



Memorandum #1: Plans and Policies Review (FINAL)

Pacific Avenue and Tualatin Valley (TV) Highway
Access Management Strategy

City of Forest Grove

Forest Grove, Oregon

December 3, 2025





Contents

1	Introduction.....	2
2	Plan, Policy, and Code Standards Review.....	2
	2.1 Local Plans, Policies, and Standards.....	2
	2.2 State Plans, Policies, and Standards.....	3
3	Land Use Conditions and Inventory.....	15
	3.1 Existing Land Uses and Zoning Designations.....	15
	3.2 Key Land Uses in the Project Area.....	17
4	Future Policy and Standard Considerations.....	19
	4.1 Identified Access Management Strategies.....	19
	4.2 Existing and Potential Access Management Policies and Standards.....	20
	Forest Grove TSP.....	20
	Forest Grove Comprehensive Plan.....	21
	Forest Grove Development Code.....	22
	Washington County Community Development Code.....	24
	Metro Regional Transportation Functional Plan.....	25
	OAR Chapter 734, Division 51 (ODOT Access Management).....	26
	Comparison of City, County, and State Access Management Standards.....	26
	4.3 Next Steps.....	27

Tables

Table 1.	Planning Document Review – Local Plans, Policies, and Standards.....	1
Table 2.	Planning Document Review – State Plans, Policies, and Standards.....	10
Table 3.	Summary of Community Commercial Land Use and Zoning Designations.....	15
Table 4.	Access Management Spacing Standards for Statewide Highways with Annual Average Daily Traffic >5,000.....	21

Figures

Figure 1.	Forest Grove Comprehensive Plan Designations (2022).....	15
Figure 2.	Forest Grove Zoning Designations (2021).....	16
Figure 3.	Forest Grove Project Area.....	17

1 Introduction

The Tualatin Valley (TV) Highway in this Forest Grove Project Area is marked by high traffic volumes, tightly spaced driveways and access points, higher traffic speeds (posted speed of 40 miles per hour (mph)), and numerous businesses, shops, offices, apartments, assisted-living homes, and the city's largest manufactured-home community. The Project will build on the East Forest Grove TV Highway Safety Improvement Plan, adopted in 2022, which identifies access management as a priority for transforming TV Highway into a vibrant, attractive, and calmer arterial roadway that is pedestrian and bicycle friendly.

In 2014, the City of Forest Grove also adopted a major update to its Transportation System Plan (TSP), which included attention to improving access management on high-volume roadways. In this vein, the TSP called for "(s)pecific access management plans be developed for key corridors to maximize the capacity of the existing facilities and protect their functional integrity."

This memorandum reviews and summarizes local, regional, and state planning documents related to these objectives in the TSP and to access management in this Project Area. It is also intended to serve as the basis for updates to the TSP, Development Code, and any other City documents that will be needed to implement recommendations from this project (Task 5 and Task 6).

2 Plan, Policy, and Code Standards Review

This section includes a review of planning documents in order to identify policies, strategies, projects, and/or standards relevant to access management, safety improvements, mobility, and operations along this section of the TV Highway corridor.

The documents and their review are grouped into local (i.e., City and regional) documents in Table 1 and statewide documents in Table 2. The tables include an overview of the content in each document and note whether the document contains the following:

- Policies regarding mobility, safety, or access management strategies
- Additional access management guidance
- Criteria that can be used for the basis of developing evaluation criteria as a part of Task 4.1, weighing alternatives for the project
- Supportive projects in the Project Area
- Standards related to access management, safety, mobility, or operations

The following documents listed below were included in the review.

2.1 Local Plans, Policies, and Standards

- Forest Grove Design Guideline Handbook (2009)
- Forest Grove Development Code Article 3 (Zoning Districts and Map) (2023)

- Forest Grove Development Code Article 8 (Access and Circulation) (2009)
- Forest Grove Comprehensive Plan Map and Land Use Chapter (Chapter 4) (2014)
- Forest Grove Transportation System Plan (TSP) (2014)
- Forest Grove East Forest Grove TV Highway Safety Improvement Plan (2022)
- Forest Grove Forward 2040 Vision Plan (2025)
- Regional Transportation Functional Plan (2012)
- Metro Designing Livable Streets and Trails Guide (2020)
- Metro Regional Transportation Plan (RTP) (2023)
- Metro Tualatin Valley Highway Transit Project Documents (2024, Ongoing)

2.2 State Plans, Policies, and Standards

- Oregon Administrative Rules (OAR) Chapter 660, Division 12 (Transportation Planning Rule)
- OAR Chapter 734, Division 51 (ODOT – Highway Division – Highway Approaches, Access Control, Spacing Standards, and Medians)
- Oregon Pedestrian and Bicycle Safety Implementation Plan (and Technical Appendix), 2020
- ODOT Highway Design Manual (2025)
- ODOT Transportation Safety Action Plan (2021)



Table 1. Planning Document Review – Local Plans, Policies, and Standards

	Document	Overview	Policies	Access	Eval. Criteria	Projects	Standards	Other
1	Forest Grove Design Guideline Handbook (2009)	<ul style="list-style-type: none"> This document looks at the commercially zoned Pacific Avenue and the Pacific Avenue/19th Avenue couplet and multi-unit residential areas to increase functionality, circulation, the pedestrian environment, and improve visual quality along the corridor. Circulation recommendations focus on reducing conflicts between bikes, pedestrians, and vehicles. Includes: <ul style="list-style-type: none"> Consolidating vehicle access points and reducing curb cuts along public arterials or collector streets Reducing gaps and creating connectivity for pedestrian networks Implementing traffic calming measures to manage traffic speeds Parking recommendations look to minimize surface parking and create safer access and walkability for pedestrians. This includes, minimizing parking between public sidewalks and buildings (i.e., locate parking in rear of buildings – potentially relevant for the 7-Eleven convenience store). Pedestrian environment recommendations include: <ul style="list-style-type: none"> Creating buffers between pedestrian and vehicular environments 		<p style="text-align: center;">✓</p> <p>PDF pg. 3</p>			<p style="text-align: center;">✓</p> <p>PDF pg. 3</p>	Design Guidelines
2	Forest Grove Development Code Article 3 (Zoning Districts and Map) (2023)	<ul style="list-style-type: none"> Article 3, Section 17.3.300, includes development standards for Commercial and Mixed-Use Zones. <ul style="list-style-type: none"> Based on the Forest Grove Zoning Map, parcels along Pacific Ave in the Project Area are zoned for Community Commercial (CC). The CC zone is intended for mixed-use development along the regional transit corridor, with an emphasis on a safe and convenient streetscape and transportation network. Standards that are more relevant to access and circulation within a commercial corridor are in Article 8 of the development code. 					<p style="text-align: center;">✓</p> <p>17.3.300</p>	
3	Forest Grove Development Code Article 8 (Access)	<ul style="list-style-type: none"> Article 8, Section 17.8.100, includes development standards for access and circulation to ensure convenient, efficient, and safe vehicle and pedestrian networks. 		<p style="text-align: center;">✓</p>			<p style="text-align: center;">✓</p> <p>17.8.110</p>	

Table 1. Planning Document Review – Local Plans, Policies, and Standards

	Document	Overview	Policies	Access	Eval. Criteria	Projects	Standards	Other
	and Circulation) (2009)	<ul style="list-style-type: none"> General Provisions (17.8.110) includes considerations and standards for: <ul style="list-style-type: none"> Joint egress/access points to reduce driveway entry points and points of conflict The City Engineer’s ability to limit driveway locations so as to not conflict with public infrastructure – supporting the relocation of certain egress or access points Circulation efforts and pedestrian environments, requiring a continuous sidewalk on both sides of travel lanes 		17.8.140 (B)			17.8.130	
4	Forest Grove Comprehensive Plan Map, Land Use, and Transportation (Chapter 4 and Chapter 11) (2014)	<ul style="list-style-type: none"> According to the Comprehensive Plan Map, the Project Area is mostly designated Community Commercial with two properties on the south side of the highway designated as Semi-Public. <ul style="list-style-type: none"> The narrative states that higher density along Pacific Ave could support increased transit use and land use efficiency and encourage multimodal connectivity. Community Commercial designations are intended to create “nodal development” and decrease traffic congestion, supporting access point consolidation efforts. Community Commercial designation objectives focus on: <ul style="list-style-type: none"> Creating walkable (1/2 mile walking distance) corridors Implementing development standards that promote a multimodal and transit-oriented landscape along the corridor Requiring proposed development to limit access by sharing curb cuts and adjoining property access The Transportation Element of the Comprehensive Plan defers to the City’s TSP, but there are transportation goals, policies, and actions in this chapter of the Comprehensive Plan that include: 	<p style="text-align: center;">✓</p> <p>Pg. 59 Pg. 263</p>	<p style="text-align: center;">✓</p> <p>Pg. 59 Pg. 263</p>				



Table 1. Planning Document Review – Local Plans, Policies, and Standards

	Document	Overview	Policies	Access	Eval. Criteria	Projects	Standards	Other
		<ul style="list-style-type: none"> ○ Creating sidewalk standards that define widths based on the City’s functional classification system for roadways ○ Identifying key improvement areas for street crossings ○ Working with ODOT to reduce conflicts between vehicles and pedestrians through access control standards ○ Amending street design standards for design exceptions based on the necessity and application 						
5	Forest Grove Transportation System Plan (TSP) (2014)	<ul style="list-style-type: none"> • The 2014 TSP documents Forest Grove’s key land use and transportation efforts and plans for transportation improvements over the next 20-25 years. • The existing conditions identified several key issues from the 2010 TSP: <ul style="list-style-type: none"> ○ Highest pedestrian volumes along Pacific Ave and B St ○ Highest bicycle activity along Pacific Ave, Main St, and Willamina Ave ○ Bus stops at 19th / B St and 19th Ave / Main St have the highest reported ridership ○ Yew St / Adair St was one of the key intersections identified as having deficient operational standards • Roadway problem areas in the Project Area include: <ul style="list-style-type: none"> ○ Delay for vehicle turns during peak hours from TV Highway at Yew St onto Adair St ○ Intersection at Pacific Ave and Quince St exceeds applicable operational standards (LOS D, which will decrease further to an LOS E with projected 2035 population estimates) – which does not meet the LOS set in the Comp Plan • Bike and ped problem areas in the Project Area include: <ul style="list-style-type: none"> ○ 24th Avenue from Quince Street to Yew Street ○ 19th Avenue from OR 47 to Mountain View Lane • Intersections with the highest number of crashes within the Project Area include: <ul style="list-style-type: none"> ○ OR 47 and Pacific Ave ○ Yew St and Adair St 	✓ Ch 2	✓ Ch 8		✓ Ch 5-8	✓ Fig. 8-2	

Table 1. Planning Document Review – Local Plans, Policies, and Standards

	Document	Overview	Policies	Access	Eval. Criteria	Projects	Standards	Other
		<ul style="list-style-type: none"> Chapter 2 includes goals, policies, and performance measures that include safety goals and intra-governmental coordination. <ul style="list-style-type: none"> Goal 3b includes access control and spacing standard guides. Chapters 5-8 include individualized project lists for pedestrians, bicycles, transit, and roadways and proposed access management strategies by topic. <ul style="list-style-type: none"> Pedestrian improvements include completing sidewalk gaps along Pacific and Adair Aves and improving path segments along OR 47. Roadway improvements include intersection improvements at Adair St / Yew St and Pacific Ave / Quince St. 						
6	Forest Grove East Forest Grove TV Highway Safety Improvement Plan (2022)	<ul style="list-style-type: none"> Technical Memorandum #3 was reviewed for findings from a transportation safety data evaluation and site visit that were part of the Safety Improvement Plan process. The memo includes standards for the corridor: <ul style="list-style-type: none"> 40 mph posted speed 84-foot cross-section (curb-to-curb) 12-foot lanes (at the couplet) with the cross-section of each section being 40 feet Key findings include: <ul style="list-style-type: none"> Crashes in the Project Area were higher than statewide average (244 between 2012-2017). 73% of collisions occurred at intersections. Bike facilities are narrower than 6 feet from Yew St to OR 47. Sidewalks are limited and where they are, they do not meet current standards. There are six main accesses along OR 47 (eastbound) that average 364 feet in spacing and thirteen accesses (westbound) that average 160 feet in spacing. Safety opportunities from the site visit included: <ul style="list-style-type: none"> Sight distance improvements at OR 8 / Yew St and OR 8 / 2nd St 			<p style="text-align: center;">✓</p> <p>Pg. 15, 22</p>		<p style="text-align: center;">✓</p> <p>Pg. 1</p>	



Table 1. Planning Document Review – Local Plans, Policies, and Standards

	Document	Overview	Policies	Access	Eval. Criteria	Projects	Standards	Other
		<ul style="list-style-type: none"> ○ Unmarked pedestrian crossings pose a safety risk at OR 8 / Yew St. • Safety performance measures and crash data were also used to determine areas of high-risk or collisions. <ul style="list-style-type: none"> ○ The Safety Priority Index System and Highway Safety Manual Predictive Method are mentioned as reliable methods for evaluating risk. 						
7	Forest Grove Forward 2040 Vision Plan (2025)	<ul style="list-style-type: none"> • This document looks to coordinate strategic planning and decision-making efforts throughout the City of Forest Grove through one shared vision. • Objectives of the plan include mobility, traffic management, safety, and thoughtful design. <ul style="list-style-type: none"> ○ Action items focused on “improv[ing] mobility with balanced traffic management, safety enhancements, and thoughtful design and planning” include: <ul style="list-style-type: none"> ▪ 2.9 Improving crosswalks with protective designs and features ▪ 2.10 Partner with ODOT to improve the Highway 47 and TV Highway safety corridor ▪ 2.13 Identify and prioritize traffic safety improvements ○ Action items associated with “enhance[ing] walkability and community connectivity through pedestrian- and bike-friendly infrastructure and enhanced transit options” include: <ul style="list-style-type: none"> ▪ 2.28 Implement the East Forest Grove TV Highway Safety Improvement Plan ▪ 2.29 Implement intersection safety improvements ▪ 2.31 Updating the Yew St intersection ▪ 2.32 Increase walkability and address pedestrian barriers 	 pg. 9-11			 pg. 11		

Table 1. Planning Document Review – Local Plans, Policies, and Standards

	Document	Overview	Policies	Access	Eval. Criteria	Projects	Standards	Other
8	Regional Transportation Functional Plan (RTFP) (2012)	<ul style="list-style-type: none"> The RTFP implements the Goals and Objectives of the Regional Transportation Plan (RTP) that will guide Comprehensive Plan and TSP development across Metro jurisdictions. Title 1 in the RTFP includes standards for street system designs, including: <ul style="list-style-type: none"> Local street designs with pavement widths of less than 28 feet curb-to-curb and sidewalk widths that include at least 5 feet of pedestrian through zones Existing or planned highway interchange designs to restrict driveway and street access in the vicinity of interchange ramp terminals to minimize congestion and conflicts (3.08.110.G) Pedestrian system designs to include safe crossings and controlled pedestrian crossings at major arterials (3.08.130.A(5)) or, alternatively, the inclusion of Pedestrian Districts Metro jurisdiction TSPs must include Transportation System Management and Operations (TSMO) plans, where one element of the plans should pertain to access management. <ul style="list-style-type: none"> TSMO strategies – including localized transportation demand management and safety, operational, and access management improvements – must be the first set of strategies considered in addressing needs identified in through a Metro jurisdiction’s TSP process. Table 3.08-2 (Interim Regional Mobility Policy) includes operating standards for OR 47, which is .90 volume- or demand-to-capacity ratio during midday 1-hour peak and .99 for pm 2-hour peak. 	 Pg. 8			 Pg. 15	 Pg. 34	
9	Metro Designing Livable Streets and Trails Guide (2020)	<ul style="list-style-type: none"> This document is intended to promote and align the regional land use and growth strategy with the RTP. Chapter 2 pulls in federal, regional, and local policies that would have an impact on street design, including reference to some of the documents in this table. Chapter 4 includes design principles that are seen as obstacles throughout the Pacific Ave and Adair St 	 Ch. 2.5	 Ch. 4.3 Pg. 64	 Ch. 4.3		 Ch. 3 Pg. 3-88	



Table 1. Planning Document Review – Local Plans, Policies, and Standards

	Document	Overview	Policies	Access	Eval. Criteria	Projects	Standards	Other
		<p>corridor, including access management strategies, sight distance and posted speed, and designing for the public realm. It is referred to as the “travelway realm” in this document. Sections pertinent to this project include:</p> <ul style="list-style-type: none"> ○ Section 4.3 specifically includes alternative design approaches for access management, including consolidation or reduction of driveways or relocation of driveways to side streets. ○ Section 4.3 includes design recommendations for bikeways by posted speed, traffic volume, and functional classification. ○ Section 4.3 includes design approaches for signalized and unsignalized intersections, including intersection treatments, crossing enhancements, turn lane considerations, and bicycle facility improvements. 						
10	Metro Regional Transportation Plan (RTP) (2023)	<ul style="list-style-type: none"> • The RTP guides planning and transportation investments across the Portland Metro region and the 24 cities that live under the umbrella. The RTP works to increase connectivity and network completion, seeking safe, reliable access to transportation for all users. • Chapter 3 includes network and transportation system policies and standards that are intended to guide development and management of current and future systems. <ul style="list-style-type: none"> ○ Figure 3.6 identifies the segment of Pacific Ave between Quince St and Yew as a high-injury corridor <ul style="list-style-type: none"> ▪ Metro RLIS Datasets (2025) also identify the intersections of Adair St and Yew St and OR8 and OR47 as high-injury intersections ○ Mobility policies in section 3.2.6 include safety considerations: <ul style="list-style-type: none"> ▪ Prioritizing investments in areas with vulnerable populations to increase connectivity to surrounding amenities and other modes of transportation 	<p>✓</p> <p>Ch. 3</p>	<p>✓</p> <p>Pg. 15</p>	<p>✓</p> <p>Pg. 3-62 Pg. 4-3</p>	<p>✓</p> <p>Ch. 6</p>	<p>✓</p> <p>Ch. 3 Pg. 3-88</p>	

Table 1. Planning Document Review – Local Plans, Policies, and Standards

	Document	Overview	Policies	Access	Eval. Criteria	Projects	Standards	Other
		<ul style="list-style-type: none"> <ul style="list-style-type: none"> ▪ Increasing efficiency and reducing conflicts between vehicles and pedestrians ○ Table 3.5 includes mobility performance targets to identify gaps in mobility and evaluate solutions. ○ Motor vehicle policies in section 3.3.3 include safety, access management considerations, and connectivity policies. ○ Design Policy #4 includes considerations for access management and safe arterial design practices. ○ Table 3.9 includes strategies to reduce congestion on arterials, such as Pacific Ave, including access management and driveway restrictions. ○ Bike Policy #2 promotes a safe and well-connected bike network without gaps, that is connected to transit and other community amenities. Adair St and Pacific Ave are considered Regional Bikeways according to the 2023 RTP. • Chapter 4 identifies certain parts of Adair St and Pacific Ave as having gaps in the pedestrian network, detracting from the mobility of the corridor and regional network. <ul style="list-style-type: none"> ○ However, Pacific Ave is not identified as a high-crash corridor for vehicles, in comparison to other road segments in Metro • Chapter 5 includes funding opportunities for implementing programs and projects. The list of projects is high-level and categorical as opposed to specific city-based projects (in Chapter 6). • Chapter 6 (namely Figure 6-3) includes areas of priority investment between 2023-2030 and 2031-2045 for Forest Grove and Pacific Ave that fall within the constrained budget of the RTP for walking and biking. <ul style="list-style-type: none"> ○ Pacific Ave is also included in the project list for Safety Priorities. 						



Table 1. Planning Document Review – Local Plans, Policies, and Standards

	Document	Overview	Policies	Access	Eval. Criteria	Projects	Standards	Other
11	Metro Tualatin Valley Highway Transit Project Documents (2024, Ongoing)	<ul style="list-style-type: none"> • This project focuses on upgrading the existing bus service to TriMet’s Frequent Express (FX) branded, enhanced bus service, using TV Highway as the primary corridor. <ul style="list-style-type: none"> ○ The Forest Grove segment includes just over 2 miles (Segment 10). ○ TV Highway land use context is Commercial Corridor in Forest Grove up to Highway47/Quince Street. • Two of the major concerns for the corridor are speed and safety. • As a part of Phase 1, access and safety improvements were included in the concept design for upgraded bus facilities, supporting traffic calming measures, pedestrian crossing improvements, and wider and separated bike lanes and sidewalks. • Phase 2 looked to reduce the cost of the project by focusing on fundamental elements necessary for a viable project to attain funding through Federal Transit Administration Small Starts Capital Investment Grant program. • The Locally Preferred Alternative (LPA) recommendations for Segment 10 include 6 total station pairs with 2 pairs around Quince Avenue and 1st Street: at A and B Row, and at Yew Street (at Adair and at Pacific Ave). 		✓				Recs

Table 2. Planning Document Review – State Plans, Policies, and Standards

	Document	Overview	Policies	Access	Eval. Criteria	Projects	Standards	Other
12	Oregon Administrative Rules (OAR) Chapter 660, Division 12 (Transportation Planning Rule)	<ul style="list-style-type: none"> • The Transportation Planning Rule (TPR) is intended to implement Statewide Planning Goal 12 (Transportation) and promote safe, convenient, and affordable multimodal transportation for communities across Oregon through the creation and update of a local TSP. <ul style="list-style-type: none"> ○ Section -0020 includes required elements of an established TSP, including a requirement for arterials and collectors to have access management standards consistent with their functional classification. ○ Section -0155 includes safety and harm/injury/fatality reduction and completing multimodal networks as methods of project prioritization. ○ Section -0215 includes transportation performance standards, of which jurisdictions must adopt at least two. This provides metrics by which the City can create benchmarks and measure success. Some of the standards that are pertinent to the corridor and Project Area goals include: equity, safety, network connectivity, and mobility. ○ Section -0510 includes requirements for pedestrian networks, including enhanced crossings for increased levels of safety. It includes recommendations for higher-visibility crossings, including illuminating crossings at nighttime, at key locations such as near transit stops or in areas with underserved populations. ○ Section -0610 includes bicycle system requirements that include “mitigating uncomfortable or unsafe facilities or crossings.” It also recommends placing physical separation or protections along high-volume roadways. <ul style="list-style-type: none"> ▪ As the TV Highway/Pacific Ave are state facilities, the Blueprint for Urban Design (2019; now a part of the Highway Design Manual 2025) serves as a great reference for safe and comfortable bicycle network planning. 		✓	✓		✓	



Table 2. Planning Document Review – State Plans, Policies, and Standards

	Document	Overview	Policies	Access	Eval. Criteria	Projects	Standards	Other
13	Oregon Administrative Rules (OAR) Chapter 734, Division 51 (ODOT Access Management)	<ul style="list-style-type: none"> This rule governs the statewide Access Management Standards for highway approaches and access control and spacing standards. As Tualatin Valley (TV) Highway (OR 8) and OR 47 are in the Project Area, this chapter can guide policies to help manage these areas. <ul style="list-style-type: none"> OAR 734-051-1065 describes procedures and circumstance in which the department may restrict turning movements on the state highway OAR 734-051-4010 (8) includes access management spacing standards for state highway approaches based on speed, and Annual Average Daily Traffic. OAR 734-051-4020 is hyperlinked to tables with specifications for approaches and sight distance standards based on lane number and posted speeds. OAR 734-051-5010 states that state highway approaches must conform to the Oregon Highway Design Manual standards (<i>included in the document review below</i>). OAR 734-051-7010 (3) and (4) include principles and procedures for developing methodology to evaluate access strategies in facilities and describe requirements for involving affected property owners in the planning process. 		✓			✓	
14	Oregon Pedestrian and Bicycle Safety Implementation Plan (and Technical Appendix), 2020	<ul style="list-style-type: none"> This document is intended to guide bicycle and pedestrian infrastructure investments that pose the greatest risk to human life, identifying the top 25 bicycle and top 25 pedestrian projects throughout the state. The National Cooperative Highway Research Program (NCHRP) Systemic Pedestrian Safety Analysis was used to determine risk factors and ranking of roadways. Priority projects related to the TV Highway include sections in Hillsboro, Beaverton, and Aloha, but none of the data identifies Forest Grove’s section of the TV Highway as a high-priority project side for ODOT regarding pedestrian or bicycle investments. <ul style="list-style-type: none"> The section of TV Highway that is located within the Project Area belongs to mile markers 17.2- 			✓ Appendix Table 6		✓ Appendix PDF Pg.426	Data

Table 2. Planning Document Review – State Plans, Policies, and Standards

	Document	Overview	Policies	Access	Eval. Criteria	Projects	Standards	Other
		<p>17.9. Appendix E shows the ranking of these mile markers and why they did not qualify for the top projects.</p> <ul style="list-style-type: none"> ○ Appendix E includes a menu of countermeasures to increase safety, which include: signalized traffic stops, modified crossings, roadway widening, and reducing urban driveway density. <ul style="list-style-type: none"> ▪ Found in Countermeasures 31, 32, and 33 ▪ In response to the type of bicycle versus vehicle crash ○ See Forest Grove East Forest Grove TV Highway Safety Improvement Plan for more detailed information on priority projects for the Project Area 						
15	ODOT Highway Design Manual (HDM), 2025	<ul style="list-style-type: none"> • The Highway Design Manual (HDM) provides uniform framework for ODOT regarding design policies and procedures, grade standards, public transportation infrastructure, and pedestrian and bicycle networks. <ul style="list-style-type: none"> ○ The HDM is rooted in “Performance-Based Practical Design” that focuses on the outcomes of a project and weighs advantages of projects for flexibility. This design framework also produced the travel realms seen in the <i>Metro Designing Livable Streets and Trails Guide (2020)</i> document (reviewed above). ○ Section 504 includes Access Management Design Tools and Section 505 includes Driveway Design recommendations. <ul style="list-style-type: none"> ▪ Table 500-2 includes typical approach styles and driveways widths for land use type. 			<p style="text-align: center;">✓ Pg. 100-79</p>		<p style="font-size: 2em;">✓</p>	
16	ODOT Safety Action Plan, 2021	<ul style="list-style-type: none"> • This document pulls in data from across the state to identify goals, policies, strategies, and actions that would reduce or eliminate transportation-related injuries. • Policies focused on improving infrastructure include: <ul style="list-style-type: none"> ○ Implementing access management practices on high-trafficked roadways to improve safety (Strategy 2.3.8) ○ Encouraging safety countermeasures for pilot 	<p>✓ Pg. 59</p>	<p>✓ Pg. 64 Pg. 88</p>	<p>✓ Pg. 105</p>			Data



Table 2. Planning Document Review – State Plans, Policies, and Standards

	Document	Overview	Policies	Access	Eval. Criteria	Projects	Standards	Other
		<ul style="list-style-type: none"> ○ projects or large-scale implementation (2.3.10) ○ Utilizing technology (such as signal timing, speed management, or additional safe-crossing features) to reduce crash frequency (Strategy 4.1.1) ○ Increasing visibility and sightlines to reduce line of sight obstructions (Intersection Action Item) ● Chapter 7 includes recommended Performance Metrics and Targets to understand effectiveness of strategies and actions 						

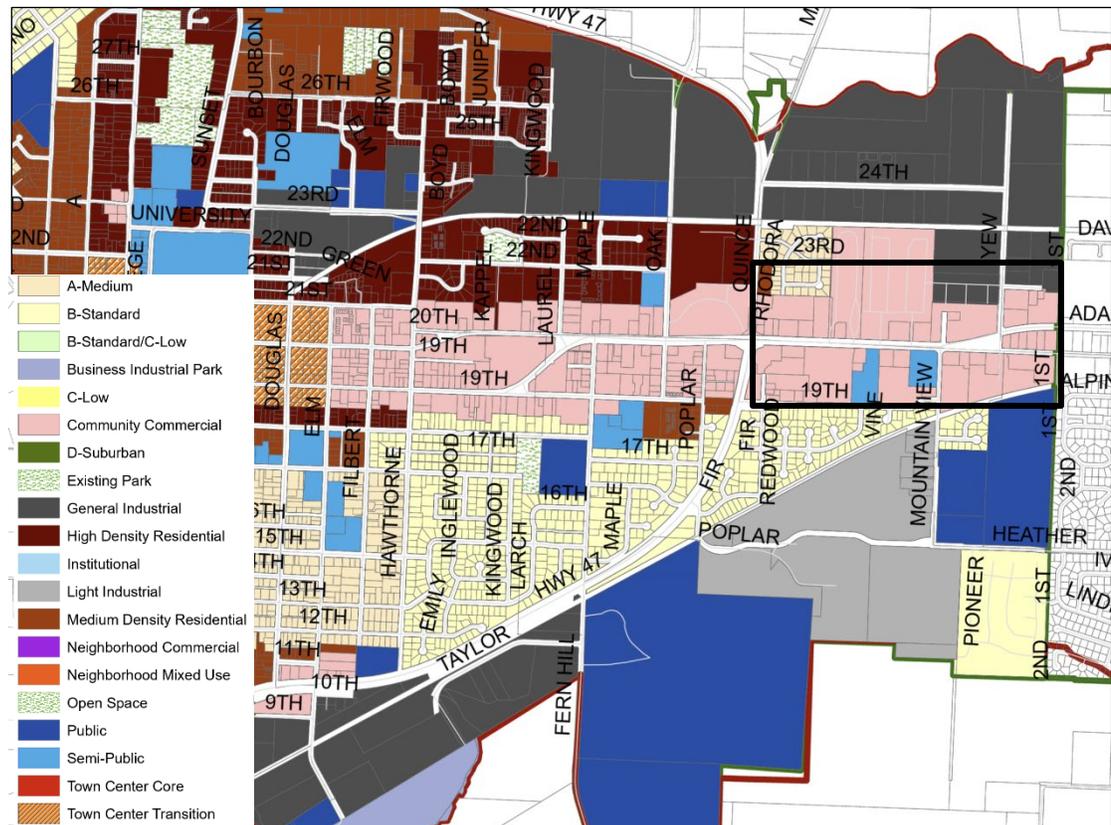
3 Land Use Conditions and Inventory

3.1 Existing Land Uses and Zoning Designations

The Forest Grove Comprehensive Plan Land Use designations are used to provide a framework for land use and long-range planning decisions. There are several land use types found in the Project Area (Figure 1):

- Community Commercial
- Semi-Public
- General Industrial
- A-Medium
- Medium Density Residential

Figure 1. Forest Grove Comprehensive Plan Designations (2021)



Source: City of Forest Grove

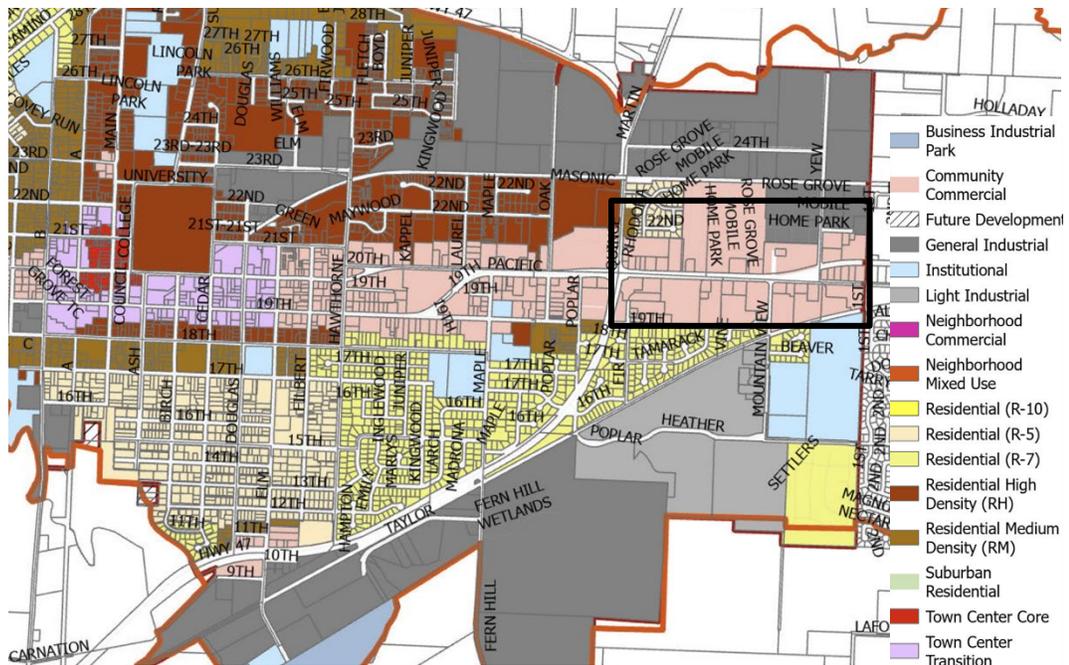
The only two land use types that abut Pacific Avenue/Adair Street in the Project Area are the Community Commercial and (for just two properties) Semi-Public designations. The purpose of the Community Commercial Comprehensive Plan land use designation is to promote the development of a mixed-use, transit corridor, encouraging development that lends itself to a safe multimodal transportation network and a mix of land use types. The

Comprehensive Plan also states that Community Commercial should be more supportive of nodal development, identifying areas intended for specific mixed-use development and that would encourage the concentration of amenities and services. This type of development would also support the consolidation of access points and a more connected pedestrian and bicycle system.

The Project Area consists of similar zoning designations (Figure 2) including:

- Community Commercial (CC)
- General Industrial (GI)
- Single Family (R-5)
- Residential Multifamily Low (RM)

Figure 2. Forest Grove Zoning Districts (2025)



Source: City of Forest Grove

The zoning designations and associated code provide detailed regulations regarding uses and development in those areas. Community Commercial (CC) is the primary zoning designation that applies to the Project Area. Table 3 includes more detailed information about the CC zone purpose, permitted and prohibited uses, and development standards. It also corresponds to the Community Commercial Comprehensive Plan land use types.

Table 3. Summary of Community Commercial Land Use and Zoning Designations

Overview	The CC zone is established to promote a concentration of mixed uses – including retail, service, office, and residential uses – along the regional transit corridor. The link between land use and transit is intended to result in an efficient development pattern that supports the regional transit system and makes progress in reducing traffic congestion and air pollution. The location, mix and configuration of land uses are designed to encourage convenient alternatives to the auto, a safe and attractive streetscape , and a more livable community.
Permitted Uses	Residential: Group Living, B&B, Single Units (attached), Duplexes, Triplexes, Quadplexes, Cottage Clusters, Courtyard Housing, Multifamily Institutional: Utilities, Cultural or Religious Institutions, Daycare, Postal Services, Social Clubs Commercial: Eating/Drinking Establishments, Indoor Entertainment, General Retail (no outdoor retail components), Non-accessory parking Other: Agriculture/horticulture
Not Permitted	Residential: Single units (detached), ADUs, Manufactured Dwellings Industrial: Any industrial services Other: Cemeteries, Detention Centers, Mining
Max. Use Size	None
Min. Lot Size	5,000 sq. feet
Min. Lot Width	50 feet
Min. Lot Depth	None
Setbacks	None
Max. Building Height	45 feet
Min. Landscaping	15% of site

3.2 Key Land Uses in the Project Area

The Project Area consists of less than a mile of the TV Highway corridor (from OR 47 and Quince Street in the west to 1st Street, which coincides with the boundary for the City of Cornelius) (Figure 3).

Figure 3. Forest Grove Project Area



Source: City of Forest Grove

There are 36 properties along the corridor, with several key uses, notable transportation facilities and projects, and specific safety concerns noted by the Technical Advisory Committee (TAC) from on-the-ground experiences and reports. (Note: Numbers listed below correspond to icons in Figure 3.)

- Planned Development
 - (1) A Marathon gas station, convenience store, and car wash were approved for the northeastern corner of TV Highway and Quince Street (with the access point on Quince Street and shared access to TV Highway at O'Reilly driveway), which is already a high-crash corridor. The driveway on Quince Street is in close proximity to the westbound right turn from Pacific Avenue onto Quince Street.
- Apartments
 - (2) Forest Villa Senior Apartments – Though ingress and egress is along Quince Street, this parcel is included in the Project Area and should be considered in terms of the age and vulnerability of the community.
- Manufactured Home Community
 - (3) The Rose Grove Mobile Home Community has multiple driveway access points along Pacific Avenue. These driveway access points will be important to consider, as the Rose Grove Community is the largest mobile home park in the city and is home to many residents. As revealed through a field safety assessment conducted as a part of the Safety Improvement Plan in Forest Grove, it also needs to be considered for driveway sight line amendments (due to obstructions looking east), multimodal transportation improvements, and walkability.
- Transportation Facilities
 - (4) ODOT is working to include a pedestrian crossing at Forest Place Apartment Homes and Rose Grove Mobile Home Community A and B Row. The westbound transit stop along Pacific Avenue is located across the street near the Rose Grove, so crossing improvements are scheduled in this location to increase pedestrian safety and reduce conflicts with vehicles.
 - (5) There are plans to add a traffic signal at Pacific Avenue (OR 8) and N Adair Street (at the Yew Street intersection, where the 7-Eleven currently is). This is a concerning area due to the close proximity of the driveway access at the 7-Eleven from N Adair Street.
 - (6) According to Forest Grove's TSP, one of the locations with the most significant sidewalk gaps is located along 19th Avenue, between OR 47 and Mountain View Lane. One of these locations is directly next to a transit stop, creating a connectivity gap between the bus stop and other modes of transportation.

- Safety Concerns and Considerations
 - (7) The roadway shoulder along the southern portion of Pacific Avenue serves as a pedestrian pathway to access the TriMet stop near Prime Time Restaurant. This area is a particularly unsafe area and concern for the TAC.
 - (8) The segment of Pacific Avenue between Mountain View Lane and Quince Street is noted by the TAC for its frequent rear-end collisions. These collisions are considered to be moderate in terms of severity, though should be assessed for improvements to increase vehicle safety.

These key land uses and considerations are critical components of the need for supportive regulations and transportation standards that increase connectivity and safety for pedestrians, increase mobility, and reduce conflicts and crashes throughout the corridor.

4 Future Policy and Standard Considerations

4.1 Identified Access Management Strategies

Access management strategies and policies include considerations for state and local regulation, engineering principles and standards related to driveway spacing, sight distance, driveway consolidation (especially on higher-classification roadways), turning channelization or restrictions to separate or reduce conflicts particularly at high crash locations, signalized and unsignalized intersections, and traffic flow management. The implementation or identification of appropriate strategies for a jurisdiction are determined by considering local and state policies, existing and planned uses of adjacent properties, crash history, community engagement, and available or planned infrastructure improvements.

Section 8.3 of the City's TSP includes priority access management strategies that the City would like to pursue based on a performance assessment of existing transportation facilities and networks. They include:

- *Provide **left turn lanes** where warranted for access onto cross streets.*
- *Work with land use development applications to **consolidate driveways where feasible**.*
- *Meet Washington County and **ODOT access requirements on arterials**.*
- *Use Washington County and **ODOT standards for access on arterials and collectors**.*
- *Establish City access standards for new developments and requirements that are consistent with **Metro Title 6 access guidelines**.*
- ***Limit new single family residential access on arterials and collectors.***
- ***Specific access management plans be developed for key corridors to maximize the capacity of the existing facilities and protect their functional integrity.***

4.2 Existing and Potential Access Management Policies and Standards

The East Forest Grove Safety Improvement Plan identified access management as one of the key strategies to improving safety and decreasing conflict points throughout the Project Area. There are currently several frameworks that work together to regulate the access and spacing standards in the Project Area, particularly according to roadway jurisdiction and functional classification, as well as land use and zoning. In terms of roadway jurisdiction and functional classifications:

- OR 47 and OR 8 (Pacific Avenue and Adair Street) – Classified as arterials in the Forest Grove TSP and are under state jurisdiction.
- Yew Street – Classified as a collector in the Forest Grove TSP, is under Washington County jurisdiction, and is maintained by the City. (Note: Given jurisdiction, County standards apply to Yew Street, unless the County approves an exception.)
- Mountain View Lane – Classified as a collector in the Forest Grove TSP and under City jurisdiction.
- All other roads in the Project Area – Classified as local streets in the Forest Grove TSP and are under City jurisdiction.

The following code, regulations, and planning documents were reviewed for existing language regarding access management or spacing standards and policies:

- Forest Grove TSP
- Forest Grove Comprehensive Plan
- Forest Grove Development Code
- Washington County Community Development Code
- Metro Regional Transportation Functional Plan
- OAR Chapter 734, Division 51 (ODOT Access Management)

Existing access management policies and their respective document, regulation, or reference code are noted below.

Forest Grove TSP

Forest Grove's TSP does not have explicit standards that govern access management but speak more to the general goals and objectives that they are working towards throughout the city (see italicized passage below for an example). Aside from the intersection level of service (LOS), most standards refer to those in the City's Development Code.

- *Goal 3: Develop and maintain a transportation system that is safe.*
 - *Policy d. Access control and spacing standards should be developed for all streets to improve safety and promote efficient through street movement. Access control measures shall be generally consistent with*

Washington County access guidelines to ensure consistency on city and county roads.

- *Action: The City will adopt and implement access control and spacing standards for all street classifications in Forest Grove. For roadway reconstruction, existing driveways shall be compared with the standards, and a reasonable attempt shall be made to comply.*

While the existing TSP should be able to provide the policy support for recommendations that may come out of this project, it is possible that policy statements could be added that are specific to this project.

Some of the recommendations from this project may include access management strategies called out in the previous section of this memorandum (e.g., medians, turning regulations, and intersection controls). To that end, the TSP may need to be updated to reflect these types of treatments and interventions for roadways and rights-of-way in the city.

Forest Grove Comprehensive Plan

The 2014 Comprehensive Plan (2022 Printing) includes several goals and policies in Chapter 11: Transportation that speak to network connectivity, though they defer to ODOT, the County, or the City's Development Code when identifying access control standards, spacing, and other access management strategies (e.g., signalized intersections or driveway access).

- *Goal 2 Develop and maintain a transportation system that reduces the length of travel and limits congestion.*
 - *Policy 2.1: Enhance street system connectivity wherever practical and feasible.*
 - *Action 2.1.1: Establish design criteria and implementing ordinances to enable the connection of streets identified on the plan as funds are available and new development or redevelopment arise. Exceptions will be given where connections are prevented by topography, barriers such as railroads, expressway or pre-existing development or environmental constraints.*
 - *Action 2.1.2: The City will develop a local and neighborhood street system with a preferred spacing of no more than 530 feet, between elements of the City street network.*
 - *Action 2.1.3: The City will develop a walkway route system with a preferred spacing of no more than 330 feet, between elements of the City pedestrian network.*

Similar to the statement made above related to the TSP, existing Comprehensive Plan policy language should be able to provide the policy support for recommendations that may come out of this project. However, it is possible that policy statements could be added that are specific to this project and the conditions it represents.

Forest Grove Development Code

The City's Development Code Article 8 includes provisions for access and circulation under Section 17.8.100.

Section 17.8.110 General Provisions

C. Joint Access. Owners of two or more uses, structures, or parcels of land may agree to jointly use the same access and egress when the combined access and egress of both uses, structures, or parcels of lands satisfied their requirements as designated in this article [...]

[...]

Section 17.8.130 General Provisions

[...]

C. Location of curb cut. No portion of a curb cut shall be located closer to an intersecting right-of-way line than:

- 1. One hundred feet on an arterial street with four or more travel lanes;*
- 2. Fifty feet on an arterial street with two or three travel lanes;*
- 3. Fifty feet on a collector street; or*
- 4. Twenty feet on a local street.*

D. Minimum distance between curb cuts. On arterial and collector, minimum distances shall be maintained as follows between adjacent curb cuts on the same side of any such:

- 1. Eighty-five feet where the speed limit is 20 mph or less;*
- 2. One hundred five feet where the speed limit is 25 mph;*
- 3. One hundred twenty-five feet where the speed limit is 30 mph;*
- 4. One hundred fifty feet where the speed limit is 35 mph;*
- 5. One hundred eighty-five feet where the speed limit is 40 mph;*
- 6. Two hundred thirty feet where the speed limit is 45 mph; and*
- 7. Two hundred seventy-five feet where the speed limit is 50 mph or greater.*

E. In measuring the distance between curb cuts on arterial and collector streets, existing curb cuts, or accesses serving single-family and two-family dwellings shall not be considered.

17.8.135 Special Access-Egress Provisions

A. One-way vehicular access points. Where a proposed parking facility indicates only one-way traffic flow on the site, it shall be accommodated by a specific driveway serving the facility; the entrance drive shall be situated closest to oncoming traffic, and the exit drive shall be situated farthest from oncoming traffic.

B. Director's authority to restrict access. The Director has the authority to restrict access when the need to do so is required by one or more of the following conditions:

- 1. To provide for increased traffic movement on congested streets and to eliminate turning movement problems, the Director may restrict the location of driveways on streets and require that the location of driveways be placed on adjacent streets, upon the finding that the proposed access would:
 - a. Cause or increase existing hazardous traffic conditions;*
 - b. Provide inadequate access for emergency vehicles; or*
 - c. Cause hazardous conditions to exist, which would constitute a clear and present danger to the public health, safety and general welfare.**
- 2. To eliminate the need to use public streets for movements between commercial or industrial properties, parking areas shall be designed to connect with parking areas on adjacent properties unless not feasible. The Director shall require access easements between properties where necessary to provide for parking area connections.*
- 3. To facilitate pedestrian and bicycle circulation, access, and parking area plans shall provide efficient sidewalk and/or a pathway connection, as feasible, between neighboring developments and land uses.*
- 4. A decision by the Director per subsections B.1. through B.3. above may be appealed by means of a Type II procedure.*

C. Joint Access in Commercial Zones. If feasible, joint access and the provision of reciprocal easements shall be required as a condition of issuing a building permit in all commercial zones.

D. In all zones where the spacing of access and egress drives cannot be readily achieved within a particular parcel; joint access with an adjoining property shall be sought. If the Director is satisfied that sufficient attempts to secure joint access have been made and the joint access is not possible, and access separation as specified in § [17.8.130](#) cannot be maintained, driveway access may be granted with less separation between adjacent driveways. The spacing shall be the minimum required to provide adequate, yet safe and convenient access to the property. The clear vision requirements of [Article 8](#) are applicable.

While there is already a healthy amount of code language in Section 17.8.100 that can be used to institute shared access points and generally manage access, recommendations from this project may, for one, further hone this language to specify access consolidation conditions for the Project Area.

Washington County Community Development Code

Mountain View Lane jurisdiction has been transferred to the City; therefore, Yew Street is the main Washington County roadway (collector) within the Project Area. For consistency across standards, the City is interested in County access management standards. The following code language is from Article V (Public Facilities and Services) of the County's Community Development Code, regarding collector roads.

501-8.5 Access to Public Roads

[...]

A. Roadway Access

See following access diagram where R/W = Right-of-Way; and P.I. = Point-of-Intersection where P.I. shall be located based upon a 90-degree angle of intersection between ultimate right-of-way lines.

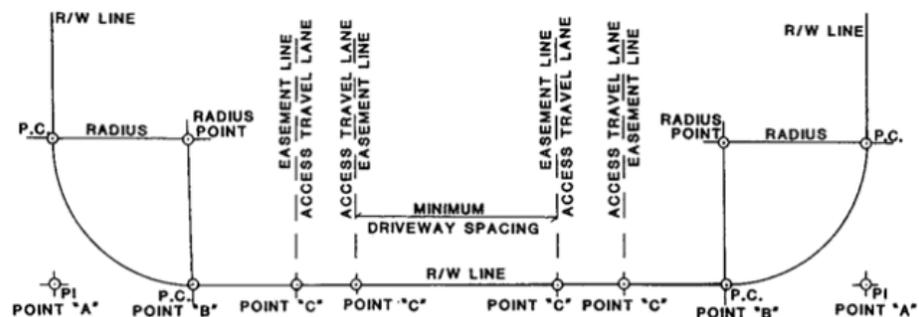
(1) Minimum right-of-way radius at intersections shall conform to the county Road Standards.

(2) All minimum distances stated in the following sections shall be governed by sight distance requirements according to county Road Standards.

(3) All minimum distances stated in the following sections shall be measured to the nearest easement line of the access or edge of travel lane of the access on both sides of the road.

(4) All minimum distances between accesses shall be measured from existing or approved accesses on both sides of the road.

(5) Minimum spacing between driveways shall be measured from Point "C" to Point "C" as shown below:



B. Roadway Access:

[...]

(3) Collectors

All commercial, industrial and institutional uses with 150 feet or more of frontage will be permitted direct access to a Collector. Uses with less than 150 feet of frontage shall not be permitted direct access to Collectors. ... Where a common access is available it shall be used, provided that such use will not result in serious operational or safety problems. No use will be

permitted direct access to a Collector within 100 feet of any present Point "A"; or future "P.I." as designated in the Transportation System Plan (TSP). New Collector Street alignments identified in the TSP may be adjusted within the subject property, as approved by the County Engineer.

... Minimum spacing between driveways (Point "C" to Point "C") shall be 100 feet. In all instances, access points near an intersection with a Collector or Arterial shall be located beyond the influence of standing queues of the intersection in accordance with AASHTO standards. Additionally, access shall be located to provide adequate left turn refuge as required by Resolution and Order No. 86-95 as modified or updated. This requirement may result in an access spacing greater than 100 feet.

This project will not propose any changes to Washington County Community Development Code language. However, the County code is useful for comparative purposes, and a brief comparison of City, County, and state standards is provided at the end of this section of the memorandum.

Metro Regional Transportation Functional Plan

Metro's Regional Transportation Functional Plan (RTFP) (2012) implements the goals and objectives outlined in the Regional Transportation Plan and guides planning decisions and investments as they pertain to transportation. Sections 3.08.160 and 3.08.220 guide the development of Transportation System Management and Operations (TSMO), including access management as a priority management strategy to address local transportation needs.

Section 3.08.160 Transportation System Management and Operations

A. City and county TSPs shall include transportation system management and operations (TSMO) plans to improve performance of existing transportation infrastructure within or through the city or county. A TSMO plan shall include: [...]

- 2. A list of projects and strategies, consistent with the Regional TSMO Plan, based upon consideration of the following functional areas:
 - a. Multimodal traffic management investments, such as signal timing, access management, arterial performance monitoring and active traffic management [...]**

Section 3.08.220 Transportation Solutions

A. Each city and county shall consider the following strategies, in the order listed, to meet the transportation needs determined pursuant to section 3.08.210 and performance targets and standards pursuant to section 3.08.230. The city or county shall explain its choice of one or more of the strategies and why other strategies were not chosen:

- 1. TSMO strategies, including localized TDM, safety, operational and access management improvements [...]*

While the City of Forest Grove mentions the importance to Metro’s Regional Transportation Functional Plan and the implementation of a TSMO, it simply states, “TSMO strategies will be considered in the future as necessary and appropriate.” (page 96). It is worth considering the integration of local access management projects and priorities in an updated TSP for Forest Grove.

OAR Chapter 734, Division 51 (ODOT Access Management)

The mile markers for OR 8 (miles 17.2-17.9) do not have any special highway segment designations, according to the Oregon Highway Plan (OHP) (2015). This means that the Project Area remains obligated to the spacing and access management requirements set by ODOT through OAR Chapter 734, Division 51.

Section 734-051-4020 (Standards and Criteria for Approval of Private Approaches) includes references to Tables 3-10 for spacing standards based on OHP highway classification, Annual Average Daily Traffic (AADT), and speed. OR 8 within the Project Area is classified as a Statewide highway in an urban area, with a posted speed of 40 mph and an AADT of 5,000 or more vehicles per day.

Table 4 (Access Management Spacing Standards for Highway Segments with AADT of more than 5,000) is the most pertinent. The spacing standard for OR 8 within the Project Area is currently 800 feet.

Table 4. Access Management Spacing Standards for Statewide Highways with Annual Average Daily Traffic >5,000

Speed (mph)	Spacing (feet)			
	Rural Areas (Expressway)	Urban Areas (Expressway)	Rural Areas	Urban Areas
55 or higher	5,280	2,640	1,320	1,320
50	5,280	2,640	1,100	1,100
40 & 45	5,280	2,640	990	800
30 & 35	-	-	770	500
25 and lower	-	-	550	350

While this project will not amend provisions in this OAR, they are important guidance and regulatory tools. If recommendations from this project consider changes to the posted speed in the Project Area, that would be notable in the difference (e.g., potential reduction) in spacing that would apply in the Project Area.

Comparison of City, County, and State Access Management Standards

State access spacing standards – from OAR Chapter 734, Division 51 – regulate the main roadway in this Project Area, OR 8 (Pacific Avenue and Adair Street). The City of Forest Grove also establishes access standards for arterials (like OR 8), as well as for collector and local streets that intersect with arterials. Further, Washington County sets access standards for its roadways, and two Washington County collectors are located within this Project Area.

Below are a general summary and comparison of standards and policies from these three jurisdictions.

- **Minimum distance between curb cuts and intersections**
 - City – 100 feet on arterials (4+ lanes), 50 feet on collectors, and 20 feet on local streets
 - County – 100 feet on collector roads (minimum distance may be increased to accommodate queueing and left turn lanes)
 - State – 800 feet on Statewide highway in an urban area, with a posted speed of 40 mph and an AADT of 5,000 or more vehicles
- **Minimum distances between curb cuts**
 - City – From 85 feet to 275 feet depending on speed limit
 - Where speed limit is 40 mph (on arterials like OR 8 in Project Area): 185 feet
 - Where speed limits are less than 40 mph (assumed for roads intersecting OR 8 in Project Area): 85 feet to 150 feet
 - County – 100 feet minimum spacing between curb cuts on collector.
 - State – 800 feet on Statewide highway in an urban area, with a posted speed of 40 mph and an AADT of 5,000 or more vehicles
- **Other access regulations**
 - City Development Code
 - Director authority and discretion to restrict access for safety purposes
 - Joint access to be taken in commercial zoning districts when feasible (condition of building permit issuance)
 - Joint access to be sought when spacing standards cannot be met
 - County Development Code
 - Access to collectors for commercial, industrial, and institutional uses permitted only for sites with a minimum amount of frontage (150 feet)
 - Shared accesses shall be used when available and safe

4.3 Next Steps

The Project Management Team reviewed this memorandum, and then the memorandum was finalized following review by the TAC.

While potential updates to City access management policies and code standards are discussed in this memorandum at a high level, those updates will be explored in detail in Tasks 5.1 and 5.2. In those tasks, MIG will prepare draft and final memoranda addressing Draft TSP and Development Code Updates and then Recommended TSP and Code Amendment Language.