

**RESOLUTION NO. 2020-98**

**RESOLUTION ACCEPTING THE EMPLOYMENT LANDS SITE READINESS TOOLKIT  
- FOREST GROVE ROADMAP ("TOOLKIT")**

**WHEREAS**, economic growth and prosperity are important to the overall quality of life for the entire community of Forest Grove; and

**WHEREAS**, City Council, accepted and adopted 2020 City of Forest Grove Economic Development Strategic Plan on August 12, 2019, which states, "to proactively work to identify a 20-year supply of employment lands and target initiatives to increase market-ready certified sites"; and

**WHEREAS**, in July 2018, Metro awarded a grant to the Port of Portland as the contracting entity along with Greater Portland Inc. and Metro as conveners, and 18 other partners in the region to complete and present the Toolkit project; and

**WHEREAS**, the Toolkit is designed to help find tools to move challenged industrial and commercial employment sites to development readiness and economic viability; and

**WHEREAS**, the FGEDC received and reviewed the Toolkit at its September 12, 2020, meeting; and

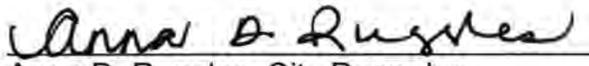
**WHEREAS**, City Council received a presentation and report of the Toolkit at its September 28, 2020, meeting and the report is for informational purposes only.

**NOW, THEREFORE, BE IT RESOLVED BY THE CITY OF FOREST GROVE AS FOLLOWS:**

**Section 1.** That the City Council hereby accepts The Employment Lands Site Readiness Toolkit–Forest Grove Roadmap as defined in Exhibit A.

**Section 2.** This resolution is effective immediately upon its enactment by the City Council.

**PRESENTED AND PASSED** this 12<sup>th</sup> day of October, 2020.

  
\_\_\_\_\_  
Anna D. Ruggles, City Recorder

**APPROVED** by the Mayor this 12<sup>th</sup> day of October, 2020.

  
\_\_\_\_\_  
Peter B. Truax, Mayor

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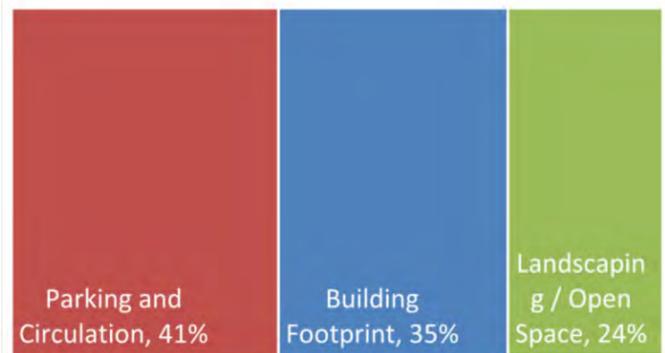
# WOODFOLD WEST SITE (FOREST GROVE) - BASE DEVELOPMENT SCENARIO

## Development Concept



Six building Advanced/High tech manufacturing campus. Buildings 1, 2 and 4, 5, and 6 are manufacturing facilities and Building 3 is a 30,000 sf office building.

Buildings	Size (sq ft)	Use	Site Use	Size (sq ft)	%
Building 1	315,000	General Manufacturing/Flex	Building Footprint	781,800	35%
Building 2	114,000	General Manufacturing/Flex	Parking and Circulation	908,328	41%
Building 3	30,000	Office	Landscaping / Open Space	527,076	24%
Building 4	200,000	General Manufacturing/Flex			
Building 5	55,600	General Manufacturing/Flex			
Building 6	67,200	General Manufacturing/Flex			
<b>Total</b>	<b>781,800</b>				



Rent Assumptions	Office: \$19 / Sq Ft	Industrial: \$14 / Sq Ft
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## Development Timeline



Total Development Timeline: 21 months

## Site Readiness Challenges

On-site Issues	Off-site Issues	Land Use Issues
Brownfield Cleanup	Water	Aggregation
Wetland Fill	Sewer	Annexation
Floodplain Fill	Storm	
Slope Mitigation	Transportation	

## Development Programs Details

### DEVELOPMENT PROGRAM

	Size (ac)	Size (sq ft)
Lot Area	53.7	2,339,172
Net Development Area	50.9	2,217,204
Office	0.6	25,500
General Industrial	14.7	639,030

# WOODFOLD WEST SITE (FOREST GROVE) - BASE DEVELOPMENT SCENARIO (COSTS)

## Development Costs

### PRE-DEVELOPMENT COSTS

	2020 Dollars	\$ / sq ft
Land Acquisition	\$14,035,032	\$6.00
Land Carry	\$762,134	-
Other Fees	\$280,701	-

### SITE READINESS COSTS

Site readiness costs represent all the costs prior to vertical construction of buildings

	2020 Dollars	\$ / sq ft	
Off-Site	Sanitary Sewer	\$626,000	\$0.27
	Water	\$503,000	\$0.22
	Storm Water	\$1,052,500	\$0.45
	Transportation	\$3,985,000	\$1.70
On-Site	Wetland Mitigation	-	-
	Slope Mitigation	-	-
	Building Pad Surcharge	-	-
	Floodplain	-	-
	Environmental Cleanup	\$55,000	\$0.02
Total On-site and Off-site Costs	\$6,221,500	\$2.66	
Time Costs	\$762,134	\$0.33	
Soft Costs (includes SDCs)	\$1,244,300	\$0.53	
Threshold Return	\$3,495,870	\$1.49	

**Total Site Readiness Costs: \$26,801,670 \$11.46**

### VERTICAL CONSTRUCTION COSTS

Vertical construction costs represent costs associated with the construction of buildings

	2020 Dollars	\$ / sq ft
Parking and Pavement Construction	\$7,518,000	\$3.21
Office Construction Costs	\$6,300,000	\$210.00
Industrial Construction Costs	\$89,320,000	\$118.81
Soft Costs (includes SDCs)	\$18,875,140	\$24.14
<b>Total All-In Costs:</b>	<b>\$171,137,032</b>	<b>\$218.90</b>

## Land Readiness Viability Gap / Surplus

	2020 Dollars	\$ / sq ft
Finished Lot Sale Price	\$22,172,040	\$10.00
Site Readiness Costs	\$26,801,670	\$11.46
<b>Viability Gap</b>	<b>\$4,629,630 (Deficit)</b>	



## Vertical Construction Viability Gap / Surplus

	Percentage
Threshold Return	15.0%
Actual Return	3.4%
<b>Financial Gap</b>	<b>\$110,391,362</b>
% of Project Costs	73.7%



# WOODFOLD WEST SITE (FOREST GROVE) - BASE DEVELOPMENT SCENARIO (ECONOMIC IMPACTS)

## Annual Employment Impact

### JOB AND INCOME CREATION

Estimated job and income creation at full buildout

	Jobs	Jobs / Acre	Labor Income	Output
<b>Direct:</b>				
Office	81	1.5	\$7,569,193	\$27,856,598
General Industrial	1,190	22.2	\$110,648,984	\$407,217,036
<b>Indirect / Induced:</b>				
Office	47	1.5	\$4,395,563	\$11,298,453
General Industrial	691	22.2	\$64,255,800	\$165,164,557
<b>Total</b>	<b>2,010</b>			

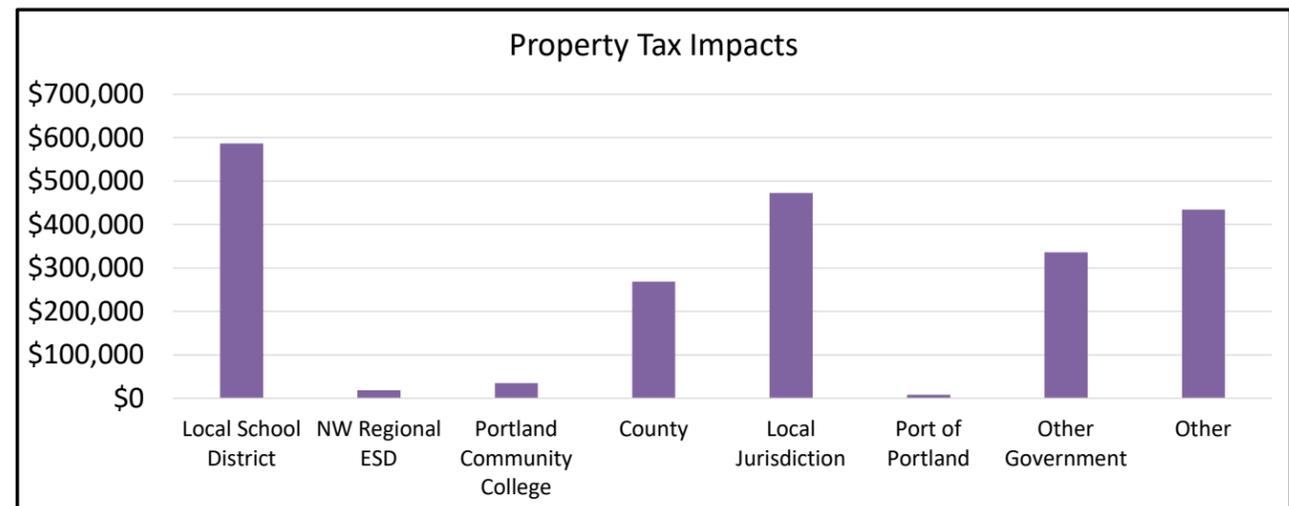
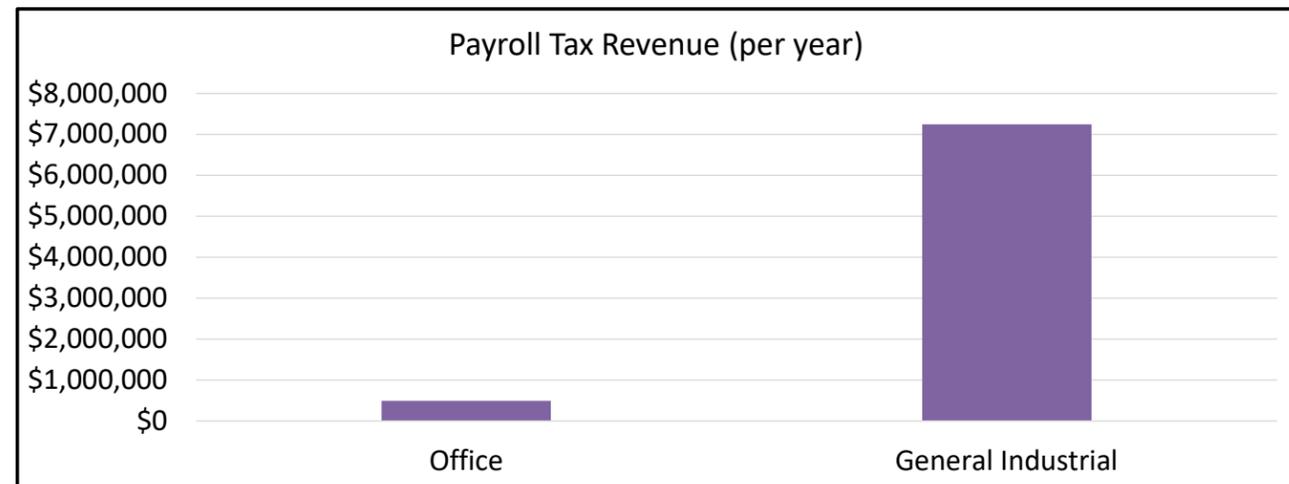
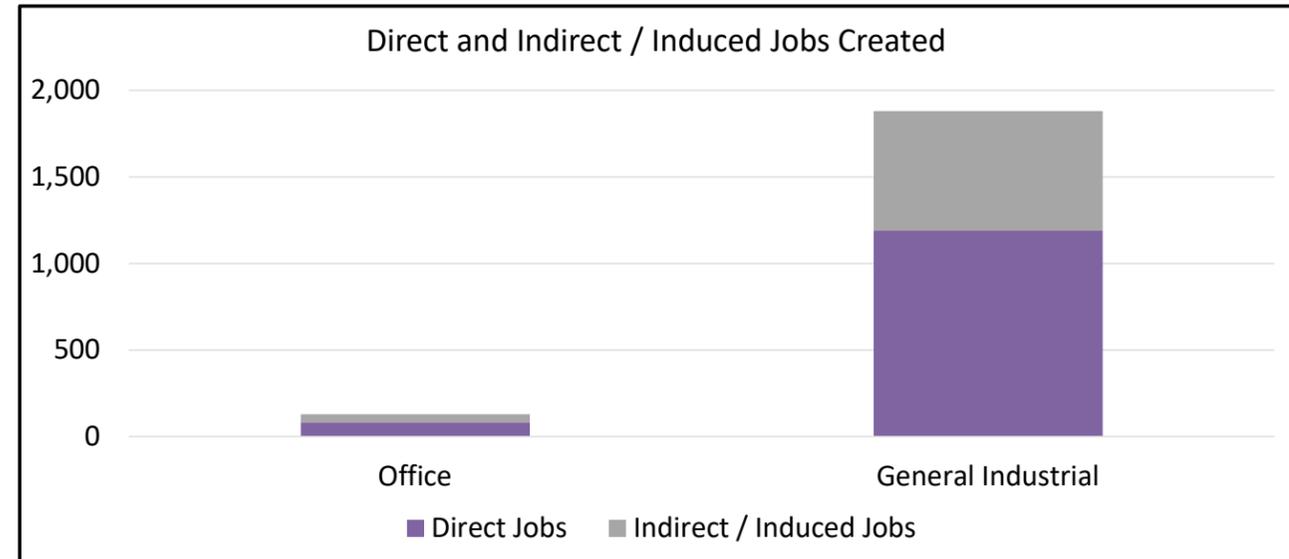
### ANNUAL PAYROLL TAX REVENUE

Estimated annual payroll tax revenues based on direct jobs

Employment Type	Payroll Tax Revenue (per year)
Office	\$495,593
General Industrial	\$7,244,742
<b>Total</b>	<b>\$7,740,335</b>

## Property Tax Impacts

Project Value	Annual Property Tax Revenue
\$142,217,964	\$2,157,195



# WOODFOLD WEST SITE (FOREST GROVE) - TOOL IMPACT

## TOOL DESCRIPTION

**Base Scenario:** the development scenario as proposed with no additional tools tested

**Increase Industrial Density:** assume a 20% increase in gross building area through modest reductions in landscaping and parking to accommodate for greater building area

**URA Site Readiness Cost Reimbursement:** reimburse costs associated with site readiness preparation; structured as property tax abatements scaled to site readiness cost figure reimbursed over ten years

**SDC Financing:** a public loan to cover system development costs associated with the project

**Reimbursement District:** public reimbursement in off-site infrastructure costs over 10 years

**Industrial Land Bank (Land Waiver):** a complete land cost waiver

**Industrial Land Bank (Land Lease):** a land lease with more favorable terms compared to a private loan to offset land acquisition costs

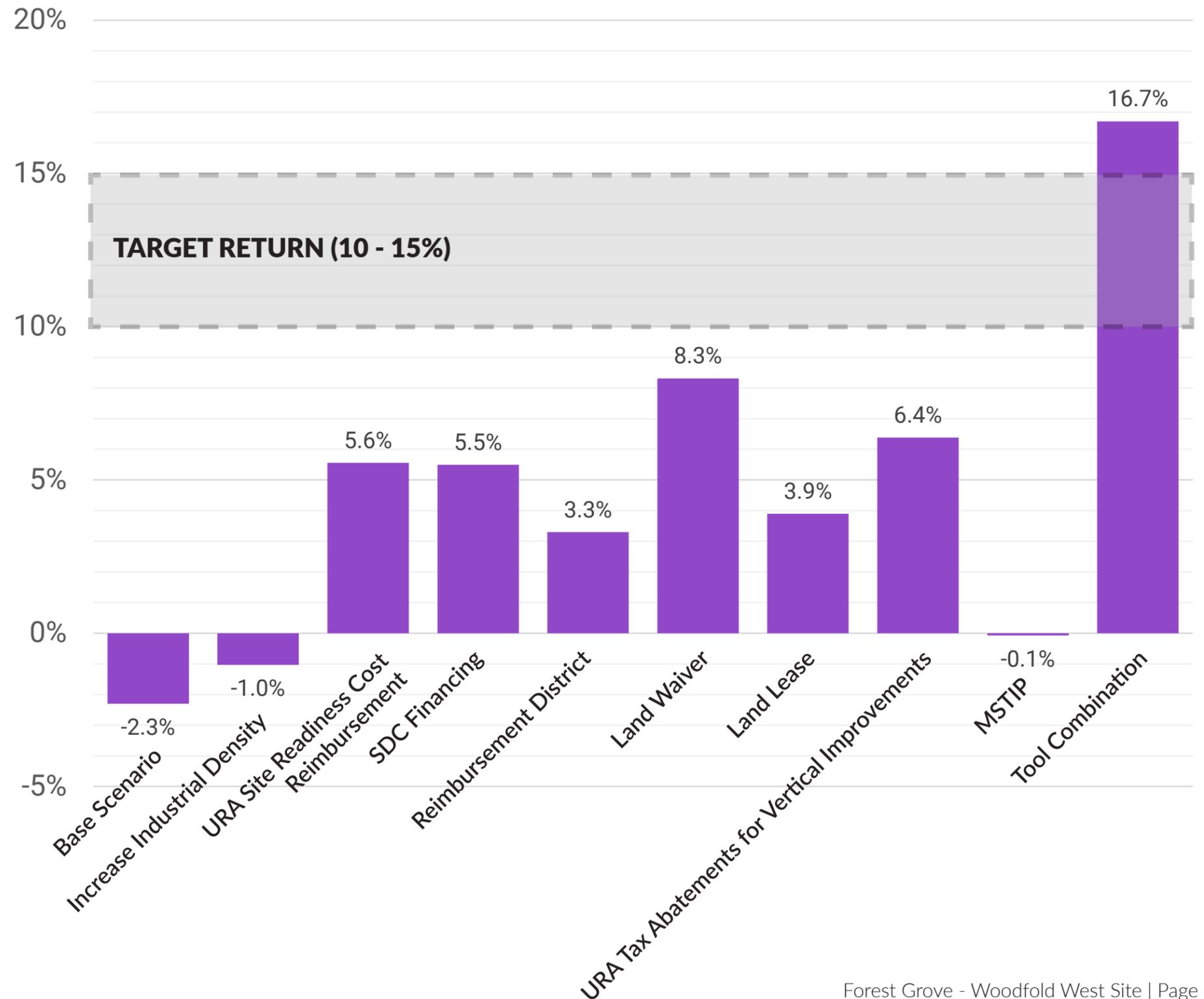
**URA Tax Abatement for Vertical Improvements:** a 10-year tax abatement for the vertical improvements (building investments) associated with the project

**Major Streets Transportation Improvement Program (MSTIP):** county funding to cover off-site transportation costs

**Tool Combination:** modeling the cumulative impacts of SDC Financing, URA Tax Abatements for Vertical Improvements, MSTIP, and Increased Industrial Density

A **Horizontal Development Agreement (HDA)** could be used to package or combine several tools in exchange for specific community benefits (see page 8).

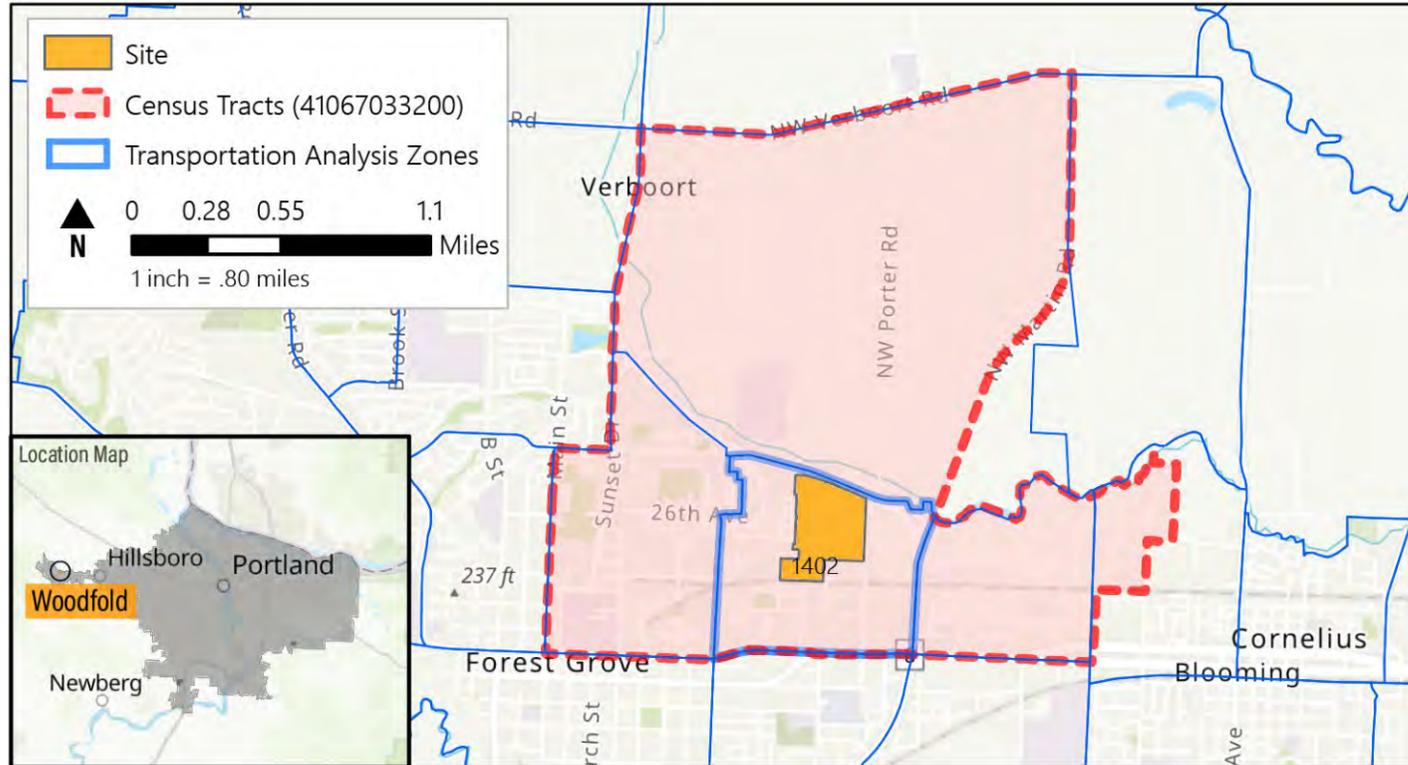
## Forest Grove - Leveraged IRR



Individual testing of tools is found in Task 4 Appendix B

# WOODFOLD WEST SITE (FOREST GROVE) - DEMOGRAPHIC SNAPSHOT

## Site & Surrounding Area Map



Metro coordinates its regional forecasts with local governments to distribute, or allocate, the regional forecasts to smaller geographic areas known as TAZ, or Transportation Analysis Zones. TAZs are generally smaller than Census tracts and more closely align with site boundaries.

## Key Takeaways

**Almost half of the census tract residents are persons of color, an almost 13% higher share than Forest Grove.**

A noticeable share difference is seen among Hispanic and Asian communities.

**Census tract residents are younger and of lower income than the average Forest Grove resident.**

The census tract median income is at 70% of the city's median income.

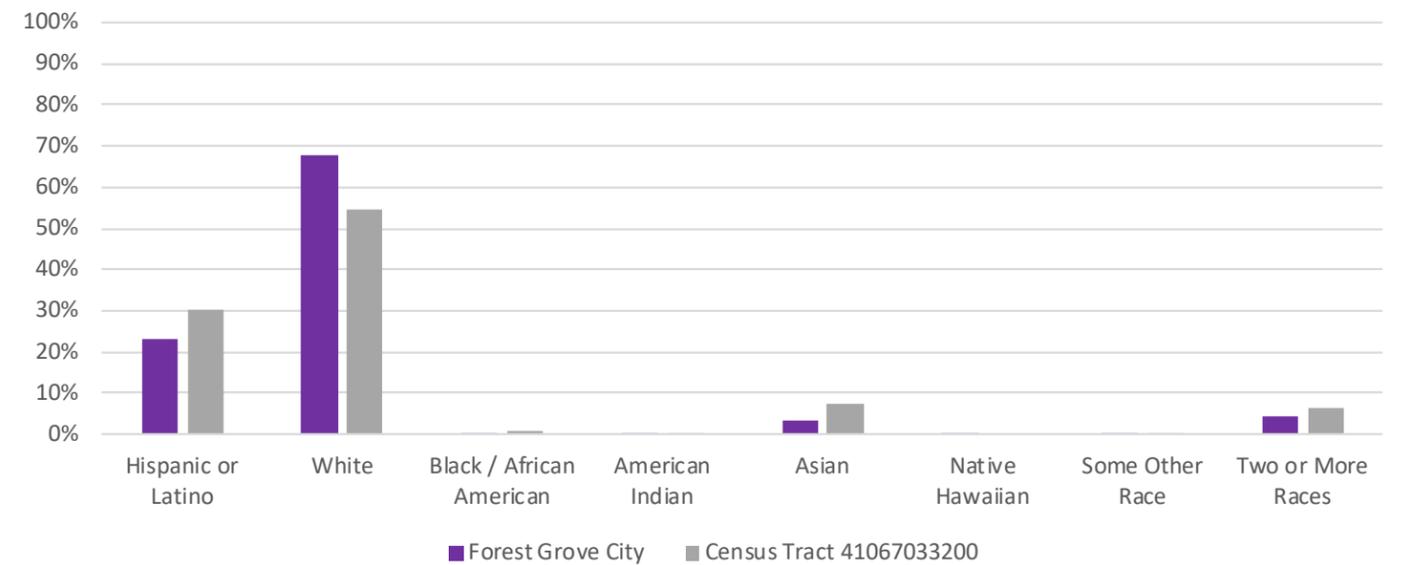
## Demographic Indicators

### TOTAL POPULATION; AGE; GENDER

\* Reflects a 10% margin of error or greater

	Total Population	Median Age	Sex
CITY	23,554	33.1 years	49% male, 51% female
CENSUS TRACT 41067033200	6,978	26 years*	45% male*, 55% female*

### RACE AND ETHNICITY



### MEDIAN INCOME

\* Reflects a 10% margin of error or greater

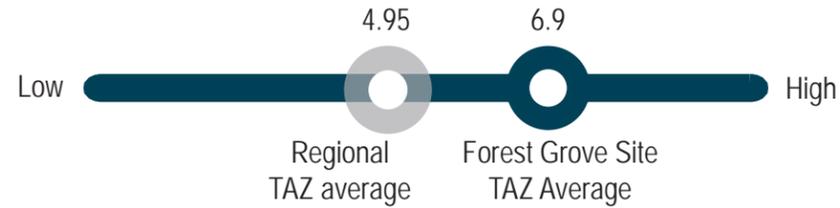
CITY	\$54,500
CENSUS TRACT 41067033200	\$37,983*

### PERCENT HIGH SCHOOL GRADUATE OR HIGHER

CITY	84.5%
CENSUS TRACT 41067033200	79.4%

# WOODFOLD WEST SITE (FOREST GROVE) - EQUITY AND ECONOMIC SNAPSHOT

## Community Change



### CHANGE IN MEDIAN HOUSEHOLD INCOME

REGIONAL TAZ AVERAGE	+\$5,700
FOREST GROVE SITE (TAZ AVERAGE)	+\$4,700

### CHANGE IN HOME SALES PRICE

REGIONAL TAZ AVERAGE	+\$2,000
FOREST GROVE SITE (TAZ AVERAGE)	+\$34,000

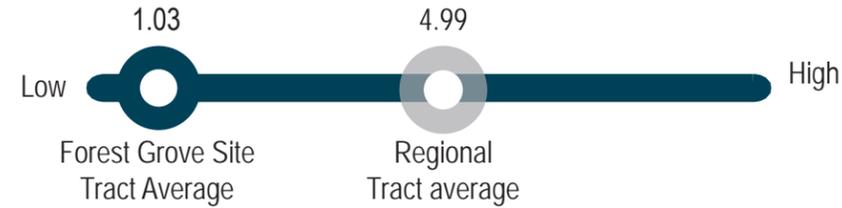
### CHANGE IN PERCENT RENTERS

REGIONAL TAZ AVERAGE	1.40%
FOREST GROVE SITE (TAZ AVERAGE)	-4.60%

### CHANGE IN PERCENT PERSONS OF COLOR

REGIONAL TAZ AVERAGE	1.70%
FOREST GROVE SITE (TAZ AVERAGE)	-1.80%

## Walkability and Transit Access



### WALKABILITY

REGIONAL CENSUS TRACT AVERAGE	4.67
FOREST GROVE SITE (CENSUS TRACT AVERAGE)	2.34

### TRANSIT TRAVEL TIMES

REGIONAL TAZ AVERAGE	54 minutes
FOREST GROVE SITE (CENSUS TRACT AVERAGE)	76 minutes

## Site-Specific Key Takeaways

The site TAZ is experiencing higher than average community change.

The site TAZ experienced a significant increase in average home sale prices (\$32,000 higher) when compared to the regional average increase. Median household incomes did not follow suit and experienced a less than average increase. All the while, the percentage of renters and persons of color living in the site TAZ are decreasing but seem to be increasing on average in the region. This could indicate that market rate housing prices are increasing at a much faster rate than household incomes and pushing out populations that are most vulnerable to increasing housing costs as a result.

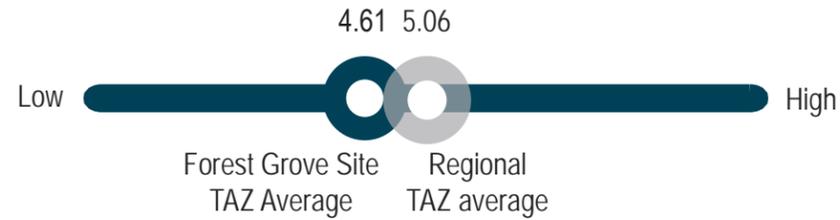
Walkability and transit access scores for the site TAZ are significantly below the regional average.

Compared to the region, walkability and transit travel times for the site TAZ are 22 minutes longer and result in communities more reliant on auto-vehicles to move around.

The Economic Value Atlas and Equitable Development Index Tool are offered as a public service, integrating various government records into a region-wide mapping system. Metro assumes no legal responsibility for the compilation of multi-source government information displayed herein. Users of this information are cautioned to verify all information with Metro staff.

# WOODFOLD WEST SITE (FOREST GROVE) - EQUITY AND ECONOMIC SNAPSHOT

## Access to Opportunity



### PERCENT IN POVERTY

REGIONAL TAZ AVERAGE	13.1%
FOREST GROVE SITE (TAZ AVERAGE)	27.7%

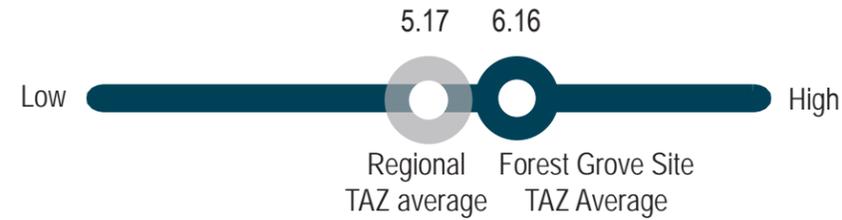
### MEDIAN HOUSEHOLD INCOME

REGIONAL TAZ AVERAGE	\$68,084
FOREST GROVE SITE (TAZ AVERAGE)	\$28,552

### HIGH SCHOOL GRADUATION %

REGIONAL TAZ AVERAGE	85.0%
FOREST GROVE SITE (TAZ AVERAGE)	81.2%

## Affordable Housing



### HOME OWNERSHIP %

REGIONAL TAZ AVERAGE	61.7%
FOREST GROVE SITE (TAZ AVERAGE)	34.7%

### MEDIAN GROSS RENT PER MONTH

REGIONAL TAZ AVERAGE	\$1,141
FOREST GROVE SITE (TAZ AVERAGE)	\$806

### MEDIAN SALES PRICE

REGIONAL TAZ AVERAGE	\$318,300
FOREST GROVE SITE (TAZ AVERAGE)	\$202,700

## Site-Specific Key Takeaways

Access to opportunity is limited in the site TAZ.

With a relatively high poverty rate (15% higher than region), significantly lower median household incomes (\$39,000 lower), and slightly lower than average graduation rates (3.8% lower), people residing within the site TAZ have more limited access to opportunities than the average resident living in the region.

Housing within the site TAZ is relatively more affordable.

Housing within the site TAZ is generally more affordable for both renters and home buyers. Despite a lower than average median sales price, home ownership rates remain 27% lower than the regional average, indicating a higher than average percentage of renters residing within the site TAZ.

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# WOODFOLD WEST SITE (FOREST GROVE) - EQUITABLE DEVELOPMENT

## COMMUNITY ASSETS & NEEDS

### Site Considerations

- The site is located in an Opportunity Zone and also an Enterprise Zone.
- A new roundabout and intersection improvements on Hwy 47 at NW Martin is planned for construction in the near future. Under the Forest Grove Transportation System Plan, an extension of 23rd/24th Ave is to bisect the Woodfold site and connect to the Hwy 47/Martin roundabout at a future unknown date.
- There is a rail line that abuts the site at Oak Street and the operator of the Forest Grove-Hillsboro short line has abandoned this track. This presents an opportunity for a bike/pedestrian trail, dedicated bus service or fixed rail bus, especially given that the track is within a quarter mile of a frequent bus line.

### Affordable Housing Initiatives

- The Forest Grove City Council identified two objectives: “Promote Affordable Housing including completion of a housing needs analysis” and “Partner to Address Homelessness” in its 2019 Goals and Objectives Plan.
- The city completed a Housing Needs Analysis.
- City Council approved a Non-profit Affordable Housing Property Tax Exemption and a SDC Deferral Program for affordable housing.
- City Council passed a modification to the standard Vertical Housing Tax Credit allowing it to be adapted to affordable housing.
- The city completed an analysis of city-owned vacant lots to determine if any could be viable for an affordable housing project.

### Diversity & Inclusion Initiatives

- The Forest Grove City Council identified Equity Assessment and Education including an Equity Plan in its 2019 Goals and Objectives statement.
- Economic Development has translated a “Starting a Business Brochure” into Spanish and its broader “Starting a Business in Forest Grove Guide” into Spanish.
- Economic Development helped fund a Small Business Equity Research Project. The purpose of this research is to identify the successes, needs, and barriers to market entry for Latino owned small businesses in the area.

### Local Organizations

- *Adelante Mujeres - the Empresas Small Business Development* program - teaches and supports small business owners to create a vibrant local economy and open up opportunities for all individuals to pursue their business goals.
- *Bienestar* is a local housing development corporation based in Hillsboro that builds affordable housing in the metro area.
- *GroveLink* is free public transportation for the Forest Grove community.
- *Centro Cultural* is an organization that provides business training, workshops and other social services.
- Other local organizations offer programs that provide workforce training and General Education Diploma for High School classes.

## KEY EQUITY CONSIDERATIONS

- Most existing initiatives revolve around housing production and affordability. More support for the program that boost equitable economic development is needed.
- Area is lower income than average Forest Grove census tract and experiencing higher than average community change.
- Walkability and transit access scores in the site area are well below the regional average.

## POTENTIAL EQUITY ACTIONS

### Engagement + Empowerment (ability for diverse community groups to exercise power and benefit from development outcomes)

- Consult the “Equity in the Context of Employment / Industrial Lands” of Task 4 for a general approach to community involvement and empowerment.
- Continue and expand on affordable housing equity work to provide larger context for industrial development equity strategies including but not limited to Community Benefit Agreements.

### Workforce and Business Stability (access to finances, resources, and programming that help establish new employment uses)

- Foster relationships with local organizations that can help support small, minority-owned businesses that can provide services and supplies to site businesses.
- Connect Latino workforce and other communities of color with job opportunities, and affordable housing, workforce support and transit support.

### Access (geographic access and increased mobility options)

- Include a bike/pedestrian trail to increase site access with the rail line abandonment.
- Consider opportunities to expand GroveLink services to regional employment sites to provide better access, especially to populations without access to vehicles.



*A place where families and businesses thrive.*

CITY RECORDER USE ONLY:

AGENDA ITEM #: 6.

MEETING DATE: 10/12/2020

FINAL ACTION: RESO 2020-98

**CITY COUNCIL STAFF REPORT**

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**TO:** *City Council*

**FROM:** *Jesse VanderZanden, City Manager*

**MEETING DATE:** *October 12, 2020*

**PROJECT TEAM:** *Jeffrey King, Economic Development Manager*

**SUBJECT TITLE:** *Accept Employment Lands Site Readiness Toolkit-Forest Grove Roadmap*

**ACTION REQUESTED:**

<input type="checkbox"/>	Ordinance	<input type="checkbox"/>	Order	<input checked="" type="checkbox"/>	X	Resolution	<input type="checkbox"/>	Motion	<input type="checkbox"/>	Informational
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*X all that apply*

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**BACKGROUND:**

The Employment Lands Site Readiness Toolkit-Forest Grove Roadmap Report (Toolkit) is designed to help move challenged industrial and commercial employment sites within the Metro urban growth boundary to development-readiness. The toolkit is in to response to a shortage of viable development ready employment sites across the metro region.

In July 2018, Metro awarded the Port of Portland a \$170,000 grant for the Metro Employment Lands Site Readiness Toolkit project. The Port is the contracting entity for the grant. Greater Portland Inc. (GPI) is serving as the convener of the project partners and providing project management support. In addition to the GPI and Metro, there were 18 regional partners participating in the project serving as the Project Advisory Team

The Toolkit included a focus on three sites across the metro area, one of which was the Woodfold Manufacturing Property near Oak Street. The Toolkit was presented to the Forest Grove EDC on September 10 and then to City Council on September 28. As a condition of the Woodfold Property being studied, the sponsors of the Toolkit project request that each City Council where the three properties are located accept the Toolkit. This Toolkit report is for informational purposes only.

The Toolkit will be given to the consultant who is promulgating the Oak Street Concept Plan. The Oak Street Concept Plan will look at alternative land use designations for properties in the Oak Street area.

**FISCAL IMPACT:**

Accepting the Toolkit places no financial obligations or requirements on the City.

**STAFF RECOMMENDATION:**

Staff recommends Council adopt resolution accepting Employment Lands Site Readiness Toolkit-Forest Grove Roadmap Report.

**ATTACHMENTS:**

Attachment 1: Woodfold West Site Roadmap Report

Resolution Accepting the Employment Lands Site Readiness Toolkit-Forest Grove Roadmap, Exhibit A

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Woodfold Mfg., Inc.  
1811 18<sup>th</sup> Ave  
Forest Grove, OR 97116-0346

Phone: 503-357-7181  
Fax: 503-357-7185  
www.woodfold.com

October 6, 2020

**For Attention: Forest Grove City Council**

**RE: Employment Lands Site Readiness Toolkit Roadmap**

Woodfold continues to enjoy a healthy relationship with the City of Forest Grove as evidenced by our willingness and co-operation with the Employment Lands Readiness Toolkit project. As the property owner of "Woodfold West Site", which was the subject of this project, we wish to request the following from the City. We ask that City Council not make land use policy decisions on the Woodfold Oak St Property based on this report only. We support the City Council accepting the report for informational purposes.

As Council is aware, the City has hired a consultant team to prepare the Oak Street Land Use Refinement Plan, which has been initiated and is expected to be completed in Spring 2021. This effort will involve analysis of existing conditions, assessment of needs and opportunities, preparation of alternative land use concepts and selection of the preferred option. Industrial usage of the site or a portion of the site is just one of the alternative land use concepts under consideration.

We ask that City Council allow the Oak Street Land Use Refinement planning process to flow and to keep the options open as this process is expected to produce a more community-based approach, using the Toolkit as information to be considered as part of the process.

Enclosed is a copy of the Woodfold letter to the City dated April 9, 2020

Yours faithfully,

Allan Wedderburn  
President  
Woodfold Mfg., Inc.

cc: Brian Pohl, Community Development Director  
Dan Riordan, Senior Planner  
Steve Faust, 3J Consulting

Jeff King, Economic Development Manager



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*Crafting Value Since 1957*

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Phone: 503-357-7181  
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April 9, 2020

**For attention of:**

Mr. James Reitz and Mr. Dan Riordan  
Senior Planners  
City of Forest Grove  
P.O. Box 326  
Forest Grove, Oregon 97116-0326

By mail and email

Dear Mr. Reitz and Mr. Riordan

**Re: Oak St Property Owned by Woodfold Mfg., Inc.**

This letter is to inform the City of Forest Grove of Woodfold's thoughts with respect to rezoning the Oak St. Property (identified as tax lots 1N331DA07800, 1N332C00400, 1N332C00500, 1N332C00600, 1N332C00700 and 1N332C00900) and our position regarding seller conditions.

Through this letter Woodfold requests the City of Forest Grove to rezone the entire parcel of land as identified above for residential land use if so requested by a prospective developer / buyer.

Background

Woodfold has owned the properties, commonly referred to as the *Oak St Property*, for approximately 20 years. It has remained undeveloped due to our lack of need to expand, the cost to develop and the lack of demand for industrial property in Forest Grove. We currently have an interested party willing to purchase and develop the entire property for residential use.

Woodfold's position

We deem it appropriate to share our position on the property:

- Woodfold is only interested in selling all parcels of land to a single buyer in a single transaction.
- Woodfold is an employee-owned company and is looking for the maximum value for the land which would be to the benefit of all employees.
- Woodfold would like the entire property to be rezoned as residential.

Property owner thoughts

- Based on the revised master plans for the Oak St. Property Woodfold does not share the City's enthusiasm in rezoning the parcels into multiple zones.
- The recent Economic Opportunities Analysis indicates that the city has a surplus of Industrial land and a deficit of Mixed-Use land.



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Phone: 503-357-7181  
Fax: 503-357-7185  
www.woodfold.com

- No developer has expressed any interest or approached Woodfold with development intentions for multiple types of land use zoning.
- Lost opportunities with developers moving on to other cities because the cost to put in the infrastructure can only be cost effective if they are able to develop the entire property.
- If all the residential land were to be developed as per the master plan the potential exists for residents putting pressure on two roads and existing neighborhoods due to no connectivity to the round-about as that land will remain undeveloped.

### Woodfold's request to City of Forest Grove

With this in mind Woodfold has been approached by a prospective buyer and is currently in negotiations regarding a potential sale. The likelihood of a sale being concluded will only be possible if the property is rezoned 100% for residential purposes. The fact that a willing-buyer willing-seller situation exists could be a lost opportunity for Woodfold, the City of Forest Grove and the prospective developer if the land is not approved for 100% residential rezoning. Negotiations between the two parties will continue but we wanted to ask the City to seriously consider any forthcoming proposals for the property to be rezoned for residential use. We also wanted to place Woodfold's position on record.

Woodfold has been a long-time member of this community and looks forward to working with the City to find what is mutually beneficial for the City of Forest Grove and Woodfold.

Yours faithfully,

Allan Wedderburn  
President  
Woodfold Mfg., Inc.

CC Mr. Jeff King (By email)

Sources: RFP – Forest Grove Oak Street Area Refinement Plan  
Forest Grove Transit-Oriented Development Plan and Implementation Strategy (2011)  
Washington County Industrial Site Assessment Project (2015)