It provides certainty about how and where the city grows
- It ensures there is an adequate supply of land for expected housing and employment needs.

Planning Authority

Oregon Revised Statutes Chapter 197 provides the legal framework for local planning in the State of Oregon. ORS 197 describes the planning responsibilities for cities and counties. Under this statute cities must prepare, adopt, or amend and revise comprehensive plans in compliance with goals approved by the Land Conservation and Development Commission. In addition, cities must enact land use regulations to implement the comprehensive plan. Land use decisions must be made in compliance with an approved (acknowledged) comprehensive plan and land use regulations.

Oregon Revised Statutes Chapter 195 addresses local government planning coordination. ORS Chapter 195 describes procedures for annexation of unincorporated territory, urban reserve areas, urban service agreements, and regional coordination of planning activities.

Oregon Administrative Rules establishes guidelines for meeting State of Oregon Land Use Planning Goals.

Forest Grove Vision Statement

This statement is written and designed to reflect the best of what exists now, and what we aspire to become, as a community.

Forest Grove is a friendly, twenty-first century, small, full service city. It was settled in 1841 by pioneers who valued respect for education, faith, enterprise, service to humanity, and the bountiful resources of the Tualatin Plain. Those values persist to inspire a common vision for a high quality of life in a thriving and progressive community that reaches from its historical commercial core around Pacific University to a horizon of forests, farms, vineyards, and the Coast Range. As an engaged and diverse people, we assure sustainability in our economy and our environment, thus supporting a community that nurtures our youth, educates all residents, and attracts and welcomes visitors. Forest Grove is itself a *destination* that thrives by *design* and is our *home*.

Forest Grove is a *Destination* that offers visitors and residents:

- **A rich heritage** preserved by honoring the city's natural, cultural, and historic treasures while also embracing the future.
- **A centrally located gateway** to forests, waterways, beaches, and mountains; this wealth of resources is cherished and preserved to foster sport, recreation, reflection, and leisure.
- **Arts & culture** that abound throughout the year; we celebrate our cultures and participate in a wide variety of visual and performing arts and festivals.
- **A community** recognized for its commitment to conserve, preserve, protect and restore our natural assets.

Forest Grove is a community by *Design* through:

- **Participation** of an engaged public and accessible, responsive government.
- **Planning** that considers and accommodates both the desires and needs of all community members to ensure their quality of life and prosperity.
- **Sustainable transportation** modes, systems, and networks that provide opportunities for all to conveniently and safely move about within and outside of the community.
- **Economic development** that encourages innovative, diverse and ecologically sound enterprises that provide ample opportunities for employment, and ensures the vitality of the community.
- **Fiscally sound funding** of quality public safety and municipal services including locally owned public utility and watershed.

Forest Grove is *Home* to:

- **Individuals** who are respected and valued for their experience, abilities, and differences, and where all residents are included in the life of the community through excellent education, recreation, and social programs.
- **Young people** who are nurtured and encouraged to achieve their full potential.
- **Families** of every size and description who have community resources needed for lifelong learning and development.
- **Older residents** whose ongoing leadership, wisdom and investment in the community build the foundation for our future.
- **Distinctive neighborhoods** replete with a variety of accessible housing options, schools, parks, places of worship and social gathering, and farmlands and open spaces.
- **A community** in harmony, bound by commonly shared respect for its residents, natural resources, economic vitality, and its active role in a global society.

Metro Region 2040 Growth Concept

Metro adopted the Region 2040 growth concept in 1995 to promote the efficient use of land within the urban growth boundary. The underlying premise of the growth concept is to preserve access to nature and promote strong communities for people who live in the Portland region today and will live here in the future.

The growth concept establishes a hierarchy of mixed-use, pedestrian friendly centers that are well connected by high capacity transit and corridors. The concept supports a multi-modal transportation system that ensures continued mobility of people and goods throughout the region. Coordination of land uses and the transportation is imperative to realizing the future envisioned by the growth concept. Finally, the concept promotes an urban to rural transition to reduce sprawl and keeping a clear distinction between urban and rural lands.The Region 2040 growth concept defines several categories of land uses including regional centers, town centers, transit station communities, corridors and employment areas.

Regional centers are larger established concentration of activities. There are seven regional centers in the Portland area. Hillsboro serves the western portion of the region. Regional centers are the focus of compact development, redevelopment, high quality transit service, and multi-modal street networks.

Town Centers are smaller than regional centers serving a more localized market area. Similar to regional centers, town centers are characterized by compact development and transit service. Town centers provide local shopping, employment, cultural and recreational opportunities. Downtown Forest Grove is a designated town center under the Region 2040 growth concept.

Transit station communities are concentrations of development focused around a light rail or high capacity transit station. Station communities feature a high quality pedestrian environment with sufficient densities to encourage transit use. Station communities encompass an area approximately one-half mile from a station stop. As of 2009, the Region 2040 growth concept does not designate any station communities in Forest Grove.

Corridors are not as dense as centers but are located along good quality transit lines such as TriMet Line #57. Corridors are areas with opportunities for increased development densities, high pedestrian environments and convenient access to transit. Typical development along corridors include rowhouses, duplexes and one- to three-story office and retail buildings. Some corridors are characterized by narrow bands of higher intensity development along arterial roads. Others are more nodal with smaller focused areas of activity at major intersections or locations with high quality pedestrian access, good connections to surrounding neighborhoods and convenient transit access. Pacific Avenue/Oregon Highway 8 is a designated corridor in the Region 2040 Growth Concept.

Industrial and employment areas are locations needed to meet current and projected manufacturing, warehousing and wholesaling activities. These areas are generally found near major transportation routes and inter-modal facilities including air and marine terminals, freight rail yards and truck terminals.

CHAPTER I

INTRODUCTION

COMPREHENSIVE PLANNING IN FOREST GROVE

The City of Forest Grove is located in Western Washington County north of the Tualatin River *near the Coast Range foothills. Forest Grove is surrounded by verdant farmland providing produce, nursery stock and award winning wines. Forest Grove is also home to* ~~Because of its~~ *Forest Grove's* unique setting, *community events and cultural resources*~~, Forest Grove has been given the resources and economic benefits of both environments, and the interrelationships of these economic activities and natural resources~~ form*s* the very character *that contributes to the* ~~and~~ quality of life found in the community.

Since adoption of the Comprehensive Plan in 1980 the population of Forest Grove ~~can be expected to almost~~ *nearly* double*d* ~~its population over the next 20 years~~. As with any increase in population, *we experienced* ~~there will be an~~ increased demand on local economic ,~~and~~ *social and* natural resources. ~~To accommodate anticipated population and urban growth without reducing any of the qualities of the community, the City of Forest Grove must develop and adopt a Comprehensive Plan which addresses all of the needs of its residents while simultaneously preserving the quality of land, air, water and wildlife resources.~~ The *Forest Grove* Comprehensive Plan represents a tool. *A tool* for maintaining the quality and livability of the community *by balancing current and future needs in relation to our ability to meet these needs in a sustainable manner. This is achieved* by coordinating the development and use of ~~its~~ *our* natural resources ~~with anticipated urban growth as it occurs. The plan will be most effective as a tool to provide long run money saving benefits not only to the City government function but to the community as a whole~~. Development will be coordinated with utility services so that streets, water lines, sewers, storm drains, etc. will not be overloaded before their economic life has finished. Services and development will be provided in a logical, sequential manner in an effort to reduce duplicating costs and environmental damage.

DECISIONS BEFORE CHANGE

Forest Grove's Comprehensive Plan represents a cooperative effort by the City and its residents, businesses, and industries to establish a comprehensive set of policies covering the quantity, quality and location of future urban development in and around Forest Grove. (By developing and adopting such a set of policies for the area, future urban development can be guided into areas best suited for immediate development, avoiding areas with severe building limitations or where municipal services can not be provided in a cost effective manner.) As a result, urban sprawl type development can be avoided, saving acres of valuable agricultural and forestry land, as well as many of our other natural resources.

While the comprehensive plan represents a position and commitment by the entire community relative to urban growth, many of the adopted policies represent specific directives for action to various City departments, commissions, and the Council itself. Based in Oregon State Law, the authority and responsibility for the planning, management and protection of the community's resources, the coordination of the physical development, and the provision of adequate public facilities and services are all under the purview of local government. However, it is the intent of the law that whatever specific policies are developed, they should reflect the position of the general public through an adopted citizen involvement program as well as those of elected and appointed officials. It was through just such a process that the Forest Grove Comprehensive Plan was developed.

CONSISTENT PUBLIC POLICY

Having urban growth and development policies set out clearly in a comprehensive plan establishes a framework from which decisions both public and private can be made by the City relative to this matter in a consistent and reliable manner. As a result, private individuals and groups, and other public agencies and municipal departments can anticipate the official position of the city on growth and development issues when making their own personal decisions relative to land investments and planning or developing future private, or public, facilities and services. By example, the Comprehensive Plan will allow an individual to buy a home with confidence that his neighborhood will not change drastically, and that adequate schools and recreational opportunities will be available. Businesses can invest with confidence in a particular site and farmers can work on protected agricultural land, confident in the future.

THE PLANNING HORIZON

Comprehensive planning works from the present to the future. While much of the building, projects, programs, and development planned for in the Comprehensive Plan will last and benefit the community for many years to come, the Plan itself is limited to a specific timeframe, usually 20 years. This timeframe is called the plan period and is of sufficient duration to allow the City to make reliable estimates of population growth and economic activity in order to effectively plan for public utility systems and other major projects by the public and private sectors.

After the 1985 Major Comprehensive Plan Update, the planning horizon for Forest Grove's Comprehensive Plan is the year 2005 which establishes a plan period of 20 years. The year 2005 represents the farthest point for which assumptions and projections are made. However, individual projects and activities recommended in the plan will have a more specific timeframe within or beyond that target date. Considering the 20 years in the plan period and the change, both social and economic, that will occur in the community during that time, the City must develop a comprehensive plan to meet the changing needs of the

community's residents, businesses and industries if the viability of the City is to be maintained or improved. Over time the plan should be reviewed and revised as conditions or assumptions about the community change. This ensures that the plan will continue to be a usable tool.

PLANNING IN OREGON

In Oregon, the State Legislature enacted a law (ORS 197) in 1973 that requires a comprehensive plan to be adopted by all local jurisdictions. Besides mandating comprehensive planning in the State, it was also the intent of the Legislature in designing the Law to aid in the coordination of Federal, State, regional, county and municipal planning activities and require that all such plans be compatible with one another.

To carry out the intent of the Law, the Legislature created the Land Conservation and Development Commission (LCDC) which was charged with the responsibility of developing and adopting a set of statewide planning goals to add direction and continuity to all planning programs. Furthermore, LCDC was given the responsibility for reviewing and acknowledging all local Comprehensive Plans for compliance with adopted statewide goals.

ADOPTION OF THE PLAN

The Forest Grove Comprehensive Plan Documents represent - 1) a compilation of background information on the community, study area and region, 2) a systematic analysis of the background data resulting in specific findings outlining the strengths and weaknesses of the city, and 3) a comprehensive set of goals and policies addressing themselves to those identified strengths and weaknesses of the community in order to build a more balanced social, economic and physical environment for the city residents to live, work and play in. Through its organization, the Forest Grove Comprehensive Plan presents a thorough and complete picture of the community to the year 2005. The plan outlines important information necessary to make sound decisions on the future development in the community.

Only the goals and policies will be translated into specific guidelines for development through the zoning and land division regulations of the city. Yet the goals and policies cannot stand alone. They must be supported by Findings of Fact as given in the comprehensive plan. To effectively implement the plan, those portions of the plan necessary for the accurate interpretation of the goals and policies were adopted by ordinance. In order they are as follows:

Chapter II	The Planning Process

Chapter III	Goals and Policies & the Citizen Involvement Plan
Chapters V, VII, VIII, IX, XI, XIII	Summary of Findings, Goals & Policies & Implementation
Chapter VI	Summary of Findings, Goals & Policies, Acknowledgement of Responsibility & Implementation
Chapter X	Summary of Findings, Goals & Policies, Urban Growth Boundary and Findings & Implementation
Chapter XII	Findings, Goals & Policies, Master Water Plan, Master Sewer Plan, Master Storm Sewer Plan, Acknowledgement of Responsibility and Implementation

IMPLEMENTATION

All of the goals, and policies adopted as part of the Comprehensive Plan are to be implemented by the City through use of various planning and management tools. Such tools often include: the revision or development of zoning and land division ordinances which establish municipal standards relative to the use and development of land for urban purposes; development of a uniform housing code to set standards for improving the existing housing stock; establishment of a historic preservation program to protect the heritage of the community; adoption of a Capital Improvement Program (CIP) to coordinate the timely acquisition of needed land for public use, expansion of existing public facilities, and the construction of new facilities which implement the CIP recommendations; and the execution of more detailed planning studies designed to address specific issues which have been identified in the Comprehensive Plan as needing further study.

A principal tool to carry out many of the Comprehensive Plan land use recommendations outside of municipal boundaries, where the City has no local control, is an urban planning area agreement. This is an agreement the City makes with the County which establishes administrative procedures and requirements which must be met before vacant, forest or agricultural land can be converted to urban use outside that area already developed or serviced with public facilities. Such an agreement manages all annexations, zoning designations and amendments, subdivisions, minor partitioning, minimum lot sizes, and the phasing and extension of utility lines within the urban growth area (the actual Forest Grove urban growth area is defined in the plan element on urbanization.)

As should be apparent, the Comprehensive Plan will affect the rights and interests of all residents of the community. Consequently, it was developed using a citizens involvement program designed to receive and analyze public input. As a result, the Comprehensive Plan attempts to reflect the desires and aspirations of the community as a whole, not just those held by elected and appointed officials. To achieve the goals and policies adopted by the City, the plan must have the support and involve the entire community, where private individual organizations and businesses participate by committing their time and resources in coordination with the City.

ORGANIZATION OF THE COMPREHENSIVE PLAN

The Comprehensive Plan for the City of Forest Grove is organized into a series of plan elements, each representing a specific area of interest. As can be seen from the table of contents, the plan elements represent a Comprehensive Study of the City, dealing with all of the important components of the community, and addressing each of the goal areas identified by the City, County, Region and State. All of the plan elements are coordinated and interrelated. Policies developed in one element bear indirectly, if not directly, on those in other plan elements.

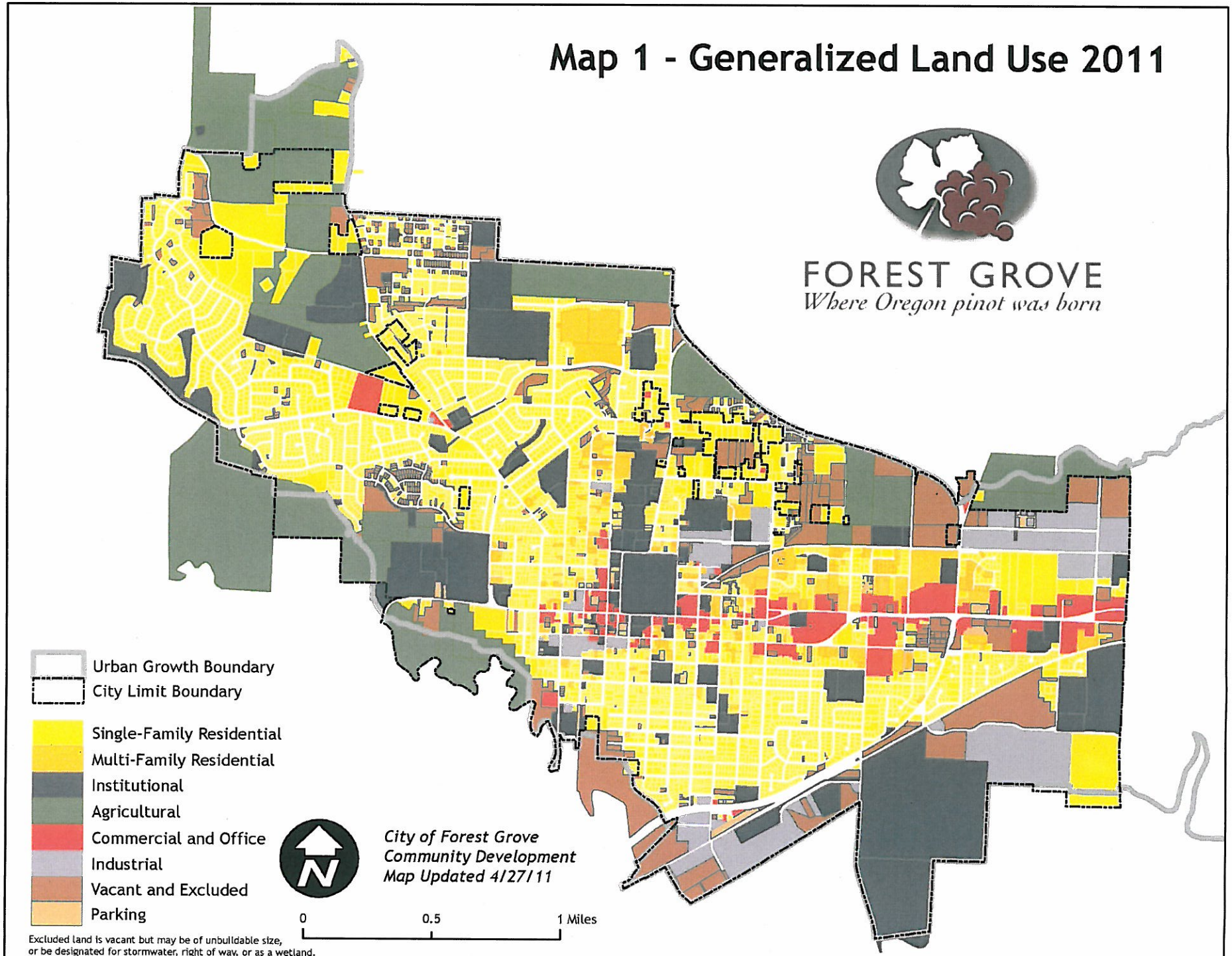
The organization of the Comprehensive Plan follows the same step-by-step process used to develop the plan elements themselves. First, the process for making decisions and the process of involving citizens and other private and governmental agencies in the planning program is defined. From there the background information and characteristics about the community and its needs are looked at, followed by each of the different plan elements.

The discussion of the various plan elements will begin with the study of: the local economy; air, water and land quality; energy conservation; and the physical environment. This has allowed for the identification of economic and environmental constraints to urban growth in Forest Grove. Based on an analysis of the findings within these first plan elements, urban growth policies are developed which help shape many of the decisions made about the future character and arrangement of residential, commercial, industrial and public land uses within Forest Grove's Planning Area.

Finally, to insure the continued vitality of the community through its many diverse components in the years to come, the last four elements deal with the issues of urbanization, transportation, public facilities and housing, each of which are dependent on decisions made in the Land Use Element.

In the Comprehensive Plan's first major update of 1985 to 1987, the plan document was divided into two documents. The first document (I) includes all the background data and information for each plan element. The second document (II) includes a summary of findings, basic issues, and the adopted goals and policies.

Map 1 - Generalized Land Use 2011



MetroScope Gamma 2035 TAZ Forecast
DRAFT 9/19/12

JURSIDICTION REVIEWED

City Name	2010 Jur Rev HH	Jur Rev 2025 HH	Diff 2010-2025	2035 Mscope HH	Diff 2010-2035	2040 Mscope HH	Diff 2010-2040	2045 HH Capacity	%2045 Cap Used by 2025	% 2045 Cap Used by 2035
Banks	1,320	2,262	942	2,961	1,641	2,970	1,650	1,515	62%	108%
Battle Ground	5,303	6,416	1,113	6,696	1,393	6,861	1,558	3,608	31%	39%
Beaverton	40,081	46,400	6,319	50,517	10,436	51,587	11,506	12,755	50%	82%
Camas	6,302	8,327	2,025	8,611	2,309	8,666	2,364	2,493	81%	93%
Canby	6,628	10,662	4,034	11,579	4,951	11,712	5,084	6,541	62%	76%
Cornelius	3,518	5,369	1,851	5,513	1,995	5,805	2,287	3,940	47%	51%
Damascus	3,527	9,251	5,724	11,916	8,389	13,249	9,722	21,550	27%	39%
Durham	358	404	46	436	78	440	82	61	75%	128%
Estacada	1,658	2,162	504	2,582	924	2,700	1,042	1,352	37%	68%
Fairview	3,631	3,966	335	4,003	372	4,031	400	496	68%	75%
Forest Grove	**7,492**	**9,813**	**2,321**	**10,379**	**2,887**	**11,070**	**3,578**	**4,850**	**48%**	**60%**
Gladstone	4,187	4,563	376	4,876	689	5,030	843	1,052	36%	65%
Gresham	38,024	46,573	8,549	51,051	13,027	53,424	15,400	20,758	41%	63%
Happy Valley	4,435	9,898	5,463	10,410	5,975	10,477	6,042	8,064	68%	74%
Hillsboro	32,826	40,667	7,841	44,973	12,147	47,150	14,324	16,387	48%	74%
King City	955	955	0	969	14	970	15	33	0%	42%
La Center	925	1,428	503	1,416	491	1,424	499	562	90%	87%
Lake Oswego	16,067	18,332	2,265	19,291	3,224	20,474	4,407	4,213	54%	77%
Milwaukie	8,241	9,360	1,119	9,740	1,499	9,802	1,561	1,719	65%	87%
Molalla	3,743	4,383	640	5,259	1,516	5,477	1,734	2,492	26%	61%
North Plains	776	1,092	316	1,230	454	1,672	896	3,500	9%	13%
Oregon City	11,974	15,514	3,540	17,047	5,073	17,533	5,559	7,522	47%	67%
Portland	248,716	327,175	78,459	369,704	120,988	389,827	141,111	198,093	40%	61%
Ridgefield	1,613	3,822	2,209	4,202	2,589	4,346	2,733	5,130	43%	50%
Sandy	4,325	5,691	1,366	7,635	3,310	9,494	5,169	6,392	21%	52%
Sherwood	6,476	7,054	578	7,269	793	7,321	845	1,333	43%	59%
Tigard	18,667	22,920	4,253	25,997	7,330	27,116	8,449	9,008	47%	81%

MetroScope Gamma 2035 TAZ Forecast -- CITY CONTROL TOTALS JURSIDICTION REVIEWED

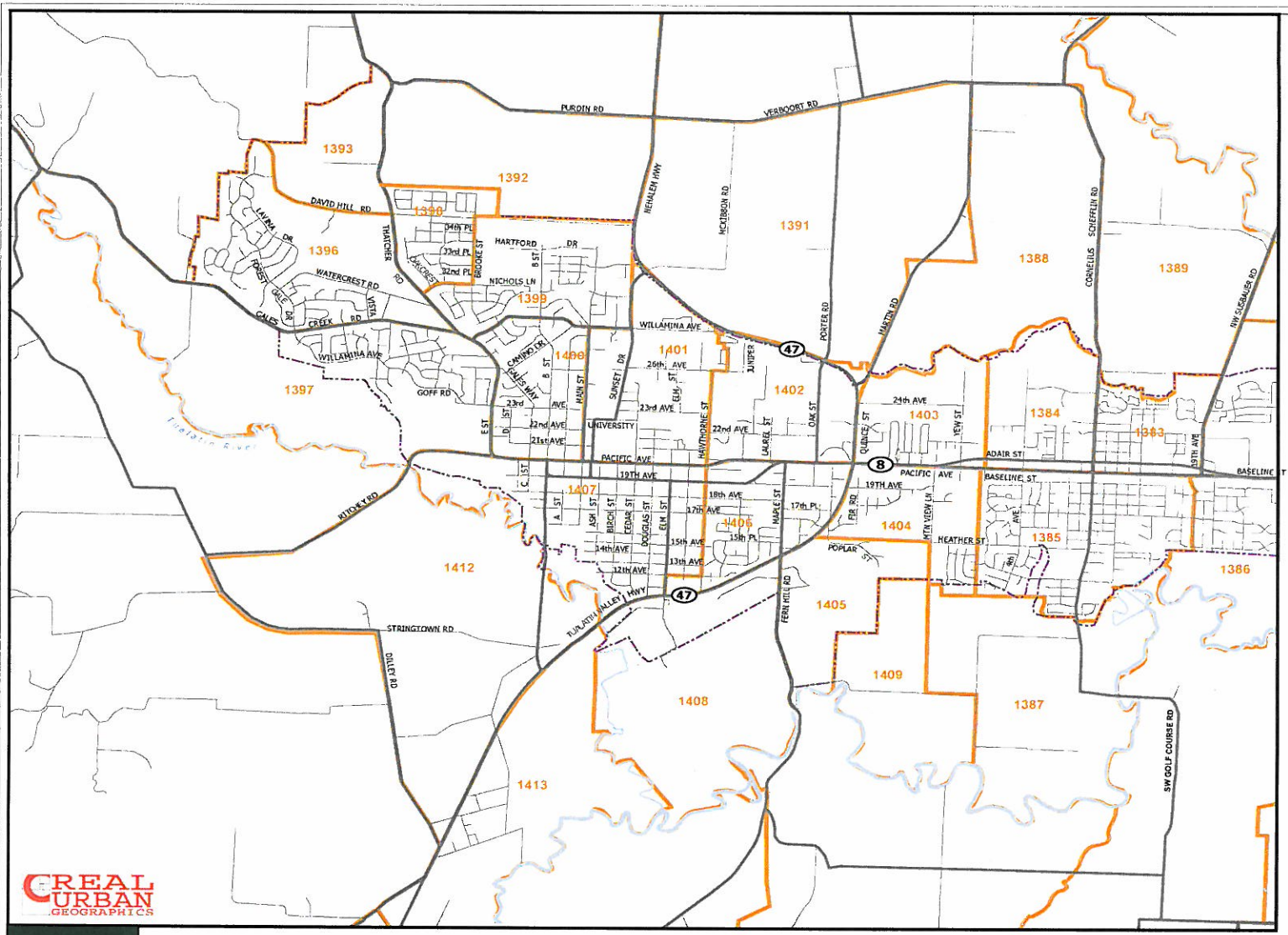
DRAFT 9/19/12

	2010 Employment Geocode				2025 Jurisdiction Review				2035 Jurisdiction Review			
City	Retail	Service	Other	Total	Retail	Service	Other	Total	Retail	Service	Other	Total
Banks	159	92	484	735	199	128	691	1,018	225	150	808	1,183
Battle Ground	1,234	976	2,188	4,398	2,098	1,728	3,436	7,262	2,525	2,257	3,896	8,678
Beaverton	11,041	19,261	21,539	51,841	13,463	27,150	27,108	67,721	14,254	33,282	27,822	75,358
Camas	612	1,470	3,202	5,284	1,098	2,717	6,056	9,870	1,320	3,663	7,437	12,420
Canby	1,127	1,012	3,453	5,592	1,227	1,356	3,560	6,143	1,929	2,110	5,043	9,082
Cornelius	693	711	1,680	3,084	1,287	1,397	3,377	6,061	1,611	1,880	4,440	7,931
Damascus	260	357	908	1,525	510	822	1,418	2,750	902	1,613	1,894	4,409
Durham	1	213	318	532	1	269	413	683	1	307	458	766
Estacada	290	284	853	1,427	541	664	1,365	2,570	696	901	1,514	3,111
Fairview	236	497	1,878	2,611	437	2,317	3,074	5,828	558	3,293	3,724	7,575
Forest Grove	**882**	**2,018**	**2,617**	**5,517**	**1,444**	**2,851**	**4,316**	**8,611**	**1,747**	**3,455**	**5,343**	**10,545**
Gladstone	702	546	883	2,131	835	854	1,032	2,721	903	1,040	1,092	3,035
Gresham	7,353	8,871	16,408	32,632	10,877	16,132	23,602	50,611	12,334	20,154	26,079	58,567
Happy Valley	241	256	621	1,118	614	1,266	1,351	3,231	789	1,842	1,616	4,247
Hillsboro	9,584	14,449	34,227	58,260	11,186	21,367	50,748	83,301	12,152	25,518	55,733	93,403
King City	137	269	64	470	160	417	113	690	173	511	137	821
La Center	31	751	194	976	52	946	256	1,255	62	1,067	282	1,411
Lake Oswego	2,553	7,024	8,670	18,247	2,285	11,188	8,822	22,295	2,323	11,584	8,879	22,786
Milwaukie	1,403	3,527	6,658	11,588	1,737	4,860	7,538	14,135	1,944	5,751	7,712	15,407
Molalla	639	416	1,628	2,683	926	891	2,253	4,070	1,118	1,216	2,515	4,849
North Plains	84	125	643	852	184	461	1,510	2,155	244	662	1,919	2,825
Oregon City	3,081	3,727	7,580	14,388	4,584	5,657	9,246	19,487	5,418	6,990	10,077	22,485
Portland	65,150	139,116	170,076	374,342	71,495	187,172	200,106	458,773	76,134	218,147	214,199	508,482
Ridgefield	84	129	1,272	1,485	251	365	2,273	2,889	345	541	3,383	4,269
Sandy	1,195	684	1,302	3,181	1,846	1,438	2,210	5,494	2,194	1,907	2,530	6,631
Sherwood	1,103	1,206	1,907	4,216	1,405	2,073	4,027	7,505	1,643	2,604	5,005	9,252
Tigard	9,072	11,901	16,196	37,169	10,580	18,646	19,254	48,480	10,764	23,818	19,650	54,232

MetroScop **JURSIDICTION REVIEWED**

DRAFT 9/19/12

	2010 Employment Geocode				2025 Jurisdiction Review				2035 Jurisdiction Review			
TAZ2162	Retail	Service	Other	Total	Retail	Service	Other	Total	Retail	Service	Other	Total
1392	0	0	19	19	51	57	669	777	133	608	1,319	2,060
1393	0	0	3	3	0	0	8	8	0	0	9	9
1394	0	0	0	0	0	0	0	0	19	22	0	41
1395	0	1	0	1	0	1	0	1	3	8	5	16
1396	3	34	87	124	22	68	131	221	32	93	159	284
1397	18	46	115	179	25	64	123	212	17	42	117	176
1398	0	1	27	28	0	1	36	37	0	1	41	42
1399	5	7	180	192	7	9	193	209	8	10	203	221
1400	40	56	146	242	66	86	197	349	80	108	233	421
1401	57	865	243	1,165	87	1,012	483	1,582	103	1,149	623	1,875
1402	328	282	18	628	479	419	254	1,152	562	512	391	1,465
1403	92	21	314	427	179	88	684	951	229	136	912	1,277
1404	90	204	162	456	137	297	189	623	160	355	213	728
1405	0	3	822	825	15	22	1,225	1,262	24	36	1,445	1,505
1406	174	331	67	572	275	498	107	880	327	608	137	1,072
1407	93	214	548	855	177	351	809	1,337	222	447	977	1,646
1408	40	53	91	184	77	98	377	552	37	154	179	370
1409	0	0	1	1	0	0	1	1	0	0	1	1
1410	0	1	96	97	0	1	99	100	0	1	95	96
1411	0	0	18	18	0	0	21	21	0	0	21	21
1412	0	7	46	53	0	7	49	56	0	6	45	51



city of forest grove

Transportation System Plan

2013

Legend

- Water
- City Limits
- Urban Growth Boundary
- Transportation Analysis Zone

REAL URBAN GEOGRAPHICS

SCJ ALLIANCE CONSULTING SERVICES

Parametrix ENGINEERING PLANNING ENVIRONMENTAL SCIENCES

FIGURE 4-1

TRANSPORTATION ANALYSIS ZONES

0 0.25 0.5 1 1.5 Miles

N

December 2, 2013

City of Forest Grove Planning Commission
c/o Daniel Riordan, Senior Planner
1928 Council St
PO Box 326
Forest Grove, OR 97116

Re: City of Forest Grove proposed Comprehensive Plan Amendment

Dear Sir / Madam:

We are the owners of tax lots 401 and 500 on the west end of Pacific Avenue. We are writing to voice our strong objection to the proposed zoning changes to our land being considered by the City. The current zoning (and the zoning plan in place when we purchased our property in 1990) allows for approximately 20 dwelling units per net acre. The planning commission is considering down grading the zoning by 70% to about 6 units per net acre. This drastic change to our property is unacceptable to us.

We have learned of the proposed changes only recently as we were both out of state for over a month and we were not able to be present at the public hearing to voice our concerns. We are therefore writing to voice our objections and to request that you leave our existing zoning unchanged.

The existing zoning on our Property is "High Density". This zoning was a major factor in our decision to buy the property in 1990 and to hold it for 25 years until it could be developed. It is also the only reason why we undertook the considerable expense and added costs to annex to the City in recent years.

The City's proposal to down grade the zoning of our property will negatively impact the value of our land. Our land is currently under a sales contract based on the existing zoning. Any downgrading of zoning density on our property would negatively affect the value of our land and have a direct financial impact upon us.

In the past, the City's actions and feet dragging on the proposed development of the land immediately to the east of our lots, have already previously caused us to lose a sale on our property. Taken together with the economic recession, we have had to wait a considerable time for our property values to recover. We will not tolerate the City being the cause of another failed sale of our land.

ATTACHMENT D

Our land is very near the town center. It is an easy walk to shops, banks, schools and mass transit. It is a logical and practical area for High Density housing near the City core.

Disturbingly, we have heard a rumor that the newly constructed house at the western most end of Pacific Avenue has influenced some City officials in their idea to down zone the surrounding property. We hope this is not the case as that would simply be wrong on so many levels.

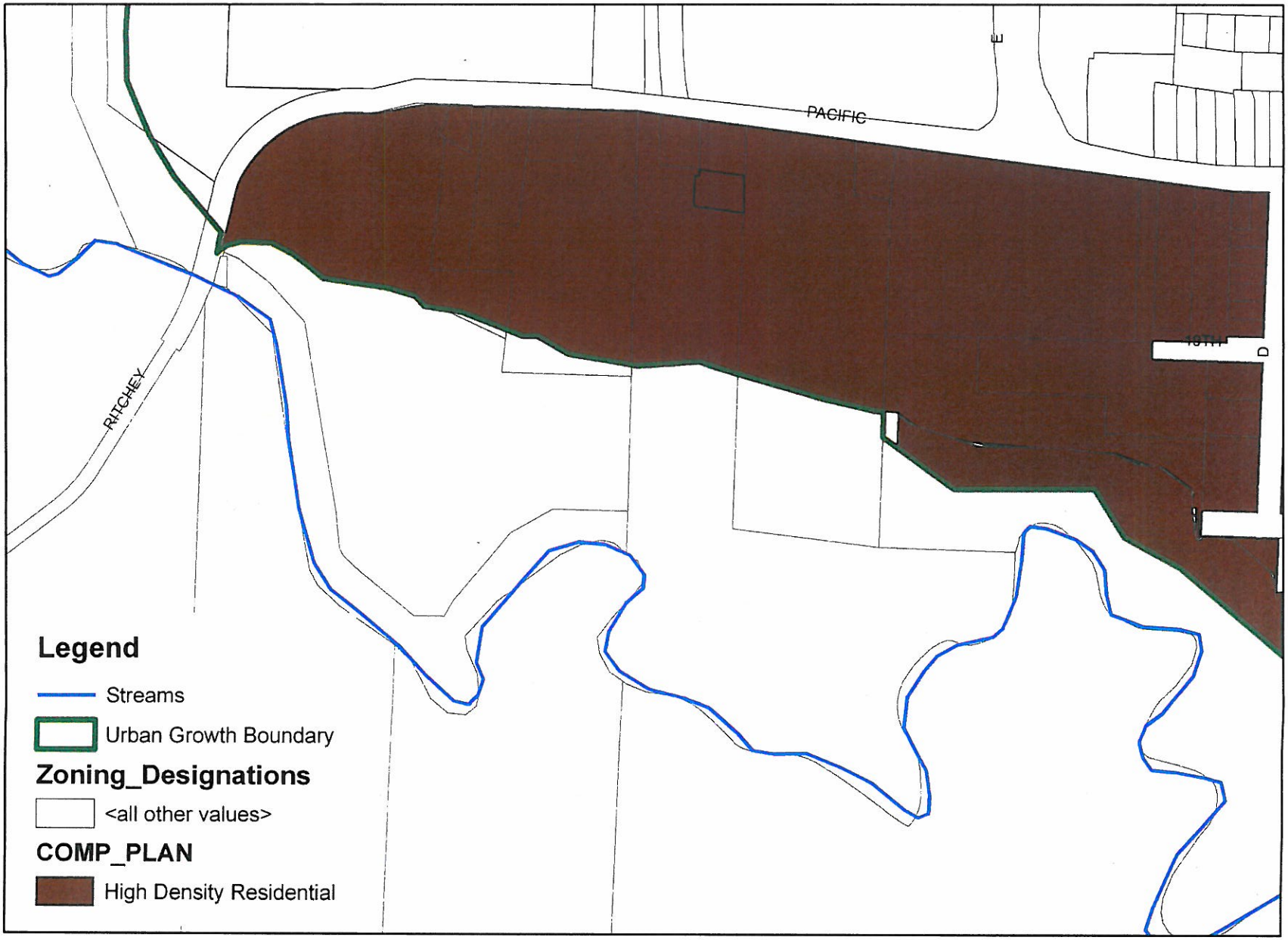
In conclusion, we request that you not change the zoning on our property but that you leave intact the existing zoning. Thank you for your time and consideration.

Yours Truly,

Mark Kenzer and Tripti Kenzer

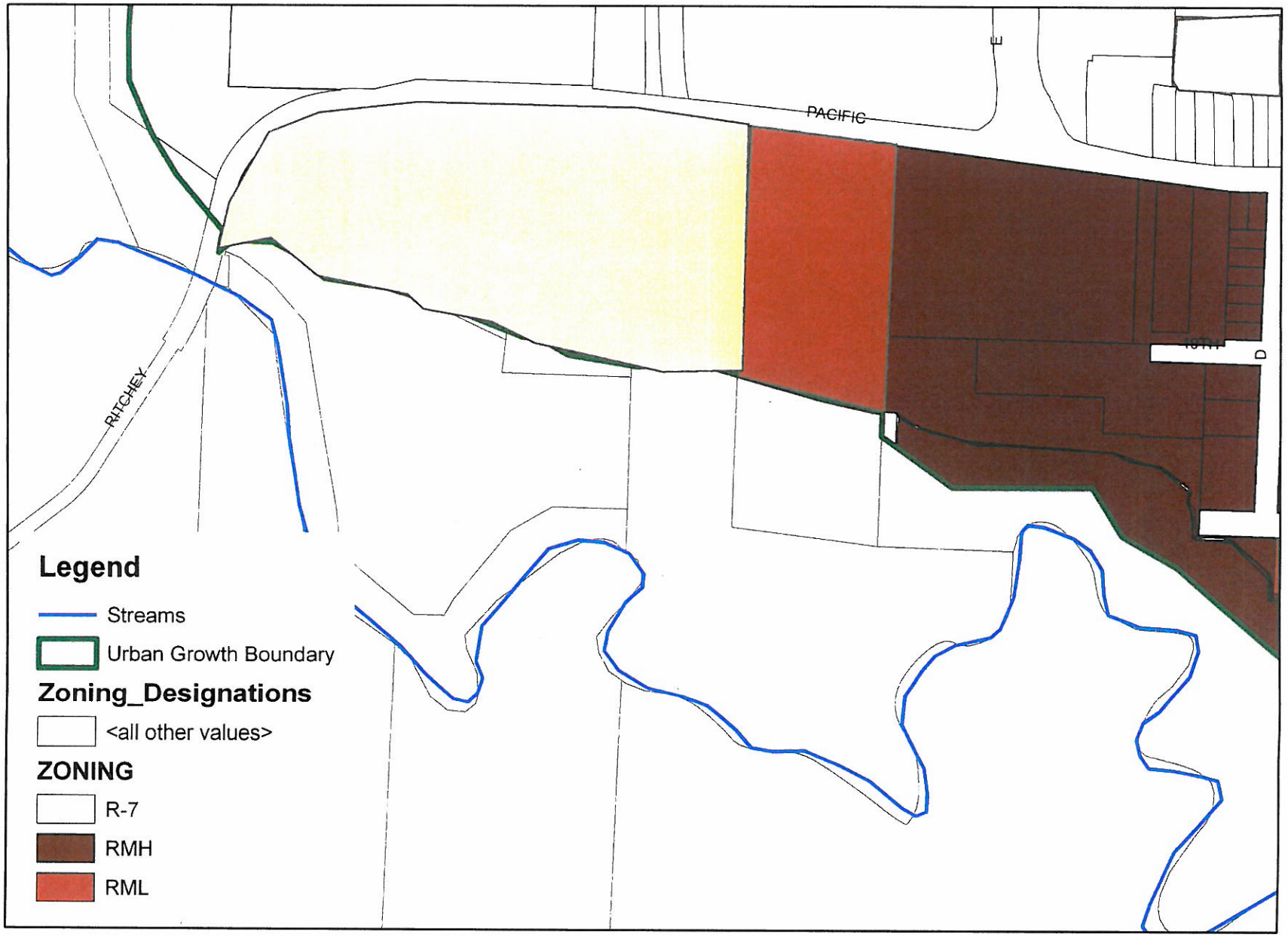
PO Box 175
Forest Grove, OR 97116

Alternative 1 - Retain High Density Residential Designation

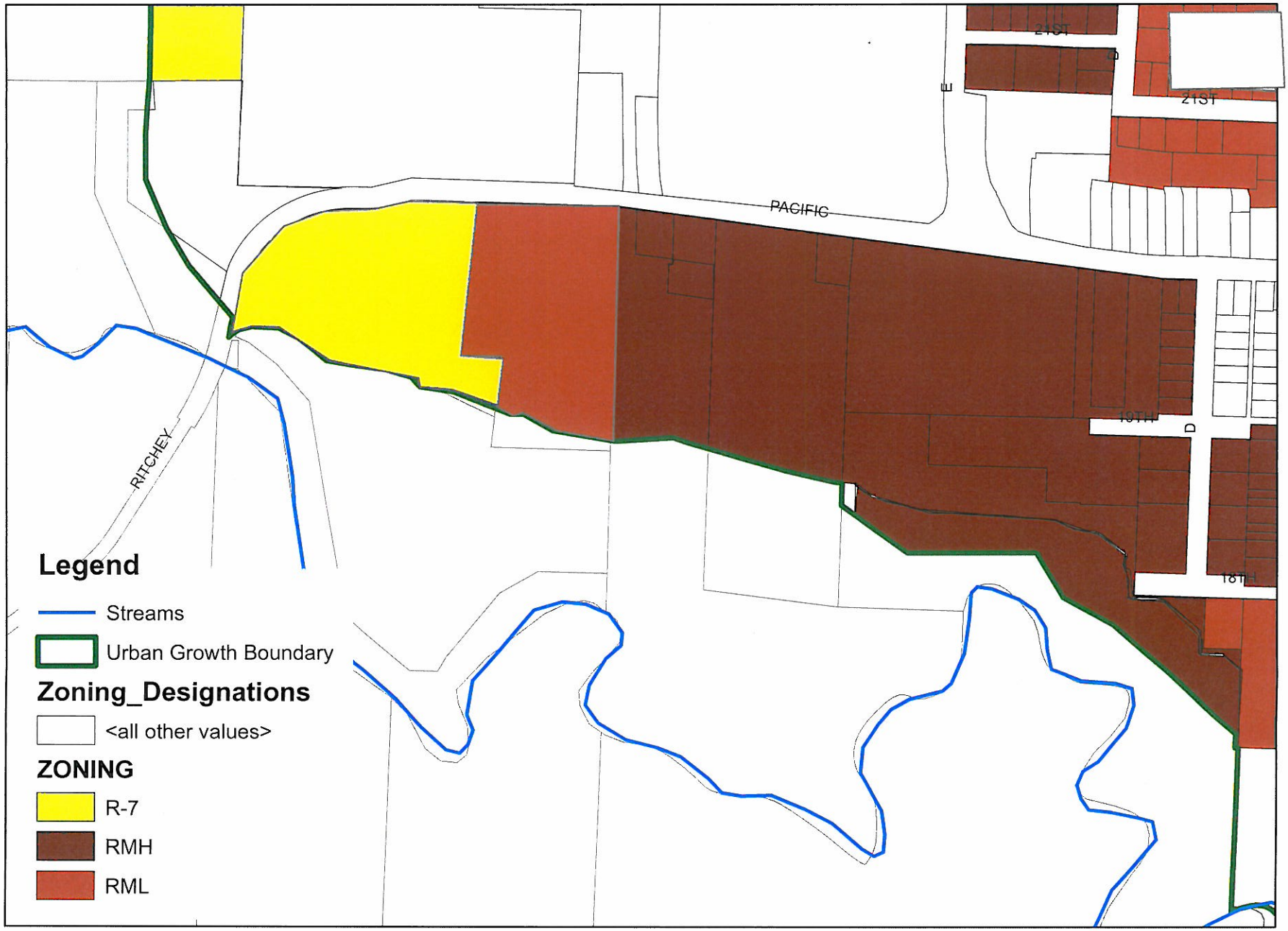


ATTACHMENT E

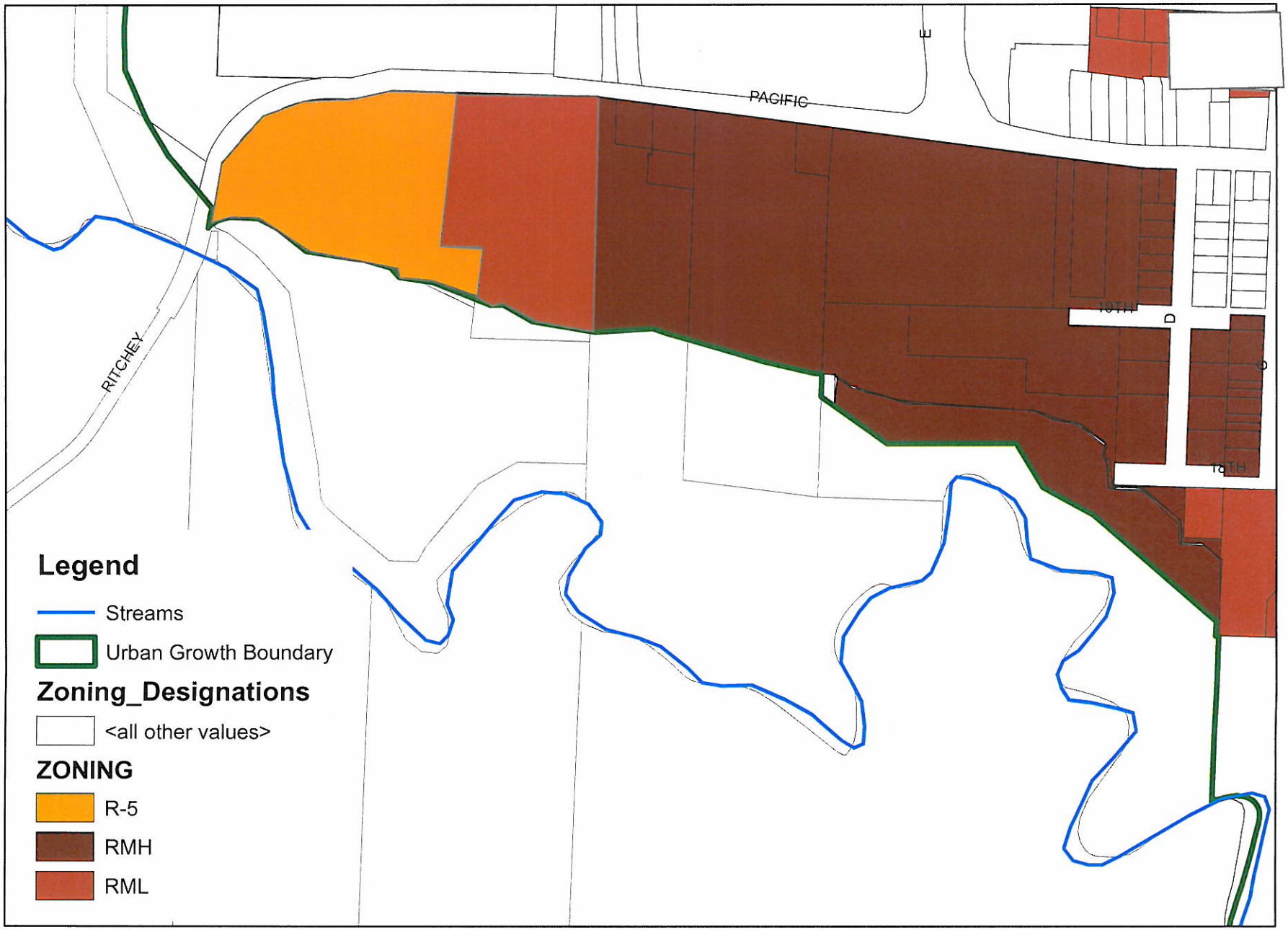
Alternative 2 - Planning Commission Recommendation



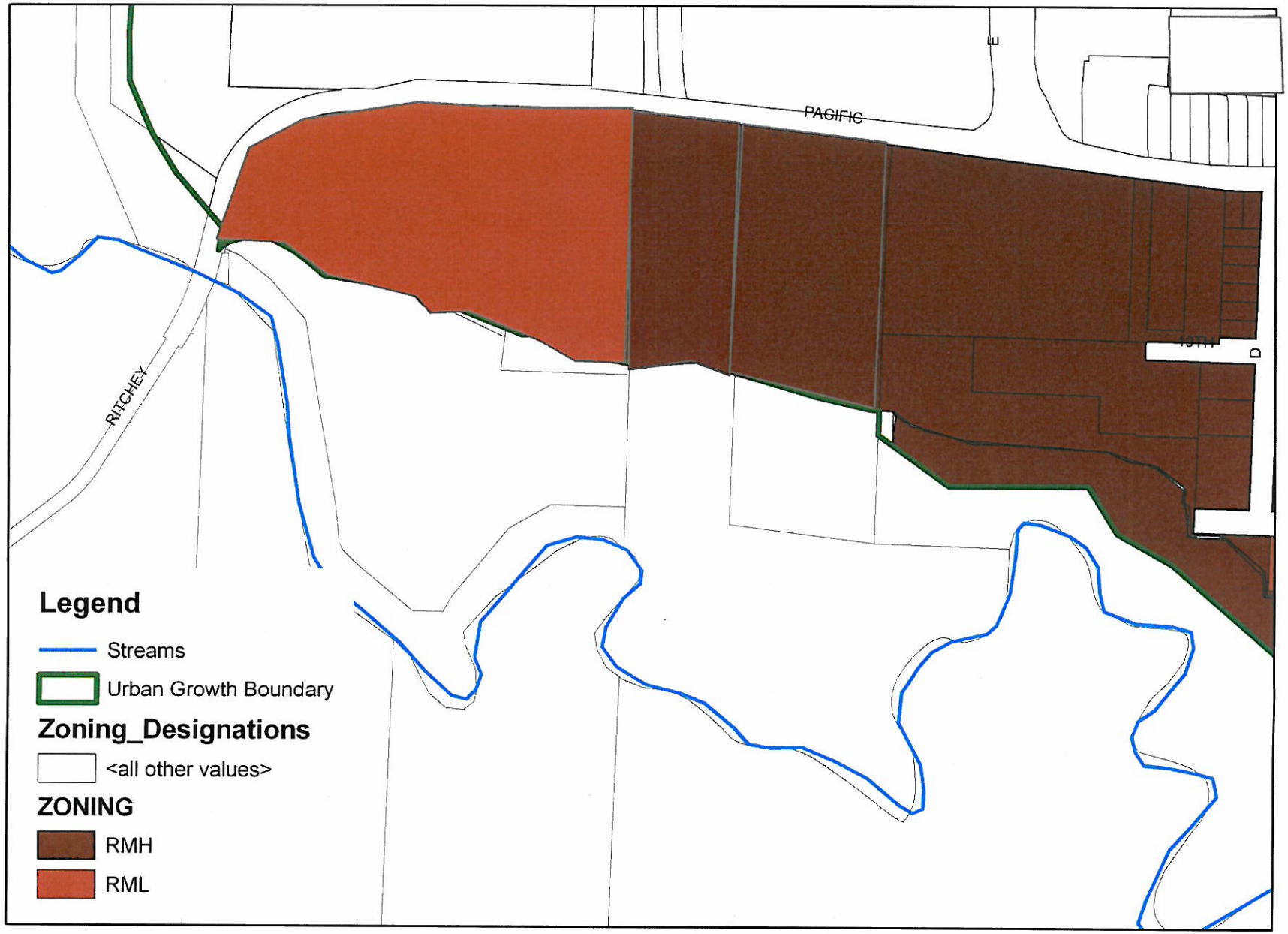
Alternative 3 - Modified PC Recommendation



Alternative 4 - R-5 Alternative



Alternative 5 - RMH/RML Alternative



Attachment C

December 2, 2013

City of Forest Grove Planning Commission
c/o Daniel Riordan, Senior Planner
1928 Council St
PO Box 326
Forest Grove, OR 97116

Re: City of Forest Grove proposed 2013 Transportation System Plan (TSP)

Dear Sir/Madam:

We are the owners of tax lots 401 and 500 on the west end of Pacific Avenue. We are writing to voice our strong objection to the City's proposed modification of the current TSP to re-designate a future street across our property from a local street to a collector street.

Such a re-designation is unneeded as our property is already bounded to the north by an existing collector street in Pacific Ave. We believe this plan change from a local street to a collector street is perhaps just a clerical error or oversight.

We have been advised verbally by a city employee that this proposed change will not be adopted for the recommendations to the City Council. We agree with this position.

Thank you for your time and consideration.

Yours Truly,

Mark Kenzer and Tripti Kenzer

PO Box 175
Forest Grove, OR 97116

ATTACHMENT F

Oregon
John A. Kitzhaber, MD, Governor

Department of Transportation
Region 1 Headquarters
123 NW Flanders Street
Portland, Oregon 97209
(503) 731.8200
FAX (503) 731.8531

RECEIVED
NOV 18 2013
By

11/18/2013

Forest Grove Planning Commission
P.O. Box 326
1924 Council Street

Re: Forest Grove Transportation System Plan (TSP) Update

As the Commission considers adoption of the City of Forest Grove TSP update, ODOT would like to submit this letter for clarification regarding signalization of intersections on state facilities. The City's financially constrained project list includes a number of intersection improvements to highway intersections and suggests signalization as a possible improvement. ODOT shares the City's interest in balancing vehicle mobility with accessibility and safety for all modes on the transportation system. However, in order for ODOT to consider a new signal, an intersection must meet signal warrants and be approved by the state traffic engineer. The signals listed in the draft TSP update on ODOT facilities have not gone through that process. Therefore, ODOT recommends that all references to new signals on the state system be removed to reflect the fact that more work will need to be completed closer to the time of implementation.

In addition, ODOT requests that the Commission consider one intersection project in particular. The Region 1 ODOT Traffic Unit recently analyzed the Fern Hill-Maple/Highway 47 intersection and came to the conclusion that ODOT cannot support signalization at this time. Intersection channelization and additional local connectivity may meet the City's needs without signalization and the City has identified *Highway 47 South of 19th Avenue* as a future study area. Furthermore, this project is not in the current Statewide Transportation Improvement Program and does not have committed State funding. ODOT recommends that the City move this project to a later timeframe to allow the City and ODOT time to identify an appropriate solution.

Thank you for the opportunity to comment on the TSP Update. We appreciate your continued coordination on planning efforts in the City of Forest Grove.

Sincerely,

Seth Brumley

Seth Brumley, ODOT Region 1 Planner

cc: Kirsten Pennington, ODOT Region 1 Planning Manager

ATTACHMENT G

roadways and connections depicted on the preferred plan map represent conceptual alignments, with further evaluation needed to identify specific routes. The proposed improvements are tied to land that will have future development actions. It is important that these planning level transportation improvement proposals carry through and develop further at the time of specific land use planning. Improvements tied to industrial land are particularly preliminary and may require significant adjustment as land use decisions are made. Additionally, development of projects affecting the state highway system will require on-going coordination with ODOT building on the discussions held during development of this document and the 2010 TSP.

The sections below discuss specific roadway facilities in greater detail, while Table 8-3 at the end of this chapter presents the project list.

8.9.1 Local Street Connectivity

Much of the local street network in Forest Grove is fairly well connected, with multiple access opportunities for entering or exiting neighborhoods. This is particularly true for the area south of Pacific Avenue, where a "grid" street system is in place. However, there are a number of locations in Forest Grove where, due to the lack of connection points, the majority of neighborhood traffic is funneled onto one single street. This type of street network results in out-of-direction travel for motorists and an imbalance of traffic volumes. In addition to motor vehicles, direct connections contribute greatly to accessibility for pedestrians and bicyclists.

By providing connectivity between neighborhoods, out-of-direction travel and vehicle miles traveled (VMT) can be reduced, accessibility between various modes can be enhanced and traffic levels can be balanced out between various streets. The proposed connections in this section are intended to accomplish these objectives. Local connections can reducing potential neighborhood traffic impacts and mitigate capacity deficiencies by better dispersing traffic.

The preferred criteria used for providing connections is as follows

- Every 300 to 500 foot grid for pedestrians and bicycles
- Every 500-1,000 foot grid for automobiles

New local connections are most important in the areas north of the Pacific Avenue both to the east, where there is a significant amount of undeveloped industrial land, and to the west, where there is a significant amount of anticipated residential development. Figure 8-7 shows the proposed local street connections for Forest Grove. In each case, the specific alignments and design will be better determined upon further engineering and/or development review. Topography, railroads and environmental conditions limit the level of connectivity in Forest Grove. Where appropriate, neighborhood traffic management may be incorporated into design and construction of new connections to protect existing neighborhoods from potential traffic impacts.

One area of particular sensitivity for local connections is located between the proposed David Hill Road extension and Hartford Drive. Roadway connectivity in the area requires further exploration before desired connections can be identified. The area is identified in Figure 8-7 as requiring additional study, as is the area along Highway 47 where future potential access locations and/or acceptable to ODOT have not been determined.

8.9.2 Future Study Areas

Figure 8-7 identifies four areas of the City requiring further study. During the TSP update, various ideas for improvements in the study areas were discussed, but no one proposed plan was agreed upon by all of the affected jurisdictions. More refined analysis is needed before conclusions on a preferred plan for

each study area can be reached. The TSP is a policy level document and not a vehicle for in-depth transportation analysis. A more in-depth analysis needs to include the following:

1. Evaluate alternative plans;
2. Evaluate implications of proposed alternatives on the transportation system (e.g., connectivity, circulation, access, traffic intersections, capacity, preliminary design, etc.);
3. Present how various alternatives and the proposed plan relate to various standards (e.g., type of standards, standards met or not, etc.); and
4. Recommend an alternative based on an evaluation of outcomes.

The following is a summary of the issues in each study area including a short discussion of that analysis that has been conducted and the ideas proposed for further review.

Yew Street / Adair Street / Mountain View Lane Study Area

The area that encompasses the intersections of Yew Street/Adair Street, Yew Street/Baseline Street, and Mountain View Lane/Pacific Avenue has been identified as needing further study. The Yew Street/Adair Street intersection has an existing deficiency (Level of Service F) and, with projected increases in traffic volumes, intersection operations will further degrade. Additionally, the Yew Street/Baseline Street intersection is projected to have future operational deficiencies for minor street approaches. The Mountain View Lane/Pacific Avenue intersection has an existing traffic signal where Adair Street and B Baseline Street converge to become Pacific Avenue. Several solutions to address the operational deficiency at Yew and Adair Streets have been suggested including additional turn lanes, new roadways such as connections between Yew Street and Mountain View Lane to east/west roadways including OR 8 (Pacific Avenue), 24th Avenue, and Holladay Street, turn restrictions with alternative routing, channelization, and coordinated traffic signals. The City's preferred alternative includes installation of traffic signals to improve operations and safety at the unsignalized intersections. However, this solution raises concerns about signal spacing along Highway 8 approaching the intersections with Baseline and Mountain View Lane. More discussion of various alternatives is included in Appendix J. A long-term solution may include these or other alternatives, and will require further study to identify a short/long-term solution. ODOT involvement and approval would be required for final recommendations.

Highway 47 Access (Hawthorne Street to 19th Avenue) Study Area

The area along Highway 47 between approximately Hawthorne Street on the north and 19th Avenue on the south has been identified for further study. This area needs further evaluation of a long-term access plan to state facilities and further evaluation of local circulation improvements to serve freight traffic and expected growth in local trips. The issues along this corridor include:

- Existing and potential future traffic congestion at the intersections of Highway 47 with Pacific and 19th Avenues.
- The idea of a potential new connection to Highway 47 in the area between Hawthorne Street and 24th Avenue to accommodate land development and growth in travel demand.
- The extension of 23rd Avenue and Holladay Street to connect growth areas in Forest Grove and Cornelius to Highway 47 in the vicinity of Martin Road.

Highway 47 at Pacific and 19th Avenues

These intersections currently operate with some delay (Level of Service D) which is expected to worsen in the future. Other operational deficiencies include long intersection traffic queues and substandard turning radii. Several solutions have been proposed to address these deficiencies including incorporating coordinated signal timing, constructing new roads that would extend existing roadways, installing channelization, adding new turn lanes, and providing for pedestrian enhancements.

Information from this preliminary evaluation has been included in Appendix J. Due to the complexity and interrelated transportation issues, the area has been identified for a refinement planning study (see further discussion below). ODOT involvement and approval would be required for final recommendations.

Highway 47 between Hawthorne Street and 24th Avenue

The idea of a potential connection for local access along Highway 47 in the vicinity of Willamina Avenue, Juniper Street, Hawthorne Street, or Laurel Street (discussed as part of the recent Transit-Oriented Development or TOD planning process), has been identified for further study. Several general concepts were developed for this proposed connection including providing additional Highway 47 access to accommodate demand, preserving mobility along Highway 47, developing corrections to operational deficiencies, and improving local road circulation. More discussion of this study area is included in Appendix J.

23rd Avenue / Holladay Street Extensions

Through the TOD planning process a preferred alignment of the 23rd Avenue extension was identified to connect with Highway 47 at Martin Road. Additionally, Holladay Street would be extended west through and from the City of Cornelius to connect with the highway at Martin Road.

Conclusions

Further evaluation of improvements along Highway 47 will be necessary before the issues identified above can be resolved. This evaluation would be conducted as part of a proposed Refinement Plan Study for the northeast portion of the City. The proposed Refinement Plan Study area would include analysis of:

- Highway 47 intersections between 19th Avenue in the south to the proposed Hawthorne Street intersection northwest of the existing Porter Street/Oak Street intersection.
- A potential alignment of the proposed extension of 23rd Avenue (east to intersect with Highway 47) and Holladay Street (west to intersect with Highway 47) including a recommended connection with Highway 47.
- Connections between Yew Street and Mountain View Lane to east/west roadways including OR 8 (Pacific Avenue), 24th Avenue, and Holladay Street.
- Feasibility for advancing a coordinated timing scheme for Highway 47 and /or extension of the Pacific Avenue / 19th Avenue couplet eastward through Highway 47. It should be noted that ODOT currently considers a coordinated timing scheme along Highway 47 to be infeasible and would not support the extension of the Pacific 19th Avenue couplet eastward to Highway 47.

The solutions proposed in this area in the Preferred Roadway Plan are considered to be preliminary, and may be modified upon completion of the future Refinement Plan Study for this area. ODOT involvement and approval would be required for final recommendations.

David Hill Study Area

The northwestern portion of the City, in the vicinity of David Hill Road, also includes transportation system challenges that require further study. These challenges relate both to the long-term need to improve David Hill Road to an urban section (portions of this road are currently narrow and winding with minimal shoulders), to connect David Hill Road to Highway 47, and to provide a system of local streets serving the expected residential and mixed use development in this area. Topography and the need to preserve vegetative corridors must also be considered. Identification of this study area including a commitment by the City to evaluate local circulation options is necessary to comply with the

requirements of the Transportation Planning Rule (TPR) – hence its identification as a TPR Refinement Area. Compliance with the Regional Transportation Plan (RTP) and Regional Transportation Functional Plan (RTFP) will also require evaluation of local circulation options in this study.

Northern Urban Reserve Study Area

While this area is currently outside of the Forest Grove Urban Growth Boundary (UGB), it lies immediately north of existing development, including the future alignment of David Hill Road between that development and Highway 47. Evaluation of potential concept level local circulation options in this area is necessary to ensure that the proposed David Hill Road improvements and the recommended extensions of B and Main Streets to David Hill Road can be accommodated further north when the area is developed in the future. Additionally, identification of a backbone local circulation system will benefit the orderly development of the area in the future.

Highway 47 South of 19th Avenue

The Highway 47 corridor south of 19th Avenue includes several intersections in need of further study for safety and mobility improvements. These intersections include:

- Highway 47 at Maple Street/Fern Hill Road;
- Highway 47 at Elm Street; and
- Highway 47 at B Street.

The Highway 47 at Maple Street/Fern Hill Road intersection provides connectivity between Pacific Avenue and the Fern Hill wetlands. This intersection is a critical gateway into the City from rural Washington County to the south. This intersection also provides access from Highway 47 to the residential areas served by Maple Street. Key services are located on Maple Street including the Forest Grove Tuality Hospital and Joseph Gale Elementary School. The Highway 47/Maple Street/Fern Hill Road intersection also provides access across Highway 47 to the Fern Hill wetlands recreational area. For these reasons this intersection requires further study for mobility and safety improvements. Funding for specific improvements should be determined through a refinement plan for this key intersection.

The Highway 47 and Elm Street intersection provides access to residential areas north of Highway 47 and the employment area south of Highway 47. Further evaluation of unresolved mobility and safety issues is needed at this location.

Another gateway into the City is located at the Highway 47 with B Street intersection. B Street provides a direct route from Highway 47 to the Forest Grove Town Center. In addition, B Street provides truck access to Highway 47 to and from the Forest Grove solid waste transfer station on B Street. Several serious accidents have been reported at this location including fatalities. Further study and refinement in needed at this intersection to address safety and mobility concerns.

8.9.3 Preferred Plan Project List

Table 8-3 lists roadway improvement projects for motor vehicles as well as planning-level cost estimates. The table may also include bicycle facilities, sidewalks, pedestrian crossings, and transit projects. Figure 8-7 shows the Preferred Plan roadway network including the projects listed in Table 8-3. All roadway alignments are conceptual.

Project cost estimates were based on previous cost estimates and similar planning efforts in other Metro communities. These estimates may not include additional costs related to right-of-way