ORDINANCE NO. 2017-08

ADOPTING LEGISLATIVE TRANSPORTATION SYSTEM PLAN AMENDMENTS TO IMPLEMENT THE WESTSIDE REFINEMENT PLAN FILE NUMBER 311-17-000013-PLNG

WHEREAS, the City applied for and received a Community Planning Development Grant award from Metro to prepare a refinement plan for the Westside planning area comprised of the area within the urban growth boundary north of Watercrest Road and west of Thatcher Road and the area added to the urban growth boundary by the Oregon Legislature in 2014 north of David Hill Road and west of Highway 47 and east of Thatcher Road; and

WHEREAS, Oregon Revised Statutes (ORS) §197.200 provides authority to local governments to adopt refinement plans for areas within urban growth boundaries; and

WHEREAS, the Westside Refinement Plan identifies certain implementation actions including amendments to the Forest Grove Transportation System Plan (Exhibit A); and

WHEREAS, the Transportation System Plan amendments are consistent with the Oregon Transportation Planning Rule (OAR 660-012-0060) as shown Exhibit B; and

WHEREAS, opportunities for community participation to influence preparation of recommendations were provided throughout the planning process; and

WHEREAS, community participation included stakeholder interviews during November 2014, design charrettes on April 20, 2015, and May 20, 2015, a community open house on March 2, 2017, work sessions with the Planning Commission on October 6, 2014, July 6, 2015, May 2, 2016, and February 6, 2017, and work sessions with the City Council on November 14, 2016, and December 12, 2016; and

WHEREAS, the Planning Commission held duly-noticed public hearings on May 15, 2017, May 30, 2017, and June 5, 2017, on the proposed Westside Refinement Plan; and

WHEREAS, notice of the public hearings were mailed to affected property owners and property owners within 300 of the affected area on April 26, 2017, and May 11, 2017, as required by Oregon Ballot Measure 56 and Development Code §10.1.715); and

WHEREAS, notice of public hearing was published in the Forest Grove News-Times as required by Forest Grove Development Code (§10.1.715) on May 10, 2017, and July 5, 2017; and

WHEREAS, a staff report addressing the applicable review criteria was published on May 8, 2017, and is hereby incorporated by reference; and

WHEREAS, staff reports responding to public testimony and Planning Commission considerations were published on May 23, 2017, and June 2, 2017, the staff reports are hereby incorporated by reference; and

WHEREAS, the Planning Commission accepted written testimony on May 15, 2017, and oral testimony on May 30, 2017, and June 5, 2017 on the proposed Westside Refinement Plan and accompanying implementation measures and the testimony was considered by the Planning Commission in preparing recommendations for consideration by City Council; and

WHEREAS, the Planning Commission adopted Planning Commission Findings and Decision Number 2017-09 (Exhibit C); and

WHEREAS, the City Council held a duly-noticed public hearing on the proposed ordinance on July 10, 2017, and continued the hearing to August 14, 2017.

NOW THEREFORE, THE CITY OF FOREST GROVE ORDAINS AS FOLLOWS:

Section 1: The City Council hereby adopts the Transportation System Plan Amendments (Exhibit A) to implement the Westside Refinement Plan making the changes recommended by the Planning Commission shown in the Planning Commission's Findings and Decision 2017-09 (Exhibit C).

Section 2: City Council finds that traffic volumes may exceed the current design capacity of the Highway 47 roundabouts at David Hill Road and Purdin/Verboort Road during the twenty-year planning period addressed by the Westside Refinement Plan due to anticipated traffic volumes from future development in the area added to the urban growth boundary in 2014 located north of David Hill Road, west of Highway 47 and east of Thatcher Road, and not from traffic volumes from areas within the urban growth boundary prior to 2014.

Section 3: This ordinance is effective 30 days following its enactment by the City Council.

PRESENTED AND PASSED the first reading this 10th day of July 2017.

PASSED the second reading this 14th day of August 2017.

Anna D. Ruggles, City Recorder

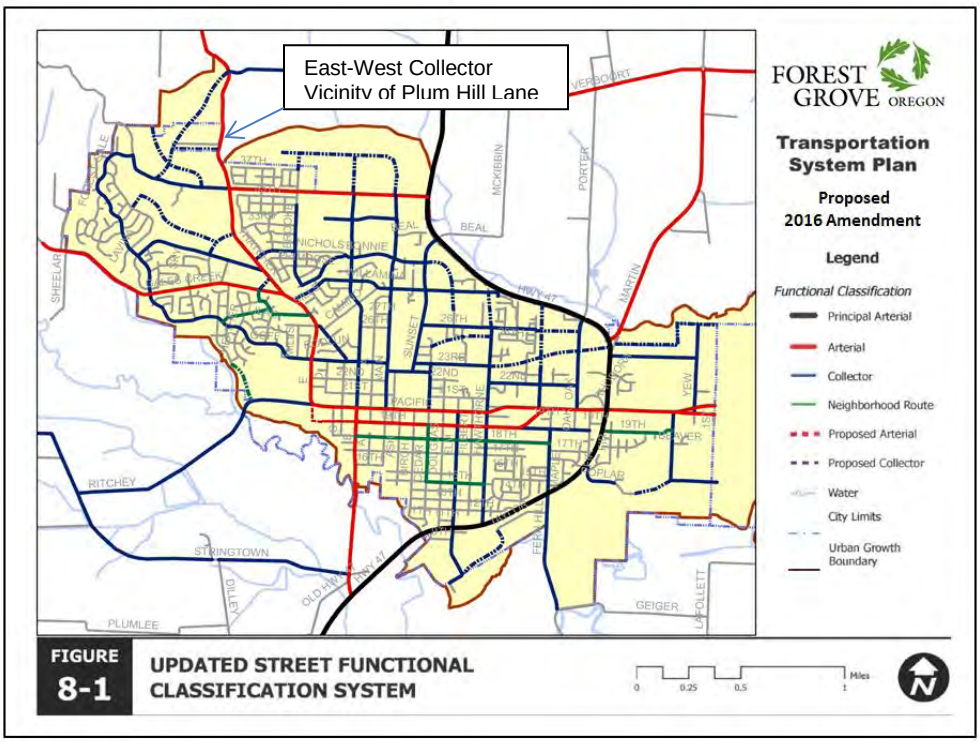
APPROVED by the Mayor this 14th day of August 2017.

Peter B. Truax, Mayor

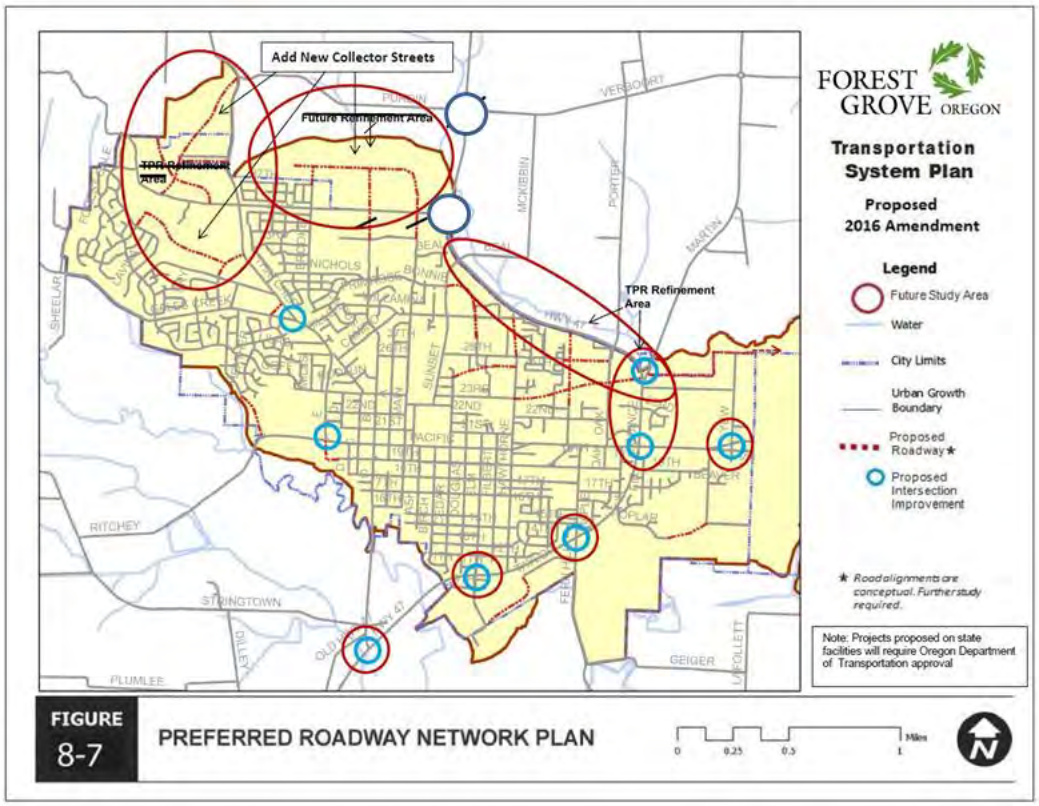
EXHIBIT A
Westside Refinement Plan
Transportation System Plan Amendments

The Planning Commission recommends the following amendments to the Forest Grove Transportation System Plan to implement the Westside Refinement Plan:

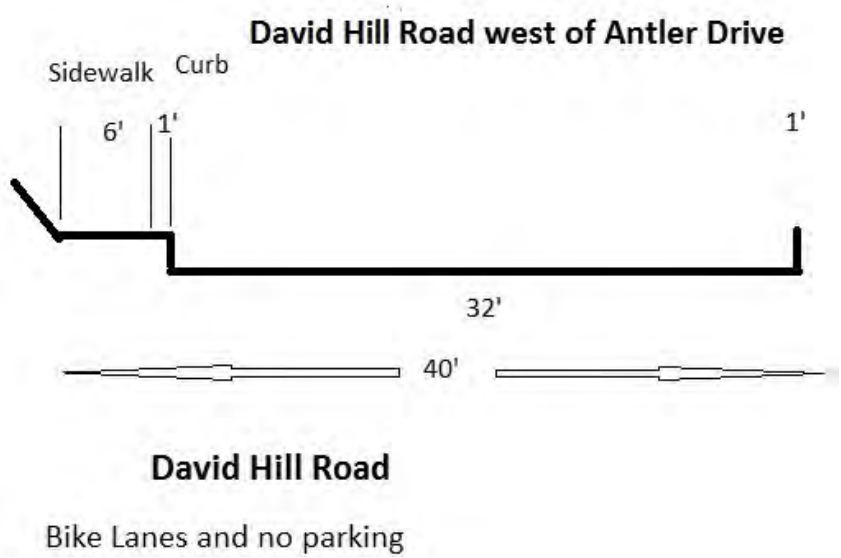
Recommended amendments to Transportation System Plan Figure 8-1



Recommended amendments to the Transportation System Plan Figure 8-7



Recommended revised cross-section for David Hill Road west of Thatcher Road:



Recommended amendments to the Transportation System Plan project tables to add needed mitigation to the Highway 47 roundabouts at David Hill Road and Purdin/Verboort Roads required for compliance with the Oregon Transportation Planning Rule (OAR 660-012-0060). The Planning Commission finds the mitigation projects are needed due to anticipated traffic generation from growth in the new urban growth boundary area north of David Hill Road west of Highway 47 and east of Thatcher Road. The Planning Commission also finds that traffic volumes from the David Hill Road area have been accounted for in the TSP and therefore, do not have a significant effect on transportation facilities for purposes of Transportation Planning Rule Compliance (OAR 660-012-0060(9)). The proposed mitigation measure for the Highway 47 roundabouts at David Hill Road and Purdin/Verboort Road will be recommended by the City for addition to the Metro Regional Transportation Plan to be updated in 2018.

Roadway Projects (TSP Table 8-3)

No.	Name	Description	Purpose	Metro Project ID*	Total Cost ($Million)
1	David Hill Road / Hwy. 47 Intersection Capacity Improvements ~~Extension~~	~~Construct new 2-lane collector with bicycle lanes, sidewalks and street lights from existing east terminus to Highway 47~~ Add an additional second circulating lane to the roundabout to provide separation for northbound left turning and through traffic as well as a separate lane for southbound turns.	~~Improve connectivity and balance circulation.~~ Improve operational deficiencies to ensure mobility standards are met.	10772	~~$13.61~~ $2.5
~~2~~	~~Highway 47 / Pacific Avenue Intersection Improvements *~~	~~Additional channelization, crosswalk, and traffic signal modification at intersection. Specific improvements may be modified at a future date.~~	~~Improve access and mobility. Improve substandard turn radius and pedestrian crossing.~~	~~10780a~~	~~$1.3~~
13	Hwy 47 and Purdin Road Intersection Improvements *	~~Construct improvements at Highway 47 (e.g. roundabout) to connect Purdin and Verboort Roads~~ Add a northbound right turn slip lane on the south leg of the roundabout and a southbound right turn slip lane on the south leg of the roundabout to the overall roundabout intersection.	Improve operational deficiencies to ensure mobility standards are met.	10780f	~~$3.17~~ $4.0
TOTAL					~~$122.44~~ $110.86

Notes: * Projects will require ODOT approval. Inclusion of a project in this table does not obligate or imply the obligation of funds for any specific project.

Forest Grove Financially Constrained Project List (TSP Table 1-2)

#	Name	Description	Jurisdiction Owner/ Operator	Metro Project ID	RTP Financially Constrained	Total Cost	Non-City Funds	City Funds	Project Timing
1	David Hill Road ~~Extension~~ / Hwy. 47 Intersection Capacity Improvements	~~Construct new 2-lane collector with bicycle lanes, sidewalks and street lights from~~	~~City~~ ODOT & County	10772	Add[1]	~~$13.61 **~~ $2.5 **/***	~~$13.61~~ $2.50	$0.0	~~0-5 years~~ 6-10 years

[1] The City of Forest Grove will nominate this project for addition to the Metro RTP Financially Constrained Project List through the Washington County Coordinating Committee process.

		~~existing terminus to Highway 47~~ Add an additional second circulating lane to the roundabout to provide separation for northbound left turning and through traffic as well as a separate lane for southbound turns.							
~~5~~	~~Highway 47 / Pacific Avenue Intersection Improvements*~~	~~Additional channelization, crosswalk, and traffic signal modification at intersection. Specific improvements may be modified at a future date.~~	~~ODOT~~	~~10780a~~	~~Yes~~	~~$1.3 **~~	~~$0.8~~	~~$0.5~~	~~0-5 years~~
						TOTAL:		**$35.6M**	

Source: City of Forest Grove. Estimated share of city cost provided by City of Forest Grove.
Notes: **PROJECT PRIORITIES ARE BASED ON ANTICIPATED PROJECT TIMING**
***Project will require ODOT approval. Inclusion of a project on an ODOT facility in this table does not obligate or imply the obligation of funds for any specific project.**
**Partially or fully funded by jurisdictional agency (i.e. TriMet, ODOT, Washington County, Metro or other).
***Partially or fully funded by private development exactions.

Forest Grove Financially Constrained Project List (TSP Table 10-3)

#	Name	Description	Jurisdiction Owner/ Operator	Metro Project ID	RTP Financially Constrained	Total Cost	Non-City Funds	City Funds	Project Timing
1	David Hill Road / Hwy. 47 Intersection Capacity Improvements ~~Extension~~	~~Construct new 2-lane collector with bicycle lanes, sidewalks and street lights from existing terminus to Highway 47~~ Add an additional second	City	10772	Add[2]	~~$13.61 **~~ $2.5 **/***	~~$13.61~~ $2.50	$0.0	~~0-5 years~~ 6-10 years

[2] The City of Forest Grove will nominate this project for addition to the Metro RTP Financially Constrained Project List through the Washington County Coordinating Committee process.

		circulating lane to the roundabout to provide separation for northbound left turning and through traffic as well as a separate lane for southbound turns.							
16	Highway 47 / Purdin Road Intersection Improvements*	~~Construct improvements at Highway 47 (e.g. roundabout) to connect Purdin Road and Verboort Rd.~~ Add a northbound right turn slip lane on the south leg of the roundabout and southbound right turn lane on the south leg of the roundabout to the overall roundabout intersection.	ODOT & County	10780f	~~No~~ Add[3]	~~$3.32 **~~ $4.0 **/***	~~$3.32~~ $4.0	$0.0	6-10 Years
								$35.6M	

Source: City of Forest Grove. Estimated share of city cost provided by City of Forest Grove.
Notes: **PROJECT PRIORITIES ARE BASED ON ANTICIPATED PROJECT TIMING**

*Project will require ODOT approval. Inclusion of a project in this table does not obligate or imply the obligation of funds for any specific project.

**Partially or fully funded by jurisdictional agency (i.e. TriMet, ODOT, Washington County, Metro or other).
***Partially or fully funded by private development exactions.

[3] The City of Forest Grove will nominate this project for addition to the Metro RTP Financially Constrained Project List through the Washington County Coordinating Committee process.

Exhibit B

Westside Refinement Plan and Accompanying Implementation Measures Findings and Facts Relied Upon (File No. 311-17-00013-PLNG)

Section 1: Adoption Process

Legislative (Type IV) Land Use Decisions

Finding: Article 1 of the Forest Grove Development Code classifies land use reviews into four categories: administrative (Type I), limited land use decisions (Type II), quasi-judicial (Type III), and legislative (Type IV). Type IV decisions are those decisions that require discretion and either impact a large area or affect policy. Adoption of the Westside Refinement Plan and accompanying Comprehensive Plan Map, Zoning Map, Development Code and Transportation System Plan amendments are classified as legislative (Type IV) land use decisions since they impact a large area and affect policy. The Westside Refinement Plan and accompanying amendments affect approximately 591.8 gross acres which represents approximately 14.2% of the area within the portion of the urban growth boundary Forest Grove's has planning responsibility over. In addition, the Westside Refinement Plan includes policy direction guiding land use decisions, public facilities, transportation, natural resources and options for funding needed infrastructure. Given these facts, the appropriate adoption process for the Westside Refinement Plan and accompanying amendments is a Type IV legislative approval process.

Finding: Forest Grove Development Code §10.1.735 states that legislative decisions include brief and concise findings of fact and conclusions. The findings shall set forth the criteria and standards considered relevant to the decision, state the facts relied upon and briefly indicate how those facts support the decision. The criteria and standards considered relevant include local Comprehensive Plan policies, Regional Planning Policies and the Statewide Land Use Planning Goals. This document demonstrates compliance with the applicable criteria fulfills this requirement.

Finding: Adoption of the Westside Refinement Plan and accompanying amendments to the Comprehensive Plan Map, Zoning Map, Development Code and Transportation System Plan relies on the data and analysis contained in the following documents as generally described below:

- Westside Transportation Baseline Report, January 2015, SCJ Alliance
- Westside Natural Resources Overview, January 2015, SCJ Alliance
- Westside Infrastructure Overview, December 2014, SCJ Alliance

- Geological and Geotechnical Assessment Report, Westside Planning Project, February 2015, PBS Engineering + Environmental
- Revised Final Westside Water, Sewer, and Stormwater Infrastructure Report, June 24, 2016
- Revised 2035 PM Peak Hour Traffic Operations Analysis of Revised Land Use Alternative, March 8, 2017, SCJ Alliance
- Infrastructure Funding Approach Report, December 2016, FCS Group.

In addition, the recommendations are based on comments received during Community Planning Meetings held on April 20, 2015, May 20, 2015 and March 2, 2017, Planning Commission work sessions held on October 6, 204, July 6, 2015, May 2, 2016 and February 6, 2017 and City Council work sessions held on November 14, 2016 and December 12, 2016. The Planning Commission and City Council meeting minutes are on file at the City Recorder's office.

Section 2: Westside Refinement Plan

Oregon Revised Statutes §197.200 provides authority to local governments to adopt refinement plans for areas within urban growth boundaries. In contrast to a comprehensive plan a refinement plan is more detailed and applies to specific geographic area. A refinement plan must establish minimum and maximum densities for residential land uses, establish minimum and maximum floor area ratios or site coverage requirements for nonresidential uses, be based on a planning process meeting statewide planning goals, and include land use regulations to implement the plan. Section 2 of this document describes how the Westside Refinement Plan complies with the ORS §197.200 requirements, the Statewide Land Use Planning Goals, the Metro Urban Growth Management Functional Plan (UGMFP) and Metro Regional Transportation Functional Plan (RTFP).

Oregon Revised Statutes (ORS) §197.200

<u>Under ORS §197.200(2), a refinement plan applies to a specific geographic area.</u>

<u>Finding ORS §197.200(2)</u>: The Westside Refinement Plan applies to the area within the urban growth boundary generally north of Watercrest Road and west of Thatcher Road and the area added to the urban growth boundary by the Oregon Legislature in 2014 north of David Hill Road between Highway 47 and east of Thatcher Road. Since the refinement plan applies to the specific area identified above the Westside Refinement Plan complies with ORS §197.200(2).

<u>ORS §197.200(2)(a) states a refinement plan must establish density ranges, including minimum and maximum density for residential land uses.</u>

<u>Finding ORS 197.200(2)(a)</u>: Chapter 4 of the Westside Refinement Plan includes a land use concept for the area north of Watercrest Road and west of Thatcher Road and

ORS §197.200(2)(b) states a refinement plan establish minimum and maximum floor area ratios or site coverage requirements for nonresidential uses.

Finding ORS 197.200(2)(b): The Westside Refinement Plan identifies locations for nonresidential uses including an elementary school, neighborhood park and possible fire station. The Refinement Plan also identifies areas for mixed-use development including residential and commercial and office uses. The Forest Grove Development Code only establishes floor area ratios for nonresidential uses in the City's Town Center zones (Town Center Core and Town Center Transition). Although the Forest Grove Development Code does not establish specific minimum and maximum floor areas for zoning designations other than Town Center zones the intensity of development is established by maximum height requirements, parking standards for nonresidential uses and buffer yard provisions. The height requirements are established by Development Code §10.3.330 (Table 3-11). Parking standards are established by Development Code §10.8.515 (Table 8-5). Buffer yard requirements are established by Development Code §10.8.420. Since the Westside Refinement Plan and accompanying Comprehensive Plan Map and Zoning Map amendments establishes development standards for nonresidential uses in the planning area, including building height, parking requirements and buffer yard requirements, the intent of ORS §197.200(2)(b) is met.

ORS §197.200(2)(c) states a refinement plan must be based on a planning process meeting statewide planning goals.

Finding ORS §197.200(2)(c): An extensive planning process was used for the Westside Refinement Plan. The planning process was reviewed by the City's Committee for Citizen Involvement on August 20, 2013. The planning process included a community involvement effort with community meetings held on April 20, 2015, May 20, 2015 and March 2, 2017. Sixteen stakeholder interviews were also conducted in November 2014. In addition, four work sessions were held with the Planning Commission and two work sessions were held with the City Council during the planning process. These outreach efforts are consistent with Statewide Planning Goal 1 (Citizen Involvement). Goal 1 requires a citizen involvement process that provides the opportunity for citizens to be involved in all phases of the planning process including influencing plans and policies. The public involvement process resulted in changes to the initial land use concept developed for the Westside Refinement planning area.

In addition to Goal 1, the Westside Refinement Plan addresses other statewide planning goals including:

- Goal 2: Land Use Planning;
- Goal 5: Natural Resources;
- Goal 8: Recreational Needs;
- Goal 10: Housing;
- Goal 11: Public Facilities and Services;
- Goal 12: Transportation; and
- Goal 14: Urbanization

The Westside Refinement Plan and supporting technical memoranda and reports provide detailed information as to how these goals identified above were considered. The technical memoranda and reports relied upon include:

- Westside Transportation Baseline Report, January 2015, SCJ Alliance
- Westside Natural Resources Overview, January 2015, SCJ Alliance
- Westside Infrastructure Overview, December 2014, SCJ Alliance
- Geological and Geotechnical Assessment Report, Westside Planning Project, February 2015, PBS Engineering + Environmental
- Revised Final Westside Water, Sewer, and Stormwater Infrastructure Report, June 24, 2016
- Revised 2035 PM Peak Hour Traffic Operations Analysis of Revised Land Use Alternative, March 8, 2017, SCJ Alliance

Additional detail describing compliance with Statewide Planning Goals is provided in the State Planning Policy Consistency section below. Since the planning process used to development the Westside Refinement Plan was based on the Statewide Planning Goals ORS 197.200(c) is met.

ORS 197.200(2)(d) states that a refinement plan must include land use regulations to implement the plan.

Finding ORS 197.200(2)(d): The Westside Refinement Plan, and accompany implementation measures, include specific regulations to implement aspects of the plan. This includes proposed amendments to Development Code §10.8.610(M) pertaining to road grades, §10.8.310 pertaining to required geotechnical and engineering requirements for development on sites with slopes greater than 10%, and §10.8.610 (Table 8-8) pertaining to street standards for the David Hill Road cross-section west of Thatcher Road. In addition to the Development Code amendments the accompanying implementation measures also include amendments to the Forest Grove Comprehensive Plan Map to establish land use designations in the area added to the urban growth boundary in 2014 and the Transportation System Plan to establish a conceptual backbone collector street network. Together, these regulations implement the Westside Refinement Plan. Therefore, the requirements of ORS §197.200(2)(d) are met.

State Planning Policy Consistency

As noted above, the planning process used for the Westside Refinement Plan and accompanying amendments was based on the Statewide Planning Goals. This section addresses how the Statewide Planning Goals and other applicable state planning policies were complied with.

Finding: The Westside Refinement Plan addressed the following Statewide Planning Goals:

Land Use Planning Goal 1: Citizen Involvement
Land Use Planning Goal 2: Land Use Planning
Land Use Planning Goal 5: Natural Resources
Land Use Planning Goal 8: Recreational Needs
Land Use Planning Goal 10: Housing
Land Use Planning Goal 11: Public Facilities and Services
Land Use Planning Goal 12: Transportation (Transportation Planning Rule)
Land Use Planning Goal 14: Urbanization

Findings for each of the Statewide Planning Goals listed above are presented below.

Goal 1 - Citizen Involvement - Statewide Land Use Planning Goal 1 requires that local citizen involvement programs incorporate the following components:

- ✓ *Provide for widespread citizen involvement;*
- ✓ *Assure effective two way communication with citizens;*
- ✓ *Provide the opportunity for citizens to be involved in all phases of the planning process;*
- ✓ *Assure that technical information is available in an understandable form;*
- ✓ *Assure that citizens will receive a response from policy-makers; and*
- ✓ *Insure funding for the citizen involvement program*

Finding Goal 1: Opportunities for citizen input were provided during the course of this project. The public review process included placing all documents for review on the City's website. In addition, two planning charrettes were held on April 20, 2015 and May 20, 2015. Approximately 30 persons attended and participated during each planning charrette. A community open house was also held on March 2, 2017. Approximately 25 people attended the open house. For additional public input, Planning Commission work sessions were held on October 6, 2014, July 6, 2015, May 2, 2016 and February 6, 2017. Work sessions were also held with the City Council on November 14, 2016 and December 12, 2016.

The land use concept was revised several times in response to community input. In the end, a general consensus was reached which is reflected in the Plan. Details of the citizen involvement program are described in Chapter 3 (Citizen Participation).

Goal 2 - Land Use Planning – Goal 2 describes the basic procedures of Oregon's statewide planning program. It requires that land use decisions be made in accordance with a comprehensive plan. Goal 2 also requires that implementation ordinances be put in place to put the plan's policies into effect.

Finding Goal 2: The Westside Refinement Plan was developed in accordance with the goals and policies of the Forest Grove Comprehensive Plan. This includes consideration of the following Comprehensive Plan elements: Citizen Involvement, Community Sustainability, Land Use, Housing, Public Facilities and Community Services, Education and School Facilities, Natural Resources and Hazards, Transportation and Urbanization. Adoption of the Westside Refinement Plan includes

accompanying implementation measures to put the Westside Refinement Plan policies into effect. The amendments include amending the Forest Grove Comprehensive Plan Map to implement a land use concept for the area north of David Hill Road between Thatcher Road and Highway 47, amending the zoning map, amending the Transportation System Plan to establish a conceptual collector street network in the planning area and amending the Development Code to establish requirements for geotechnical and engineering analysis in areas with slope greater than 10% and allowing street grades up to 15% on collector streets for distances no greater than 250 feet.

Goal 4 - Forest Lands – This goal requires an inventory of forest lands and the adoption of policies and ordinances to conserve forest lands for forest uses.

Finding Goal 4: The project consultant, SCJ Alliance, prepared a natural resources assessment for the Westside Refinement Plan area. This assessment is summarized in the Forest Grove Westside Planning Project, Natural Resources Overview report dated January 2015. The natural resource assessment is included in the technical appendix and is summarized in Chapter 5 of the Westside Refinement Plan. Article 5 of the Development Code requires review of potential impacts to natural resources during the development review process. Specifically, §10.5.130 addresses trees on developable land prior to and during development. Under this section a permit is required for removal or major pruning for trees six inches or greater in diameter or Oregon white oak trees three inches or greater. In addition, a tree protection plan may be required. These provisions ensure that Goal 4 resources are considered to conserve forest lands.

Goal 5 - Natural Resources – This goal focuses on scenic and historic areas, and open spaces. Goal 5 covers more than a dozen natural and cultural resources such as wildlife habitats and wetlands. Goal 5 guidelines (OAR 660-015-000(5)) encourage local governments to adopt natural resource protection programs and conserve scenic and historic areas and open space. Resources to inventory include riparian corridors, wetlands, wildlife habitat, federal wild and scenic rivers, state scenic waterways, groundwater resources, approved Oregon recreation trails, natural areas, wilderness areas, mineral and aggregate resources, energy sources and cultural areas.

Finding Goal 5: The Natural Resources Overview report dated January 2015 includes a Goal 5 summary. The report indicates the following Goal 5 resources do not exist or are not currently designated in the Westside Refinement Plan area: Oregon scenic waterways and federal wild and scenic rivers, designated natural area, designated wilderness area and energy sources. No local rivers are designated as wild and/or scenic in the Forest Grove area. The nearest designated natural area according to the Oregon State Register is Banks Swamp located 5.5 miles north of Forest Grove. The nearest designated wilderness areas are located in the Cascade Range and along the Oregon coastline.

The following Goal 5 resources do exist in or near the Westside Refinement Plan area: riparian corridors (Council Creek system), wetlands, wildlife habitat, groundwater resources, Oregon recreation trails, mineral and aggregate resources and cultural

areas. These resources are documented in the Natural Resources Overview report. The Natural Resources Overview report identifies potential ecological protection and enhancement opportunities in the Westside planning area. Potential opportunities are included in the Westside Refinement Plan (Chapter 5).

Goal 7 - Areas Subject to Natural Hazards – Goal 7 deals with development in places subject to natural hazards such as landslides. It requires that local jurisdictions apply appropriate safeguards when planning for development in areas subject to natural hazards.

Finding Goal 7: The David Hill area has locations that are subject to natural hazards. This includes steeply sloped area north of David Hill Road and west of Thatcher Road and the presence of a historic landslide area west of Thatcher Road and south of David Hill Road. These areas are documented in the Geological and Geotechnical Assessment Report, dated February 2015, prepared by PBS Engineering + Environmental. The results of this analysis are summarized in the Westside Refinement Plan (Chapter 7 – Natural Hazards). The Geotechnical Report provides the basis for proposed amendments to the Forest Grove Development Code to require a geotechnical and engineering analysis if development affects property with a cross-slope of 10% slope or more. Adoption of this Development Code amendment ensures that appropriate safeguards are in place when planning for development in areas subject to natural hazards. Other safeguards include compliance with Oregon Building Code requirements and the provisions of Development Code Article 8 §10.8.300 et. seq. (Hazards and Resources).

Goal 8 - Recreational Needs – This goal calls for each community to evaluate its recreational areas and facilities and the projected demand for the services provided.

Finding Goal 8: The land use concept for the Westside area included consideration of the recreational needs of residents as the area develops. The recommended land use concepts includes a site for a six- to ten-acre neighborhood park in the north of David Hill Road in the new urban growth boundary area. The neighborhood park concept has been adopted as part of the updated to the Forest Grove Parks, Recreation and Open Space Master Plan. In addition, the Westside Refinement Plan and Parks, Recreation and Open Space Master Plan identify improvements at Thatcher Park that will serve the immediate area and larger community. Specific recommendations for parks, recreation and open space are described in the Westside Refinement Plan including Chapter 6 (Recreational, Cultural and Open Space Resources) and Chapter 11 (Other City Services).

Goal 9 - Economic Development – This goal addresses economic activity including business creation, retention and employment. Goal 9 calls for local jurisdictions to project future commercial and industrial land needs and plan and zone enough land to meet those needs.

Finding Goal 9: The Westside Refinement Plan and accompanying implementation measures addresses Goal 9. Goal 9 is addressed by identifying areas for commerce to

serve the developing residential areas. The recommended land use concept includes two areas north of David Hill Road identified as NMU (Neighborhood Mixed Use). These areas are described in Chapter 4 (Land Use) and included as part of the proposed amendments to the Forest Grove Comprehensive Plan map. The NMU areas allow for limited retail and other commercial/office uses intended to serve nearby neighborhoods.

Goal 10 - Housing – Goal 10 requires that cities plan for and accommodate needed housing types, such as single family residential, multifamily and manufactured housing. Goal 10 requires each city to inventory its buildable residential land needs, project future needs, and plan and zone enough buildable land to meet those needs.

Finding Goal 10: The Westside Refinement plan and accompanying implementation measures addresses Goal 10. The land use concept for the Westside Refinement Plan area identifies approximately 573 gross acres of land for housing. This land is identified for a variety of residential densities ranging from one-unit per acre to twelve units per acre. The recommended land use concept described in the Westside Refinement Plan area and accompanying implementation measures will support a variety of housing types based on the permissible densities. Housing types include large lot single family detached residences, small lot single family detached, and attached dwellings including flats and townhouses. The land use concept for the Westside Refinement Plan area is expected to yield approximately 2,000 dwellings based on the estimated developable land area and target densities identified in the Westside Refinement Plan. These units are expected to help meet housing needs over the next twenty years as required by the state land use planning law.

The City's Economic Opportunities Analysis prepared for the Comprehensive Plan Update identified estimated housing needs for the Year 2028 compared to the current supply by sales and rental price. This is the best available data the City has. The EOA shows the following housing need:

Ownership			
Price Range	Estimated Current Need	Estimated Current Supply	Unmet (Need) or Surplus
$0 to $50,000	211	416	205
$50,000 to $70,000	135	156	21
$70,000 to $90,000	137	156	18
$90,000 to $120,000	143	157	14
$120,000 to $160,000	432	390	(42)
$160,000 to $230,000	701	1,462	762
$230,000 to $350,000	1,085	1,027	(58)
$350,000 to $460,000	779	315	(464)
$460,000 to $690,000	656	147	(510)
$690,000+	195	52	(143)

It is believed that the units at the lowest end of the price range are manufactured homes. The City has approximately. Article 5 (§10.5.315(A) and (§10.5.300(A)) of the Forest Grove Development Code indicates that manufactured home parks are allowed on sites four acres or larger in the R-10, R-7, R-5, RML and RMH zoning districts

subject to conditional use review and site development plan approval. Nothing in the Westside Refinement Plan and accompanying implementation measures would change these provisions.

As identified in Chapter 4 of the Westside Refinement Plan, the planning area could accommodate approximately 1,950 housing units. The unmet need shown on the table above totals 1,217 housing units. It is expected the Westside Planning Area will accommodate the estimated housing need. Homes at the highest end of the price range ($690,000 or more) would likely be met by development in areas designated as Suburban Residential or C-Low/R-10. The unmet need in the $120,000 to $160,000 price range could be met in the Neighborhood Mixed-Use (NMU) areas identified by the land use concept described in the Westside Refinement Plan. The need shown for the other price ranges could be met in the R-10, R-7 areas identified in the Westside land use concept.

The table below show the estimated need for rental units for the Year 2028 compared with the current supply.

Rental			
Rent	Estimated Current Need	Estimated Current Supply	Unmet (Need) or Surplus
$0 - $250	469	40	(429)
$250 - $375	289	138	(151)
$375 - $500	240	163	(77)
$500 - $625	271	933	662
$625 - $875	396	1,163	767
$875 - $1,250	497	642	145
$1,250 - $1,875	601	330	(271)
$1,875 - $2,500	133	82	(51)
$2,500 - $3,750	48	0	(48)
$3,750+	0	0	0

Meeting the unmet need for housing at the lowest end of the rental price range will be a challenge. Rents less than $500 per month are well below the market rate for apartments and are not constructed without significant public subsidy by nonprofit developers and public agencies. Although the need for low cost rental units presents a challenge it is possible that privately constructed accessory dwelling units could help meet some of this need. Article 7 of the Development Code (§10.7.005) indicates that accessory dwelling units are allowed in conjunction with a single family dwelling in any zone that allows residential uses. Accessory dwelling units may take the form of stand-alone dwellings or conversion of space within an existing home. Accessory dwellings may be a maximum of 720 square feet or 30% of the primary dwelling's gross floor area (§10.7.015(C)).

Rental units in the $1,250 to $1,875 price range could be partially met in the area identified as NMU (Neighborhood Mixed Use). The Westside Refinement Plan indicates an estimated 140 units are possible in the NMU area. Rental units at the highest end of the rental range would likely be accommodated single family detached dwellings placed on the market as rental units.

The Westside Refinement Plan area will not address the entire unmet need for rental housing in the community. The plan, however, provides opportunities for rental housing across the rental spectrum consistent with Goal 10. The need not addressed in the Westside area could be accommodated in other areas of the City including the Town Center and along the Pacific Avenue/19th Avenue commercial corridor. Both areas allow for a variety of housing types and the buildable lands inventory prepared for the Comprehensive Plan update indicates sufficient development capacity exists (Order 2014-02 and Order 2014-03).

Based on the facts and findings presented above the Westside Refinement Plan and accompanying implementation measures are deemed consistent with the intent of Statewide Planning Goal 10 to encourage the availability of adequate numbers of needed housing units at price ranges and rent levels which are commensurate with the financial capabilities of Oregon households and allow for flexibility of housing location, type and density.

Goal 11 - Public Facilities and Services – Goal 11 calls for efficient planning of public services such as sewers, water, law enforcement, and fire protection. The goal's central tenant is that public services should be planned in accordance with a community's needs and capacities rather than be forced to respond to development as it occurs.

Finding Goal 11: The Westside Refinement Plan addresses Goal 11 by identified the needed public facilities and services required to serve development. This includes the backbone collector street network, sanitary sewer lines, stormwater facilities, water facilities and parks. These needs are identified in the Revised Final Westside Water, Sewer and Stormwater Infrastructure Analysis and Westside Planning Area Funding Approach, dated December 2016. These documents and the analysis contained within provide the basis supporting the Westside Refinement Plan land use concept and accompanying implementation measures.

Goal 12 - Transportation - Goal 12 addresses the transportation system including roads, sidewalks, multiuse trails and movement of goods.

Finding Goal 12: The Westside Refinement Plan addresses Goal 12. The Refinement Plan and accompanying amendments identify a backbone transportation network taking into account recommended land uses and natural features including topographic constraints. The recommended transportation network for the Westside area is described in detail in Chapter 8 of the Refinement Plan. A traffic analysis was prepared to assess potential impacts on operation of the transportation system based on the recommended land use concept. The traffic analysis serves as the basis for preparing an analysis demonstrating compliance with the Transportation Planning Rule (OAR 660-012-060). The traffic analysis shows the land use concept will have a potential significant impact on the transportation system which will be mitigated as explained below.

Transportation Planning Rule (OAR 660-012-060)

Both Statewide Land Use Planning Goal 12 and the Metro Regional Transportation Functional Plan require local government consider impacts on transportation facilities when an amendment to an acknowledged comprehensive plan may significantly impact a transportation facility. When an amendment to an acknowledged comprehensive plan would significantly impact an existing or planned transportation facility the local government must put in place measures to assure that allowed land uses are consistent with the identified function, capacity, and performance standards of the facility.

The proposed Comprehensive Plan Map amendments for the area north of David Hill Road added to the urban growth boundary in 2014 will likely significantly impact the Highway 47 intersections with David Hill Road and Purdin Road/Verboort Road. The reason for this is the area was not addressed in the traffic analysis done for the 2014 update of the Forest Grove Transportation System Plan since the area was not within the urban growth boundary at that time.

The Westside Refinement Plan must comply with the Transportation Planning Rule:

(1) Amendments to functional plans, acknowledged comprehensive plans, and land use regulations which significantly affect a transportation facility shall assure that allowed land uses are consistent with the identified function, capacity, and performance standards (e.g. level of service, volume to capacity ratio, etc.) of the facility. This shall be accomplished by either:

a) Limiting allowed land uses to be consistent with the planned function, capacity, and performance standards of the transportation facility;
b) Amending the TSP to provide transportation facilities adequate to support the proposed land uses consistent with the requirements of this division;
c) Altering land use designations, densities, or design requirements to reduce demand for automobile travel, and meet travel needs through other modes; or
d) Amending the TSP to modify the planned function, capacity and performance standards, as needed, to accept greater motor vehicle congestion to promote mixed use, pedestrian friendly development where multimodal travel choices are provided.

(2) A plan or land use regulation amendment significantly affects a transportation facility if it:

a) Changes the functional classification of an existing or planned transportation facility;
b) Changes standards implementing a functional classification system;
c) Allows types or levels of land uses which would result in levels of travel or access which are inconsistent with the functional classification of a transportation facility;

d) Would reduce the performance standards of the facility below the minimum acceptable level identified in the TSP.

Findings:

1. Adoption of the Westside Refinement Plan will not result in changing the functional classification of an existing or planned transportation facility. No changes to functional classifications are proposed.

2. Adoption of the Westside Refinement Plan will not result in changes to standards implementing a functional classification system. The functional classification system is established by the State Highway Plan, Regional Transportation Plan, Washington County Transportation System Plan and Forest Grove Transportation System Plan. The Westside Refinement Plan does not contain any recommendations to change standards in place pertaining to implementing any of these functional classification systems.

3. The Westside Plan recommends land use designations implemented through the Comprehensive Plan, Official Zoning Map and Development Code. The Oregon Highway Plan, Regional Transportation Plan, Washington County Transportation System Plan and Forest Grove Transportation System Plan establish the functional classification of transportation facilities. The Westside planning area is served by Highway 47, David Hill Road, and Thatcher Road. The table below shows the functional classifications for these facilities.

Facility	Forest Grove TSP	Washington County TSP	Regional Transportation Plan
Highway 47	Principal Arterial	Principal Arterial	Principal Arterial
David Hill Road (east)	Arterial	N/A	Future Minor Arterial
David Hill Road (west)	Collector	N/A	Future Minor Arterial
Thatcher Road	Arterial	Collector	Minor Arterial

The recommended land use designations identified in the Westside Plan are consistent with the functional classifications

To ensure there will not be a significant effect on state highway facilities ODOT recommends the following:

> "Unless authorized by ODOT in writing, no approvals of development shall be permitted by the city in the area potentially impacting operation of Highway 47 until such time as the mitigations listed below have been adopted into the City's Transportation System Plan Financially Constrained project list:
>
> 1. OR 47/David Hill Road Intersection – Add an additional second circulating lane to provide separation for northbound left turning and through traffic as well as a separate lane for southbound turns.

2. OR 47/Purdin Road/Verboort Road Intersection – Add a northbound right turn slip lane on the south leg of the roundabout to the overall roundabout intersection."

Goal 14 - Urbanization – This goal requires cities to estimate future growth and needs for land and then plan and zone enough land to meet those needs. Goal 14 also establishes criteria to be applied when undeveloped land within an urban growth boundary is to be converted to urban uses.

Finding Goal 14: The Westside Refinement Plan identifies a land use concept to guide the conversion of undeveloped land to urban uses. The land use concept is described in Chapter 4 (Land Use) of the Westside Refinement Plan

Regional Planning Consistency

Metro Urban Growth Management Functional Plan (UGMFP)

Title 1: Housing Capacity

Finding UGMFP Title 1: §3.07.110 of the Urban Growth Management Plan states the Metro Regional Framework Plan calls for a compact urban form and a "fair-share" approach to meeting regional housing needs. Section 3.07.110 goes on to state, "It is the purpose of Title 1 to accomplish these policies by requiring each city and county to maintain or increase its housing capacity." Implementation of the Westside Refinement Plan will increase housing capacity within the urban growth boundary by an estimated 1,256 housing units. This is largely the result of designating the area north of David Hill Road between Highway 47 and Thatcher Road from future development for residential and mixed-use development. Estimated housing capacity is based on the identified land use concept and land use analysis contained in the Westside Refinement Plan. The land use analysis identifies the gross acreage by zoning designation, estimated developable amount of land area to yield net acres. The target density identified on Table 3-3 in §10.3.130 of the Forest Grove Development Code was applied to the net acreage to yield a dwelling unit estimate. Since adoption and implementation of the Westside Refinement Plan will increase the City's housing capacity the Plan is consistent and complies with §3.07.110 et. seq. of the Metro Urban Growth Management Plan.

Title 11: Planning for New Residential Areas

Finding UGMFP Title 11 (§3.07.1110 Planning for Areas Designated Urban Reserve): §3.07.1110 of the Urban Growth Management Functional Plan addresses planning for areas designated urban reserve. This section of the Urban Growth Management Plan does not apply to the Westside Refinement Plan and accompanying implementation measures since the area affected by the Westside Refinement Plan is not located within an urban reserve area. The land north of David Hill Road, west of Thatcher Road,

south of Council Creek and west of Highway 47 was previously designated as urban reserve 7B. This area was added to the urban growth boundary by the Oregon Legislature in 2014 as part of House Bill 4078. Therefore, this section of Title 11 does not apply.

Finding UGMFP Title 11 (§3.07.1120 Planning for Areas Added to the UGB):
§3.07.1120 addresses planning for areas added to the urban growth boundary. The area north of David Hill Road, west of Thatcher Road, south of Council Creek and west of Highway 47 was added to the urban growth boundary by the Oregon Legislature in 2014 as part of House Bill 4078. Although this section of Title 11 does not technically apply since the area was added to the urban growth boundary by Legislative rather than Metro Council action the following findings demonstrate how the Westside Refinement Plan and accompanying implementation measures comply with UGMFP §3.07.1120:

Finding §3.07.1120 (a): This section of the UGMP states "The county or city responsible for comprehensive planning of an area, as specified by the intergovernmental agreement adopted pursuant to section 3.07.1110(C)(7) or the ordinance that added the area to the UGB, shall adopt comprehensive plan provisions and land use regulations for the area to address the requirements of subsection (c) by the date specified by the ordinance or by section 3.071455(b)(4) of this chapter." The Westside Refinement Plan includes recommendations for amending the City of Forest Grove Comprehensive Plan Map to assign plan designations for the area added to the urban growth boundary. Section 3: Comprehensive Plan Amendments includes findings for the Comprehensive Plan Map amendments. Upon the effective date of adoption of the ordinance amending the Comprehensive Plan Map consistent the Westside Refinement Plan this UGMFP requirement will be met.

Finding §3.07.1120(b): This section of the UGMFP states "If the concept plan developed for the area pursuant to section 3.07.1110 assigns planning responsibility to more than one city or county, the responsible local governments shall provide for concurrent consideration and adoption of proposed comprehensive plan provisions unless the ordinance adding the area to the UGB provides otherwise." The entire area added to the urban growth boundary is entirely within the City of Forest Grove planning area and will be entirely within the City of Forest Grove upon annexation. Therefore, this section does not apply.

Finding §3.07.1120 (c)(1): This section of the UGMFP states "Comprehensive plan provisions for the area shall include:

1. Specific plan designation boundaries derived from and generally consistent with the boundaries of design type designations assigned by the Metro Council in the ordinance adding the area to the UGB." The area added the urban growth boundary was done through action by the Oregon Legislature as part of House Bill 4078. As such, the Metro Council did not adopt an ordinance establishing boundaries for land use designations. Therefore, §3.07.1120(c)(1) of the UGMFP does not apply to adoption of the Westside Refinement Plan and accompanying implementation measures.

Finding §3.07.1120(c)(2): This section of the UGMFP states: comprehensive plan provisions for the area shall include "Provision for annexation to a city and to any necessary service districts prior to, or simultaneously with, application of city land use regulations intended to comply with this subsection." The area added to the urban growth boundary is adjacent to the City of Forest Grove and within the City's planning area. Therefore this area will be subject to the Forest Grove Comprehensive Plan. Forest Grove Comprehensive Plan Urbanization Policy 2 states "All lands within the urban growth boundary shall be assigned priorities for urban development. Priorities shall be based on the City's ability to provide urban services and the orderly and efficient timing of service extension. These priorities shall be the basis for making decisions on all development proposals and requests for annexation." Comprehensive Plan Urbanization Policy 5 states "Sewer and water utilities shall not be extended beyond the City's corporate limits and shall be provided only after annexation. These Comprehensive Plan policies demonstrate that provisions are in place requiring annexation prior to development of land within the City's planning area. Therefore, the intent of §3.07.1120(c)(2) is met.

Finding §3.07.1120(c)(3). The section of the UGMFP states: comprehensive plan provisions for the area shall include "Provisions that ensure zoned capacity for the number and types of housing units, if any, specified by the Metro Council pursuant to section 3.07.1455(b)(2) of this chapter. The Metro Council did not specify zoned housing capacity for the area added to the urban growth boundary the Oregon Legislature. However, the Forest Grove Comprehensive Plan (Land Use Policy 5) and Forest Grove Development Code (§10.3.130) establish target and minimum densities within residential zones. This ensures that zoned capacity is achieved consistent with §3.07.1120(c)(3). For the reason stated above, the intent of §3.07.1120(c)(3) is met.

Finding §3.07.1120(c)(4). This section of the UGMFP states: comprehensive plan provisions for the area shall include: "Provision for affordable housing consistent with Title 7 of this chapter if the comprehensive plan authorizes housing in any part of the area." The Westside Refinement Plan recommends housing in the area added to the urban growth boundary. Therefore, the Comprehensive Plan provisions for the new urban growth area must include provision for affordable housing consistent with UGMFP Title 7 (Housing Choice). The Plan designations include areas identified as NMU (Neighborhood Mixed Use) and RML (Residential Multiple Family Low). Both designations allow for attached single family dwellings, single family dwellings on lots as small as 3,500 square feet and multiple family dwellings. This compares to other residential Plan districts that establish average lot sizes of 5,000 square feet to 10,000 square feet. Regulations allowing for small lots in the new urban growth boundary area provide the option for homes at a variety of price points. This includes homes affordable for moderate income households. Promoting a variety of lot sizes in the new urban growth area is consistent with UGMFP Title 7 (§3.07.730) which requires that cities and counties within the Metro region ensure that their comprehensive plans and implementing ordinances include strategies to ensure a diverse range of housing types within their jurisdictional boundaries. Since the Westside Refinement Plan and accompanying Comprehensive Plan map amendment includes provisions for a variety

of housing types including housing that could be affordable to moderate income households this criterion is met.

Finding §3.07.1120(c)(5). This section of the UGMFP states: comprehensive plan provisions for the area shall include: "Provision for the amount of land and improvements needed, if any, for public school facilities sufficient to serve the area added to the UGB in coordination with affected school districts. This requirement includes consideration of any school facility plan prepared in accordance with ORS 195.110." The Westside Refinement Plan and accompanying Comprehensive Plan map amendment identifies a possible location for a new elementary school site in the new urban growth boundary area. The need for a new elementary school site was established when the Forest Grove Comprehensive Plan was updated in 2014. The school site is approximately 11.96 acres consistent with the Forest Grove School District's siting guidelines. The recommendation for a new elementary school site in the new urban growth area was considered and incorporated into the Forest Grove School District's Long Range Facility Plan study completed in April 2017. Since the Westside Refinement Plan and accompanying Comprehensive Plan Map amendment includes provisions for a new elementary school in the new urban growth boundary area this criterion is met.

Finding §3.07.1120(c)(6): This section of the UGMFP state: comprehensive plan provisions for the area shall include: "Provision for the amount of land and improvements needed, if any, for public park facilities sufficient to serve the area added to the UGB in coordination with affected park providers." The Westside Refinement Plan and accompanying Comprehensive Plan Map amendment identifies a location for a new neighborhood park in the new urban growth boundary area. The park site is approximately six acres and meets the park siting guidelines contained in the Forest Grove Parks, Recreation, and Open Space Master Plan updated in 2016. The new neighborhood park is also identified on the park capital improvement project list contained in the Parks, Recreation and Open Space Mater Plan. Since the Westside Refinement Plan and accompanying Comprehensive Plan Map amendment includes provisions for a new neighborhood park this criterion is met.

Finding §3.07.1120(c)(7): This section of the UGMFP states: comprehensive plan provisions for the area shall include a conceptual street plan that identifies internal street connections and connections to adjacent urban areas to improve local access and improve the integrity of the regional street system. For areas that allow residential or mixed-use development, the plan shall meet the standards for street connections in the Regional Transportation Functional Plan. The Westside Refinement Plan and accompanying Transportation System Plan amendments includes a conceptual collector street plan that identifies internal street connections to adjacent urban area to improve local access and improve the integrity of the regional street system. The street connections are described in detail in the June 24, 2016, infrastructure memo prepared by SCJ Alliance. The collector street connections are space within ½ mile which meets the requirement for collector street spacing in the Regional Transportation Plan as implemented by the Regional Transportation Functional Plan. Since the Westside Refinement Plan and accompanying Transportation System Plan amendments include

a conceptual collector street network complying with the Regional Transportation Functional Plan this criterion is met.

Finding §3.07.1120(c)(8): This section of the UGMFP states: comprehensive plan provisions for the area shall include "Provision for the financing of local and state public facilities and services." An infrastructure needs assessment and funding approach were prepared for the Westside Refinement Plan. The findings and analysis are documented in the Revised Final Westside Water, Sewer and Stormwater Infrastructure Analysis dated June 24, 2016 and Westside Planning Area Funding Approach document dated December 2016. The Forest Grove Comprehensive Plan also contains policies for provision of infrastructure and funding infrastructure. These Comprehensive Plan policies apply to development in the new urban growth boundary area.

Finding §3.07.1120(c)(9): This section of the UGMFP states: comprehensive plan provisions for the area shall include: "A strategy for protection of the capacity and function of state highway interchanges, including existing and planned interchanges and planned improvements to interchanges." The Westside planning area does not include any state highway interchanges including existing and planned interchanges. Therefore, this requirement is not applicable.

Metro Regional Transportation Functional Plan

The Regional Transportation Functional Plan (RTFP) implements the goals and objectives on Section 2.3 of the Regional Transportation Plan and the polices of the Regional Transportation Plan. The Regional Transportation Functional Plan is intended to be consistent with federal law that applies to Metro in its role as a metropolitan planning organization, the Oregon Transportation Plan, and Statewide Planning Goal 12 (Transportation) including the Transportation Planning Rule.

Staff finds the Regional Transportation Functional Plan includes the following titles applicable to the Westside Refinement Plan:

Title 1: Transportation System Design; and

Title 5: Amendments to Comprehensive Plans.

This finding is based on the fact that the Westside Refinement Plan and accompanying Transportation System Plan amendments include a conceptual collector street network to serve future development in the planning area. The Westside Refinement Plan and accompanying implementation measures include amendments to the Forest Grove Comprehensive Plan Map. Therefore, Title 5 of the Regional Transportation Functional Plan also apply to adoption of the Westside Refinement Plan.

RTFP §3.08.1110: Street System Design

Section 3.08.1110(c) of the RTFP stipulates that a local TSP include to the extent practicable, a network of major arterial streets at one-mile spacing and minor-arterial or collector streets at half-mile spacing considering the following factors:

- Existing topography;
- Rail lines;
- Freeways;
- Pre-existing development;
- Leases, easements or covenants in place prior to May 1, 1995;
- Requirements of Title 3 and Title 13 of the Urban Growth Management Functional Plan;
- Arterial design concepts of in Table 2.6 and Figure 2.11 of the Regional Transportation Plan; and
- Best practices and designs as set forth in Green Streets: Innovative solutions for Stormwater, Street Crossings, Trees for Green Streets: An Illustrated Guide, Creating Livable Streets: Street Design Guidelines for 2040, and state or locally-adopted plans and best practices for protecting natural resources and natural areas.

Findings RTFP §3.08.1110(c): The Westside Refinement Plan includes a map showing the conceptual street network developable areas within the planning area. The conceptual street network includes a system of collectors roadways spaced at intervals that do not exceeding ½ mile. The collector street network follows contours to limit grades and required cut and fill. The collector street network also avoids natural resource areas including large stands of trees and streams. No streams are crossed by proposed streets.

The Forest Grove Transportation System Plan contains cross-sections for roadways based on roadway classification. The Forest Grove Development Code (Article 8, Table 8-8) establishes street standards by classification including setting minimum right-of-way widths and minimum roadway width. The minimum roadway width for a collector street is 66 feet. The minimum roadway width is 40 feet. Geometric cross-sections for the proposed roadways are identified in the Appendix to the June 24, 2016, Infrastructure Memo prepared by SCJ Alliance. The collector cross-section contained in the appendix shows a 66-foot right-of-way. This right-of-way includes two auto travel lanes as well as sidewalks and bicycle lanes on both sides of the street.

To limit environmental impacts, David Hill Road west of Thatcher Road has a modified cross-section. This cross-section has a 40-foot right-of-way with 32 feet of roadway and a 6-foot sidewalk on one side of the road.

The planning area includes three existing collector streets (Thatcher Road, David Hill Road and Gales Creek Road) and one existing Principal Arterial (Highway 47). The distance between Highway 47 and Thatcher Road is approximately 1.2 miles. To comply with the roadway spacing requirements of the RFTP additional roadways

between Highway 47 and Thatcher Road are necessary. The roadway concept included in Westside Refinement Plan shows the northerly extension of Main Street, B Street, and Brooke Street north of David Hill Road. The spacing between these roadways ranges from less than one quarter mile to one-third mile. These distances comply with the requirement that the distance between collector streets be no more than ½ mile.

West of Thatcher Road there are two east-west roadways proposed. One is located between Watercrest Road and David Hill Road. The conceptual location of this roadway meanders based on topography and avoids impacting Thatcher Park, Thatcher Woods and the property west of the park currently owned by the Forest Grove School District. This conceptual alignment is about 750 feet north of Watercrest Road south of Thatcher Park and about 500 feet south of David Hill Road at the western end of the road segment. These distances are less than ½ mile and comply with the requirement that the distance between collector streets be no more than ½ mile.

The Westside Refinement Plan proposes the improvement of Plum Lane as a public collector street. Plum Hill Lane is approximately 1/4 mile north of David Hill Road. This distance is less than ½ mile and complies with the RTFP requirement that collector roads be spaced no more than ½ mile apart.

The Westside Refinement Plan also includes a new north-south collector west of Thatcher Road. The conceptual alignment follows elevation contours to minimize grade and amount of required cut and fill. This roadway is approximately 0.43 miles west of Thatcher Road at the southern end and about 1/3 mile to the west of Thatcher Road at Plum Hill Lane. These distances are less than ½ mile and complies with the RTFP requirement that collector roads be space no more than ½ mile apart.

RTFP §3.08.1110(d): This section of the RTFP addresses local access and circulation and preservation of capacity on the region's arterial street system: "To improve local access and circulation, and preserve capacity on the region's arterial system, each city and county shall incorporate into its Transportation System Plan a conceptual map showing new streets for all contiguous areas of vacant and developable lots and parcels of five or more acres that are zoned to allow residential or mixed-use development. The map shall identify street connections to adjacent areas to promote a logical, direct and connected system of streets and should demonstrate opportunities to extend and connect new streets to existing streets, provide direct public right-of-way routes and limit closed-end street designs."

Findings §3.08.1110(d): The study area includes two arterial streets: Highway 47 and David Hill Road between Thatcher Road and Highway 47.

The majority of vacant and developable parcels in the Westside planning area are five acres or larger. The total number of parcels five acres or larger is 39. The Westside Refinement Plan includes a map showing new streets for contiguous areas of vacant and developable lots and parcels five acres or larger identified to allow residential or

mixed-use development. The map shows connections to adjacent areas to promote a logical, direct and connected system of streets.

RTFP 3.08.1110(3): If proposed residential or mixed-use development of five or more acres involves construction of a new street, the city and county regulations shall require the applicant to provide a site plan that:

- Is consistent with the conceptual new street map required by the Title 1 of the RTFP.

  Finding: The proposed conceptual new street map required by Title 1 is included in Chapter 1 of the Westside Refinement Plan. This map identifies the "backbone" collector street system. These street segments will be added to the roadway plan contained in the Transportation System Plan.

- Provides full street connections with spacing of no more than 530 feet between connections, except if prevented by barriers such as topography, rail lines, freeways, pre-existing development, leases, easements or covenants that existed prior to May 1, 1995, or by requirements of Titles 3 and 13 of the Urban Growth Management Functional Plan.

  Finding: The Forest Grove Transportation System Plan includes Goals, Policies and Performance Measures. Policy 2a states the City will develop a local and neighborhood street system with a preferred spacing of no more than 530 feet. Exceptions will be given where connections are prevented by topography or other environmental constraints. The specific spacing of local and neighborhood streets will be determined during the development review process. If necessary conditions of development approval will apply to ensure compliance with City policy.

- If streets must cross water features protected pursuant to Title 3 of the Urban Growth Management Functional Plan, provides a crossing every 800 to 1,200 feet unless habitat quality or the length of the crossing prevents a full street connection.

  Finding: The location and spacing of bike and pedestrian accessways will be determined during the development review process.

- If full street connection is prevented, provides bicycle and pedestrian accessways on public easements or rights-of-way spaced such that accessways are not more than 330 feet apart, unless not possible for the reasons identified above.

  Finding: Policy 2a states the City will develop a walkway route system with a preferred spacing of 300 feet between elements of the City pedestrian network. The specific spacing of pedestrian access points will be determined during the development review process. If necessary conditions of development approval will apply to ensure compliance with City policy.

- Provides for bike and pedestrian accessways that cross water features protected pursuant to Title 3 of the Urban Growth Management Functional Plan at an average of 530 feet between accessways unless habitat quality or the length of the crossing prevents a connection.

  Finding: The location and spacing of bike and pedestrian accessways will be determined during the development review process.

- If full street connection over water features protected pursuant to Title 3 of the Urban Growth Management Functional Plan cannot be constructed in centers as defined in Title 6 of the Urban Growth Management Functional Plan or Main Streets shown on the 2040 Growth Concept Map, or if spacing of full street connections exceeds 1,200 feet, provides bike and pedestrian crossings at an average of 530 feet between accessways unless habitat quality or the length of the crossing prevents a connection.

  Finding: The Westside Refinement Plan and accompanying implementation measures do not affect Centers and Main Streets as defined in Title 6 of the Urban Growth Management Function Plan or the 2040 Growth Concept Map. In addition, collector street connections over water features, including any protected pursuant to Title 3 of the Urban Growth Management Function Plan, are not necessary to serve development. Local street connections are also not expected to cross water features. Local street connections will be reviewed through the City's standard land use review and permitting process at time of application.

- Limits cul-de-sac designs or other closed-end street designs or circumstances in which barriers prevent full street extensions and limits the length of such streets to 200 feet and the number of dwellings along the street to more than 25.

  Finding: Article 8 of the Forest Grove Development Code (§10.8.610(K) limits a cul-de-sac to more than 200 feet in length providing access to no more than 20 dwellings.

- Provides street cross-sections showing dimensions of right-of-way improvements and posted or expected speed limits.

  Finding: The Forest Grove Transportation System Plan contains street cross-sections and dimension of right-of-way improvements by functional classification (§8.6.1 and Figures 8-2 through 8-6). The Forest Grove Transportation System Plan also identifies posted speed limits for street segments (Figure 3-7). This information will be updated as new street segments are constructed in the Westside planning area.

RTFP Section 3.08.1110(g): To protect the capacity, function and safe operation of existing and planned state highway interchanges, cities and counties shall to the extent feasible restrict driveway and street access in the vicinity of the ramp terminals.

Finding: This section is not applicable to the Westside Refinement Plan since existing or planned state highway interchange exists in the planning area.

Pedestrian System Design

Section A: City and County TSP shall include a pedestrian plan, with implementing land use regulations, for an interconnected network of pedestrian routes within and through the city or county. *Finding*: This section applies to the TSP and not a refinement plan. The pedestrian network for the Westside Planning area will follow the collector street system and Parks, Recreation, and Open Space Master Plan for off-street routes and connections. This also applies to the bicycle system.

RTFP §3.08.510 et. seq. addresses amendments to local comprehensive plans and transportation system plans. This section of the RTFP requires a city or county to consider certain strategies for State Transportation Planning Rule (OAR 660-012-0060) compliance as part of the amendment to a comprehensive plan or Transportation System Plan.

Finding (§3.08.510 et. seq.): The Westside Refinement Plan and accompanying implementation measures includes amendments to the Forest Grove Comprehensive Plan and Transportation System Plan. Therefore, Title 5 applies.

RTFP §3.08.510(A): When a city or county proposes to amend its comprehensive plan or its components, it shall consider the strategies of 3.08.220A as part of the analysis required by OAR 660-012-0060 [Transportation Planning Rule].

Finding §3.08.510(A): Accompanying adoption of the proposed Westside Refinement Plan are proposed amendments to the Forest Grove Comprehensive Plan and the Plan's components including the Forest Grove Transportation System Plan and Forest Grove Development Code. Since adoption of the Westside Refinement Plan includes amendment to the Comprehensive Plan and its components the City must consider the strategies of 3.08.220A as part of the analysis required by the Transportation Planning Rule. The findings below describe how the strategies were considered during preparation of the Westside Refinement Plan and proposed amendments to the Comprehensive Plan, Transportation System Plan and Development Code.

> §3.08.220(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:
>
> §3.08.220(A)(1). Transportation system management strategies, including localized transportation demand management, safety, operational and access management improvements.

Finding §3.08.220(A)(1): The conceptual roadway network incorporated into the Westside Refinement Plan considered safety, operational and access factors. The January 20, 2016, infrastructure technical memorandum identifies the assumptions used for conceptual roadway design. While the planning level street system considers intersection and driveway spacing requirements of relevant City and County standards as applicable, the final spacing of connection points will be reviewed during final design.

Analysis of 2035 PM Peak Hour Traffic Operations Analysis was conducted based on Westside Refinement Plan land use alternative, roadway improvements identified in the Transportation System Plan and conceptual roadway network for the Westside area. The traffic analysis identifies mitigation measures including measures to improve roadway operations.

§3.08.220(A)(2). Transit, bicycle and pedestrian system improvements;

Finding §3.08.220(A)(2): The proposed street network includes bicycle and pedestrian system improvements. The identified street cross-section for roadways in the planning area as described in the include sidewalks and bicycle lanes. This demonstrates compliance.

§3.08.220(A)(3). Traffic-calming designs and devices

Finding §3.08.220(A)(3): The Forest Grove Transportation System Plan in Chapter 8 (§8.5) addresses neighborhood traffic management. The Transportation System Plan defines neighborhood traffic management as traffic control devices used in residential neighborhoods to slow traffic or possibly reduce the volume of traffic. The City uses a three step for addressing neighborhood traffic concerns. This process includes 1) use of a speed wagon to establish a baseline condition, 2) monitoring by neighborhood watch groups, and 3) police enforcement. Neighborhood traffic management applies to residential streets and not the collector street network which is intended to handle traffic at higher speeds and volumes than local residential streets.

§3.08.220(A)(4). Land use strategies in OAR 660-012-0035(2) to help achieve the thresholds and standards in Tables 3.08-1 and 3.08-2 or alternative thresholds and standards established pursuant to section 3.08.230.

Finding: §3.08.220(A)(4): The land use concept identified in the Westside Refinement Plan and accompanying comprehensive plan map and zoning map amendments attempts to balance the requirements of Urban Growth Management Plan Title 11 and the Transportation Planning Rule (OAR 660-012-0035(2). The Revised 2035 PM Peak Hour Traffic Operations Analysis of Revised Land Use Alternative (10/26/15), dated March 8, 2017, prepared by SCJ Alliance identifies potential mitigation measures to ensure the thresholds and standards in Table 3.08-1 and 3.08-2 are met. Mitigation measures include adding an additional traffic lane to the round-about at Purdin/Verboort Road and

Highway 47 and David Hill Road and Highway 47. These intersections are the most impacted by the land uses proposed for the new urban growth boundary area north of David Hill Road between Highway 47 and Thatcher Road.

<u>§3.08.220(A)(5). Connectivity improvements to provide parallel arterials, collectors or local streets that include pedestrian and bicycle facilities, consistent with the connectivity standards in section 3.08.110 and design classifications in Table 2.6 of the RTP, in order to provide alternative routes and encourage walking, biking, and access to transit</u>.

<u>Finding §3.08.220(A)(5)</u>: The Westside Refinement Plan and accompanying Transportation System Plan amendments identify a backbone collector roadway network necessary to serve development. Connectivity with individual developments and the local street system will be reviewed as part of the City's standard land use review process. Developments will be required to comply with the street connectivity requirements described in Article 8 of the Forest Grove Development Code §10.8.100 et. seq., Access and Circulation; §10.8.610(F): Future Street Plan and Connections; §10.8.610(G): Street Alignment and Connections; 10.8.620, Sidewalks; §10.8.640, Bikeways; §10.8.905(B), Block Length and Perimeter; §10.8.905(C), Block Length Exceptions; and §10.8.905(D), Pedestrian Ways; to encourage walking, biking and access to transit as appropriate.

<u>§3.08.220(A)(6). Motor vehicle capacity improvements, consistent with the RTP Arterial and Throughway Design and Network Concepts in Table 2.6 and section 2.5.2 of the RTP, only upon a demonstration that other strategies in this subsection are not appropriate or cannot adequately address identified transportation needs</u>.

<u>Finding §3.08.220(A)(6)</u>: The Revised 2035 PM Peak Hour Traffic Operations Analysis of Revised Land Use Alternative (10/26/15), March 8, 2017 identifies motor vehicle capacity improvements for the roundabout located at the Purdin Road/Verboort Road intersection with Highway 47 and the roundabout located at the David Hill Road intersection with Highway 47. The identified capacity improvements include adding an additional travel lane to the single lane roundabouts. These two capacity improvements are necessary to address identified traffic impacts associated with development in the area added to urban growth boundary by the Oregon Legislature in 2014. Development in this area was not anticipated when the when the City's most recent Transportation System Plan was adopted the area was expected to remain for agricultural and farm use during the planning period covered by the Transportation System Plan. The identified capacity improvements have been coordinated with the Oregon Department of Transportation. To ensure there will not be a significant effect on state highway facilities ODOT recommends the following:

> "Unless authorized by ODOT in writing, no approvals of development shall be permitted by the city in the area potentially impacting operation of

Highway 47 until such time as the mitigations listed below have been adopted into the City's Transportation System Plan Financially Constrained project list:

1. OR 47/David Hill Road Intersection – Add an additional second circulating lane to provide separation for northbound left turning and through traffic as well as a separate lane for southbound turns.
2. OR 47/Purdin Road/Verboort Road Intersection – Add a northbound right turn slip lane on the south leg of the roundabout to the overall roundabout intersection."

RTFP §3.08.510(B): If a city or county proposes a transportation project that is not included in the RTP and will result in a significant increase in SOV capacity or exceeds the planned function or capacity of a facility designated in the RTP, it shall demonstrate consistency with the following in the its project analysis:

1. The strategies set forth in subsection 3.08.220A(1) through (5);

2. Complete street designs adopted pursuant to subsection 3.08.110A and as set forth in Creating Livable Streets: Street Design Guidelines for 2040 (2nd Edition, 2002) or similar resources consistent with regional street design policies.

3. Green street designs adopted pursuant to subsection 3.08.110A and as set forth in Green Streets: Innovative Solutions for Stormwater and Street Crossings (2002) and Trees for Green Streets: An Illustrated Guide (2002) or similar resources consistent with federal regulations for stream protection.

Finding §3.08.510(B): The Revised 2035 PM Peak Hour Traffic Operations Analysis of Revised Land Use Alternative (10/26/15), dated March 8, 2017, identifies needed capacity improvements for the roundabouts located on Highway 47 and David Hill Road and Purdin Road/Verboort Road. The capacity improvements are on an ODOT facility (Highway 47). These two transportation projects are not included in the Regional Transportation Plan. These two projects will increase SOV capacity commensurate with expected development in the area north of David Hill Road added to the urban growth boundary in 2014. Based on the Revised 2035 PM Peak Hour Traffic Operations Analysis traffic will exceed the current design capacity of both roundabouts.

The findings section for RTFP §3.08.510(A) addresses the strategies set forth in subsection 3.08.220A(1) through (5). The project analysis contained in the Revised 2035 PM Peak Hour Traffic Operations Analysis, March 8, 2017, establishes the needed for capacity improvements to address traffic impacts associated with development in the Westside Refinement Plan area. Therefore, strategy 6, motor vehicle capacity improvements, is the selected strategy.

The identified capacity improvements affect a facility owned by ODOT (Highway 47). While the Forest Grove Development Code (Article 8, §10.8.605(D), Use of Pervious Surfaces, and §10.8.610(A), Street Improvements) addresses complete street designs and green street designs the design of the improvements must meet ODOT design standards for facility type in coordination with Washington County.

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Forest Grove Comprehensive Plan Consistency

The Forest Grove Comprehensive Plan is the City's coordinated policy document and map guiding the development of the City over a twenty year period. The Westside Refinement Plan and accompanying implementation measures addresses many elements of the Comprehensive Plan including:

- Citizen Involvement;
- Community Sustainability;
- Land Use;
- Housing;
- Public Facilities and Community Services;
- Education and School Facilities;
- Natural Resources and Natural Hazards;
- Urbanization; and
- Transportation

Finding Citizen Involvement: The citizen involvement program for the Westside Refinement Plan was reviewed by the City's Committee for Citizen Involvement. The citizen involvement program included stakeholder interviews, three community meetings during the course of the project and multiple work sessions with the Planning Commission and City Council. The citizen involvement program provided opportunities to influence preparation of the Westside Refinement Plan and accompanying implementation measures. Comments received during the citizen involvement process resulted in changes to the land use concept including identifying opportunities for non-residential land uses in the new area added to the urban growth boundary and recommending target residential densities throughout the planning area.

Finding Community Sustainability: Community sustainability is a cornerstone of the City's Vision Statement and has been an ongoing priority for the Forest Grove City Council. Chapter 3 of the Forest Grove Comprehensive Plan addresses community sustainability and is also reflected in the land use concept recommended for the Westside planning area.

A goal of the Forest Grove Comprehensive Plan is to create complete neighborhoods, through land use regulations, with housing, recreational opportunities, retail, services, and employment nearby and to promote transit supportive land uses. The land use concept described in Chapter 4 is based on the concept of complete neighborhoods by

identifying opportunities for mixed-use development near residential areas as well as locations for parks, schools and support services such as a new site for a fire station.

The list below shows other recommendations in the Westside Plan intended to advance community sustainability including:

- ✓ Riparian enhancement along stream corridors;
- ✓ Landslide stabilization by replanting deep rooted vegetation on hillsides;
- ✓ Development regulations to preserve views from low elevations to David Hill to promote cluster development;
- ✓ Promote voluntary conservation measures and integration of built and natural systems; and
- ✓ Integrate storm water management with natural systems to improve water quality and wildlife habitat opportunities;

Finding Land Use: Chapter 4 of the Forest Grove Comprehensive Plan addresses land use within the City's planning area – the area within the urban growth boundary adjacent to the Forest Grove city limits. The Westside Plan addresses a number of policies related to land use in the Comprehensive Plan including:

1. The City of Forest Grove will adopt a land use concept that promotes efficient use of land within the urban growth boundary.

3. The City of Forest Grove will support policies that encourage locating complementary land use in proximity to reduce demand on transportation systems [including use of transit] and improve the overall quality of life of the community.

The Chapter 4 of the Westside Plan identifies a land use concept accommodating a variety of land uses including residential and retail uses. A primary objective of the Plan is promoting long term community sustainability through private and public land use decisions. To this end the Plan strives to create complete neighborhoods. Complete neighborhoods are characterized by complementary land uses in proximity. This in turn reduces demands on the transportation system and supports cost-effective delivery of transportation services by reducing or eliminating the need to add capacity which is quite expensive.

Finding Housing: The Westside Refinement Plan identifies approximately 353 gross acres for housing. This represents approximately 60% of the entire planning area. The land use concept prepared for the Westside Refinement Plan area identifies a variety of residential Comprehensive Plan Map and zoning map designations providing opportunities for a variety of housing types. Designations include Suburban Residential (1 acre per dwelling), B-Standard (6.22 dwellings per net acre), C-Low (4.35 dwellings per net acre), (A-Medium 8.71 dwellings per net acre), Residential Multiple Family Low (12 dwellings per net acre), and Neighborhood Mixed Use (12 dwellings per net acre). Housing types allowed in the districts range from single family detached, duplexes, single family attached, manufactured homes on individual lots, and manufactured home parks on sites larger than four acres.

The Westside Refinement Plan addresses the Comprehensive Plan goals and policies in the following ways. Designation of land for residential development in the Westside Planning area ensures an adequate supply of developable land to support needed housing types and a complete community consistent with Housing Goal 1. Designation of areas for mixed use development is consistent with Comprehensive Plan Housing Goal 3: promote mixed-use development opportunities throughout the community. The land use concept for the new urban growth boundary area also promotes neighborhoods complete with residences, open spaces, schools, parks and shopping opportunities in close proximity consistent with Comprehensive Plan Housing Goal 6. By identifying areas for a variety of land uses the land use concept discourages stand-alone residential developments lacking support activities.

Finding Public Services and Community Services: An assessment of public services and community services needs was prepared to support recommendations included in the Westside Refinement Plan and accompanying implementation measures. The detailed findings are contained in the Revised Final Westside Water, Sewer, Stormwater and Infrastructure Analysis, dated June 24, 2016. The findings supporting the need for an elementary school are contained in the Education and School Facilities element of the Forest Grove Comprehensive Plan (2014). An assessment of school needs consistent with ORS 195.110 was prepared for the Comprehensive Plan updated completed in 2014. This assessment showed a need for an additional elementary school to serve growth. Findings supporting the need for a neighborhood park are contained in the Parks, Recreation and Open Space Master Plan updated in 2016.

Finding Education and School Facilities: The Comprehensive Plan identifies a need for a new elementary school to serve future growth. The Westside Refinement Plan land use concept and accompanying Comprehensive Plan Map amendments addresses this need by identifying a location for an elementary school in the area added to the urban growth boundary. The site is approximately 10 acres in area and is located north of David Hill Road near the future extension of B Street.

Finding Natural Resources and Natural Hazards: The Westside Refinement Plan addresses natural resources and natural hazards. The Refinement Plan contains a goal and several policies for natural resources and natural hazards including:

- Goal 1.1: Establish land use designations for the Westside planning area based on the physical limitations of the land.
    - Policy 1.1.1: Land use designations for the Westside planning area should be based on identified environmental constraints including steep slopes and mapped landslide areas.
    - Policy 1.2.1: The physical limitations of the land should be the basis for determining the density, location and type of development in the Westside planning area.
    - Policy 1.3.1: A mapped landslide area is identified in the area south of David Hill Road between Forest Drive and Antler Lane. Development within the mapped landslide area should be avoided.

- Policy 1.4.1: A geological and engineering assessment for development north of David Hill Road and west of Thatcher Road shall be required to ensure suitability of proposed development from an engineering perspective.

The basis for the goal and policies above is the information and analysis contained in the Natural Resources Baseline Report, January 2015 and Geological and Geotechnical Assessment Report Westside Planning Project, February 2015.

Finding Urbanization: The Westside Refinement Plan addresses the conversion of land from rural uses to urban uses within the planning area. The Refinement Plan includes a goal and policy for urbanization:

- Goal 2.1: Promote an orderly transition from rural to urban land uses within the urban growth boundary.
    - Policy 2.2.1: Establish land use designations in the Westside planning area to promote an orderly transition from rural to urban land use within the urban growth boundary.

Finding Transportation: Transportation is one of the most important improvements provided by public agencies. Transportation affects land values, economic competitiveness, and the environment. How the transportation network is planned affects overall quality of life and influences community character. Chapter 11 of the Forest Grove Comprehensive Plan addresses transportation needs in the City's planning area including the preferred pedestrian, bicycle and roadway networks as well as a funding approach for these needs. The Forest Grove Comprehensive Plan contains the following goals and policies related to transportation:

Goal 4: Design and construct transportation facilities in a manner that enhances the livability of Forest Grove.

The infrastructure analysis for the Westside identifies a robust transportation system based on a collector street system. This transportation backbone will improve connectivity for all modes of transportation including pedestrians, bicycles, and vehicles.

Policy 4.1: Maintain the livability of Forest Grove through proper location and design of transportation facilities.

The proposed collector street network and recommended standards for the Planning Area are based on the topographic constraints of the Westside area to minimize necessary cut-and-fill and to minimize street grades. The Forest Grove Development Code limits collector street grades to a maximum 12%. Although care was taken to minimize collector street grades there are portions of segments where street grade exceeds 12%. Care was taken to minimize the length of these segments. An amendment to the Development Code is recommended to address this issue and would provide authority to the City Engineer to approve collector street grades exceeding to 12%.

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

The proposed street network and recommended standards for the Planning Area are context sensitive and take into account topographic constraints of the area to minimize cut-and-fill and grades. The recommended street network is based on strategically placed collector roads providing needed circulation and access.

Policy 6.1: Streets should be designed to support their intended users.

The recommended street network is based on collector roads supporting autos, bicycles and pedestrians.

Policy 6.4: Promote context sensitive transportation facility design, which fits the physical context, responds to environmental resources, and maintains safety and mobility.

The proposed street network for the Westside Planning Area is context sensitive and takes into account topographic constraints of the area to minimize cut-and-fill and grades. The recommended street network is based on strategically placed collector roads providing circulation and access as shown on the map below. The white lines show conceptual locations of collector roads. The orange shaded street segments are those with a slope exceeding 12%. This is significant since the Forest Grove Development Code limits grades for collector streets to 12%. An amendment to the Development Code is recommended to address this issue and would provide authority to the City Engineer to approve collector street grades exceeding to 12%.

Section 3: Comprehensive Plan Map Amendments

The Westside Refinement Plan recommends amendments to the Forest Grove Comprehensive Plan Map to implement the land use concept contained in the Refinement Plan. The majority of amendments are required to establish City Comprehensive Plan designations in the area north of David Hill Road added to the urban growth boundary by the Oregon Legislature in 2014 by HB 4078. Since this area was recently added to the urban growth boundary City Comprehensive Plan Map land use designations for this area do not exist.

Finding: Title 11 of the Metro Urban Growth Management Plan requires adoption of City Comprehensive Plan designations in areas added to the urban growth boundary. The following Comprehensive Plan Amendments pertain to the new urban growth boundary area:

From	To	Gross Acres
Future Development-20 acre min.	**A-Medium**	99.90
Future Development-20 acre min.	**B-Standard**	110.98
Future Development-20 acre min.	**Neighborhood Mixed Use**	25.10

Future Development-20 acre min.	**Institutional**	29.13

Additional Comprehensive Plan Map amendments include:

From	To	Gross Acres
Neighborhood Mixed Use	**RML or C-Low**	20.62
B-Standard	**C-Low**	36.96
C-Low	**Suburban Residential**	7.13
Suburban Residential	**C-Low**	13.58

The Comprehensive Plan contains decision considerations for amendments to the Plan. These considerations include:

- Consistency with applicable Comprehensive Plan policies;
- Consistency with the Metro Regional Framework Plan;
- Consistency with the Metro Urban Growth Management Functional Plan or Regional Transportation Functional Plan as applicable; and
- Consistency with the Oregon Statewide Land Use Planning Goals

These considerations are addressed below.

Finding Consistency with Comprehensive Plan Policies:

Comprehensive Plan General Land Use Policy 8 states: "Land designated for single family attached and multifamily shall be distributed throughout the city taking into consideration availability of public services, topography and environmental constraints. Preferred locations for medium and higher density residential development includes areas within walking distance of schools, parks, commercial areas or existing/planned transit service." The land use concept for the Westside Refinement Plan area identifies locations for single family residential and multifamily development. Approximately 529 gross acres are identified by the land use concept for single family residential development. Under Development Code §10.3.120 (Table 3-2, footnote 5), for subdivisions of 20 lots or more, 8% of the lots may be developed as duplex or single family attached lots. An increase of up to a maximum of 20% may be approved by the Community Development Director if the criteria for incentive density in §10.3.130(E) are met. In addition to the areas identified for single family residential development, approximately 11 acres have been identified for low density multifamily development with an additional 33 acres identified for neighborhood mixed use. Single family attached and multifamily units are allowed in these zones. The land use concept for the Westside Refinement Plan area is consistent with Policy 8 since the land use concept provides for single family attached and multifamily units through the planning area and therefore throughout the City as well.

The land use designations for the Westside Refinement Plan area are based on availability of public services, topography and environmental constraints. Public service needs to support the land use concept are based on information and analysis contained

in the Forest Grove Westside Planning Project Infrastructure Overview report, December 2014, Revised Final Westside Water, Sewer and Stormwater Infrastructure Analysis memo, June 24, 2016 and the Funding Approach Report, December 2016. Proposed development densities are based on topography including slope. An example is the area designated as Suburban Residential which has a target density of one unit per acre. The density reflects the slopes in this area which are 20% or more in some areas.

Comprehensive Plan Commercial Land Use Objective 1 states: "Distribute commercial activity throughout the city to serve existing and planned residential or employment areas." In addition, Commercial Land Use Objective 3 state: Land designated for commercial use shall have a slope of 5% or less, space to accommodate a variety of services and have availability of full urban services.

Commercial Land Use Objective 4 states: "Land designated for commercial use must be suitable for development taking into account environmental constraints and topography, have direct access to arterial or collector streets, be accessible to employment, residential or recreational areas that are within walking distance (generally ½ mile) and be designated to act as a focal point for surrounding neighborhoods." The areas designated for commercial development in the Westside Refinement Plan area are shown as NMU (Neighborhood Mixed Use) on the map showing proposed Comprehensive Plan map amendments. These locations are adjacent to collector or arterial streets (David Hill Road, Thatcher Road, future B Street extension and future Main Street extension. The sites are relatively flat with slopes less than 5%. The NMU area west of Thatcher Road and north of David Hill Road is adjacent to a vegetative corridor and serves as the boundary between the mixed use and single family residential land use designations. Development within this area must avoid impacting the vegetative corridor and will be subject to the development standards contained in Article 5 of the Forest Grove Development Code pertaining to natural resource areas. Potential impacts will be assessed as part of the standard development review process.

Commercial Land Use Objective 12 states: "The Comprehensive Plan Map and corresponding zoning standards shall provide for commercial development opportunities serving newly developed areas of the City." The Westside Refinement Plan area is a newly developing area of the City. Therefore, this objective applies. The land use concept and accompanying Comprehensive Plan Map amendments provide opportunities for commercial development in the Westside planning area. Opportunities for commercial development is provided in the area identified as NMU (Neighborhood Mixed Use).

Housing Goal 3 states: "Promote mixed-use development opportunities throughout the community." The land use concept and accompanying Comprehensive Plan map amendments promote mixed-use development opportunities in the Westside planning area. These areas are identified as NMU (Neighborhood Mixed Use) on land use concept map.

Housing Goal 6 states: "Promote neighborhoods complete with residences, open space, schools, parks, and shopping opportunities within close proximity to each other. Avoid stand-alone residential development lacking support activities." The land use concept for the Westside planning area and accompanying Comprehensive Plan map amendments promotes neighborhoods complete with residences, open space, schools, parks, and shopping areas in close proximity. The land use concept includes approximately 540 acres for residential development. Two areas totaling approximately 33 acres are identified for mixed use development including commercial uses. One area is located at the northwest quadrant of David Hill Road and Thatcher Road. This area will serve neighborhoods on David Hill. The second area is located north of David Hill Road between the future extension of B Street and future extension of Main Street. This area will primarily serve the area added to the urban growth boundary in 2014. In addition to the mixed-use areas the land use concept includes a location for a new six acre neighborhood park north of David Hill Road and west of the future extension of B Street. A ten acre site for a new elementary school is also identified north of David Hill Road and west of the future extension of B Street. These uses are intended to serve nearby residential areas promoting complete neighborhoods with a variety of land uses in proximity.

The Land Use and Housing elements of the Comprehensive Plan establish land use location criteria for residential and nonresidential uses. The location criteria are shown below.

Land Use	Description	Criteria for Allocation
Medium Density Residential	Up to 12 units per net acre	Hazard free location suitable for home sites
		10% or less slope
		Location bounded but not penetrated by major arterials or railroads
		Convenient driving distance to schools and neighborhood commercial
		Availability of full urban services
Low Density Residential	4.35 to 8.71 units per acre	Hazard free location suitable for home sites
		Consideration of density related to building limitation (slope, soil, geology).
		20% or less slope
		Location bounded but not penetrated by arterials or railroads
		Convenient driving distance to schools and neighborhood commercial
		Availability of full urban services
Mixed Use		Areas where a mixture of residential, office and retail uses are appropriate to create complete neighborhoods or provide needed services and housing.
		Sites tend to be 10 acres in area or less.

The land use concept and accompanying Comprehensive Plan Map and Zoning Map amendments comply with the land use location criteria shown above. The area identified medium density residential (RML) have no identified hazards are generally flat with slopes less than 5%. In addition the RML area is bounded by but not penetrated by major arterial roads and have convenient diving access to commercial areas including downtown Forest Grove and the Pacific Avenue/19th Avenue corridor via Highway 47, B Street, Main Street and Thatcher Road. Full urban services will be provided as sites develop. Services needs will be evaluated through the standard development review process.

The location criteria for low density residential includes hazard free locations suitable for home sites, consideration of density based on slopes, soils and geology, 20% or less slope, locations bounded by but not penetrated by arterials or railroads, convenient driving distance to schools and neighborhood commercial areas, and availability of full

urban services. The land use concept for the Westside area considered these location factors and the concept generally complies. Since all areas within the urban growth boundary must have a Comprehensive Plan Map designation some areas identified for low density residential include specific areas with identified hazards. This includes a historic landslide area south of David Hill Road and west of Thatcher Road and areas with slopes above 20%. The recommended development density for the Westside area considers theses hazards with the lowest density assigned to areas most susceptible to potential hazards. To further address development in areas with potential hazards the Westside Refinement includes policies to require geotechnical and engineering analysis in all locations with more than 10% slope. The Westside Refinement Plan also includes policies to encourage clustering development to avoid possible hazard areas.

The areas identified for low density residential are not penetrated by arterial roads since the only arterial roads in the Westside Refinement Plan area are David Hill Road west of Thatcher Road and Highway 47. Both of these roads are at the periphery of the Westside planning area.

The areas identified for low density residential development are within convenient driving distance of commercial areas and schools. Both the David Hill area and new urban growth boundary areas are approximately two miles from downtown Forest Grove and Pacific Avenue/19th Avenue commercial corridor. In addition, both the David Hill and new urban growth boundary areas are less than less than two miles from Forest Grove High School. This is a convenient driving distance.

The two areas identified for mixed use development are located in areas appropriate for serving nearby residential areas. One mixed use area is located at the intersection of David Hill Road and Thatcher Road. Both David Hill Road and Thatcher Road are classified as collector streets providing good access to nearby residential areas. In addition this mixed use area is located near Thatcher Park which is a centrally located gathering area for community residents.

The other mixed use area is located on David Hill Road between B Street and Main Street. This area located approximately ½ mile from Forest Grove High School and less than two miles from the Pacific Avenue/19th Avenue commercial corridor. This is within convenient driving distance.

The mixed use located near David Hill Road and Thatcher Road is approximately 9 acres. The mixed use area north of David Hill Road between B Street and Main Street is approximately 25 acres. This mixed-use area is larger than ten acres because it has frontage on both the future extension of B Street and the future extension of Main Street. Although this area is larger than 10 acres it is expected that less than half of the area will to develop with non-residential uses. Identifying an area larger than 10 acres provides flexibility with respect to the location of uses including commercial activities.

Section 4: Zoning Map Amendments

Development Code §10.2.770 identifies criteria that must be met for approval of a zoning map amendment.

A. The zone change is consistent with the Comprehensive Plan Map.
B. The zone change is consistent with relevant goals and policies of the Comprehensive Plan, as identified by the Director.
C. The site is suitable for the proposed zone and there is a lack of appropriately designated alternative sites within the vicinity. The size of the vicinity will be determined on a case-by-case basis since the impacts of a proposed zone and its uses vary. The factors to be considered in determining suitability are parcel size and location.
D. The zone change is consistent with the adopted Transportation System Plan. Development allowed by the zone change will not substantially impact the functional classification or operation of transportation facilities or reduce the level of service of transportation facilities below minimum acceptable level identified in the Transportation System Plan. To ensure proper review and mitigation, a traffic impact study may be required for the proposed zone change if it may impact transportation facilities.
E. Public facilities and services for water supply, sanitary waste disposal, stormwater disposal, and police and fire protection are capable of supporting the uses allowed by the zone. Adequacy of services is based in the project service demands of the site and the ability of the public services to accommodate those demands.
F. Establishment of a zone district is not subject to the meeting of conditions.

Findings for §10.2.770 Criterion A: The zoning map amendments are consistent with the current Comprehensive Plan map and the proposed Comprehensive Plan described in Section 3 above.

Section 5: Development Code Text Amendments

Finding: An implementation measure accompanying adoption of the Westside Refinement Plan affects the Forest Grove Development Code. Proposed amendments to the Development Code include requiring a geological and engineering assessment in areas with slopes over 10% (Development Code §10.8.310), adding specific street cross-section dimensions for David Hill Road west of Thatcher Road and other collector roadways in steeply sloped areas (Development Code §10.8.610), and allowing grades of up to 15% on collector streets (Development Code §10.8.610). Adoption of an amendment to the Development requires findings demonstrating the amendments meet the review criteria of Development Code §10.2.630:

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

Findings for §10.2.630 Criterion A:

Finding Amendment #1 to Development Code §10.8.310:

The amendment to Development Code §10.8.310 is consistent with the following Comprehensive Plan policy:

- Natural Resources and Natural Hazards Policy 2: Those involved in development will be required to address hazard conditions by the inclusion of basic environmental data (i.e. soil type, elevation of floodplain geologic limitation, etc.) and related design and engineering solutions in the submittal requirements for the development.

- Natural Resources and Natural Hazards Policy 3: Adopt as a provision in both the zoning and subdivision ordinances that an environmental report be prepared and certified by a qualified engineer for all development proposals in areas having natural physical hazards and/or limitations.

The amendment to Development Code §10.8.310 will change the requirement for providing geological information and studies for hazards on development sites having slopes 20% or more to require such information on development sites having slopes 10% or more. The justification for this amendment is contained in the *Geological and Geotechnical Assessment Report Westside Planning Project, February 2015,* prepared by PBS Engineering + Environmental. The amendment will also require the required geological and engineering assessment must be prepared by a certified engineering geologist registered under the provisions of ORS 672.505 and 672.705 and a geotechnical engineer under the provisions of ORS 672.002 to 672.325.

Finding Amendment #2 to Development Code §10.8.610:

The amendment to Development Code §10.8.610 increase the permissible grade for collector streets from 12% to 15% for a distance no greater than 250 feet. This amendment is consistent with the following Comprehensive Plan goals and policies:

- Transportation Goal 6: Establish and maintain a context sensitive set of transportation design and development regulations.
- Transportation Policy 6.4: Promote context sensitive transportation facility design, which fits the physical context, responds to environmental resources, and maintains safety and mobility.

The justification for this amendment is contained in the *Revised Final Westside Water, Sewer, and Stormwater Infrastructure Analysis, June 24, 2016*, prepared by SCJ Alliance. The amendment meets the Comprehensive Plan goals and policies identified above since the amendment reflects the context of the Westside area primarily topography. Revising this standard will allow for collector street segments requiring less cut-and-fill reducing environmental impacts as described in the June 24, 2016 memo.

Finding Amendment #3 to Development Code §10.8.603:

The amendment to Development Code §10.8.603 will add revised dimensions for the collector street cross-section for David Hill Road west of Thatcher Road (40 feet of right-of-way and 32 feet of pavement). This amendment is consistent with the following Comprehensive Plan goals and policies:

- Transportation Goal 6: Establish and maintain a context sensitive set of transportation design and development regulations.
- Transportation Policy 6.4: Promote context sensitive transportation facility design, which fits the physical context, responds to environmental resources, and maintains safety and mobility.
- Transportation Policy 6.4.1: Amend street design standards to allow for design exceptions for various street elements (e.g. reduced lane widths, methods and materials for provisions of sidewalks, etc.) to fit constrained settings or unusual applications.

The justification for this amendment is contained in the *Revised Final Westside Water, Sewer, and Stormwater Infrastructure Analysis, June 24, 2016*, prepared by SCJ Alliance and responds to the topography along David Hill Road west of Thatcher Road and environmental constraints including a stream and historic landslide area.

Findings for §10.2.630 Criterion B:

Finding Amendment #1 to Development Code §10.8.310:

The amendment to Development Code §10.8.310 will require geotechnical and engineering analysis for development sites having 10% slope or more. The requirement has been sites with more than 20% slope. This amendment addresses the following Statewide Land Use Planning Goals:

- Statewide Planning Goal 2: Land Use Planning: To establish a land use planning process and policy framework as a basis for all decisions and actions related to use of land and to assure an adequate factual base for such decisions and actions.
- Statewide Planning Goal 7: Natural Hazards: To protect people and property from natural hazards.

The amendment also addresses the following regional planning requirements contained in the Metro Regional Framework Plan

- Chapter 5 – Regional Natural Hazards
    - Policy 5.3.1: Encourage local governments to adopt landslide mitigation measures including (d) Pre-development geotechnical studies.

The proposed amendment to Development Code §10.8.310 revises the land use planning policy framework to require geotechnical and engineering analysis in areas not

previously covered by the Development Code (areas between 10% and 20% slope). The factual basis for supporting this change is contained in the *Geological and Geotechnical Assessment Report Westside Planning Project, February 2015,* prepared by PBS Engineering + Environmental.

Development Code §10.8.310 addresses requirements for development in areas of the City with steep slopes. Previously steep slopes were defined to mean 20% slope or more. The *Geological and Geotechnical Assessment Report Westside Planning Project, February 2015,* report shows that natural hazards may exist in areas with less slope. Such hazards include adverse soils, slope stability and seismic hazards (liquefaction, lateral spreading, earthquake induced landslide). The geological assessment summarized in the report noted above documents where these physical characteristics are likely to exist. The revision to Development Code §10.8.301 is intended to ensure these characteristics are addressed in the land development review and approval process in areas with slopes above 10% to protect persons and property.

Finding Amendment #2 to Development Code §10.8.610:

The amendment to the Development Code is consistent with the following Statewide and Regional Planning Goals, Programs and Rules:

- Statewide Planning Goal 12: Transportation – Goal 12 pertains to local Transportation System Plans. The amendment addresses and implements Transportation Plan policies which promote context sensitive design. The justification for this amendment is contained in the *Revised Final Westside Water, Sewer, and Stormwater Infrastructure Analysis, June 24, 2016*, prepared by SCJ Alliance.
- Metro Regional Transportation Functional Plan (Title 1: Transportation System Design.

The Forest Grove Transportation System Plan in Chapter 2 contains goals, policies and performance measures pertaining to the transportation system including promoting a context sensitive street network. The amendment to Development Code §10.8.610 addresses the Transportation System Plan and therefore Statewide Planning Goal 12.

Finding Amendment #3 to Development Code §10.8.603:

Amendment #3 is consistent with the following Statewide and Regional Planning Goals, Programs and Rules:

- Statewide Planning Goal 12: Transportation – Goal 12 pertains to local Transportation System Plans. The amendment addresses and implements Transportation Plan policies which promote context sensitive design. The justification for this amendment is contained in the *Revised Final Westside Water, Sewer, and Stormwater Infrastructure Analysis, June 24, 2016*, prepared by SCJ Alliance. Justification includes the characteristics of the David Hill

corridor west of Thatcher Road such as a stream located directly south of the road, historic landslide area south of the road and grade above 5%.

- Metro Regional Transportation Functional Plan (Title 1: Transportation System Design). Title 1 requires city and counties allow for complete street designs including travel lanes, sidewalks and bike lanes. The revised cross-section for David Hill Road includes two travel lanes and a sidewalk on one side. Given the constraints present bicycle travel could be accommodated on a separate pathway near the stream corridor. The Parks, Recreation and Open Space Master Plan on Map 2 shows a proposed multi-use trail along David Hill Road including the section west of Thatcher Road.

The Forest Grove Transportation System Plan in Chapter 2 contains goals, policies and performance measures pertaining to the transportation system including promoting a context sensitive street network. The amendment to Development Code §10.8.610 addresses the Transportation System Plan and therefore Statewide Planning Goal 12.

Planning Commission Findings and Decision Number 2017-09
Recommendation to Adopt Westside Refinement Plan and Accompanying Implementation Measures
File Number 311-17-000013-PLNG

WHEREAS, the City applied for and received a Community Planning Development Grant award from Metro to prepare a refinement plan for the Westside planning area comprised of the area within the urban growth boundary north of Watercrest Road and west of Thatcher Road and the area added to the urban growth boundary by the Oregon Legislature in 2014 north of David Hill Road and west of Highway 47 and east of Thatcher Road; and

WHEREAS, Oregon Revised Statutes (ORS) §197.200 provides authority to local governments to adopt refinement plans for areas within urban growth boundaries; and

WHEREAS, the Westside Refinement Plan complies with the provisions of ORS §197.200 and findings demonstrating compliance are contained in Attachment B to the Planning Commission staff report dated May 15, 2017; and

WHEREAS, the Westside Refinement Plan addresses the requirements of Metro Urban Growth Management Function Title 11 (Planning for New Residential Areas) and findings demonstrating compliance are contained in Attachment B to the Planning Commission staff report dated May 15, 2017; and

WHEREAS, the following background documents were prepared and provide the factual basis supporting the Westside Refinement Plan:

- Westside Infrastructure Overview, December 2014;
- Westside Transportation Baseline Report, January 2015;
- Westside Natural Resources Overview, January 2015;
- Geological and Geotechnical Assessment Report, February 2015;
- Revised Final Westside Water, Sewer, and Stormwater Infrastructure Report, June 2016;
- Infrastructure Funding Approach Report, December 2016; and
- Revised 2035 PM Peak Hour Traffic Operations Analysis of Revised Land Use Alternative, March 2017; and

WHEREAS, the Westside Refinement Plan provided opportunities for community participation to influence preparation of recommendations; and

WHEREAS, community participation included stakeholder interviews during November 2014, design charrettes on April 20, 2015 and May 20, 2015, a community open house on March 2, 2017, work sessions with the Planning Commission on October 6, 2014, July 6, 2015, May 2, 2016 and February 6, 2017, and work sessions with the City Council on November 14, 2016 and December 12, 2016; and

WHEREAS, the Planning Commission held public hearings on May 15, 2017, May 30, 2017, and June 5, 2017 on the proposed Westside Refinement Plan and accompany implementation measures; and

WHEREAS, the proposed implementation measures include proposed amendments to the Forest Grove Comprehensive Plan Map, Forest Grove Zoning Map, Forest Grove Development Code and Forest Grove Transportation System Plan; and

WHEREAS, notice of the public hearings were mailed to affected property owners and property owners within 300 of the affected area on April 26, 2017 and May 11, 2017 as required by Oregon Ballot Measure 56 and Development Code §10.1.715); and

WHEREAS, notice of public hearing was published in the Forest Grove News-Times as required by Forest Grove Development Code (§10.1.715) on May 10, 2017; and

WHEREAS, a staff report addressing the applicable review criteria was published on May 8, 2017, and is hereby incorporated by reference; and

WHEREAS, staff reports responding to public testimony and Planning Commission considerations were published on May 23, 2017, and June 2, 2017, the staff reports are hereby incorporated by reference; and

WHEREAS, the Planning Commission accepted written testimony on May 15, 2017 and oral testimony on May 30, 2017 and June 5, 2017 on the proposed Westside Refinement Plan and accompanying implementation measures and the testimony was considered by the Planning Commission in preparing recommendations for consideration by City Council.

NOW THEREFORE, The Planning Commission does hereby recommend City Council approve the Westside Refinement Plan and accompanying implementation measures, with modification, making the following specific findings in support of this decision:

Section 1: The Planning Commission adopts by reference the findings attached as Attachment B to the staff report prepared for the May 15, 2017 public hearing.

Section 2: The Planning Commission approves the following modifications to the Westside Refinement Plan and accompanying implementation measures:

A. Modify the proposed Zoning Map to apply the Neighborhood Mixed Use zone to the Nixon Property (Washington County Map and Tax Lot Number 1N4260002602) consistent with the current Comprehensive Plan designation which is also Neighborhood Mixed Use. Apply the provisions of Mixed Use Area 1 – David Hill shown on Table 4-2 of Development Code §10.4.315(F) to the Nixon property to provide the opportunity for a maximum of 15,000 square feet of commercial/institutional space for uses shown on Table 3-10 of Development Code §10.3.320. In support of this recommendation the Planning Commission makes the following finding: Applying the Neighborhood Mixed Use zone to the Nixon Property implements the Forest Grove Comprehensive Plan designation which is also Neighborhood Mixed Use and this action makes the zoning and Comprehensive Plan designation consistent. In addition, applying the Neighborhood Mixed Use zoning designation to the Nixon property will provide an opportunity to establish a complete neighborhood in the area with a variety uses in proximity consistent with Comprehensive Plan Sustainability Goal 8 which state: "Create complete neighborhoods, through land use regulation, with housing, recreational opportunities, retail, services and employment nearby." Furthermore, applying the NMU zoning designation to the Nixon Property will provide flexibility in site design, housing types and density.

B. Retain the Suburban Residential zone above the 440 foot contour elevation. In support of this recommendation the Planning Commission makes the following finding: The Suburban Residential zone was created to establish a land use designation allowing for one acre lots due to topography and inherent difficulty of providing sanitary sewer and

water infrastructure. The large lots are intended to accommodate wells and septic systems on large lots and retaining the SR designation will achieve this objective.

C. Modify Table 4-2 of Development Code §10.4.315(F) to add Area 4 - East David Hill Road establishing a maximum square footage of 150,000 square feet of commercial/institutional space for uses shown on Table 3-10 of Development Code §10.3.320. To support this recommendation the Planning Commission makes the following finding: The Neighborhood Mixed Use zone is intended to allow a variety of land uses in proximity to establish complete neighborhoods consistent with Comprehensive Plan Sustainability Goal 8 which state "Create complete neighborhoods, through land use regulation, with housing, recreational opportunities, retail, services and employment nearby." The Planning Commission recommendation does not require a minimum amount of commercial development and is intended to provide flexibility to respond to market demands and needs.

D. Include a Policy Statement in the Westside Refinement Plan recognizing the Westside planning area includes three subareas:

1. The area above the 440 foot contour elevation;
2. The area west of Thatcher Road below the 400 foot contour elevation; and
3. The area north of David Hill Road, east of Thatcher Road and west of Highway 47.

To support this recommendation the Planning Commission makes the following finding: The Westside Planning Area is characterized by distinct areas based on elevation, topography, and ability to provide cost-effective public infrastructure. The area east of Thatcher Road is flat and public infrastructure in nearby allowing for extension in the near-term. The area west of Thatcher Road has the highest elevations in the urban growth boundary, is relatively steep, and has a variety of environmental constraints including adverse soils and a historic landslide area. Public infrastructure is lacking and extension of necessary infrastructure is costly as reflected in the Revised Final Westside Water, Sewer and Stormwater Infrastructure Analysis, June 24, 2016 and Funding Approach Report, December 2016. These factors identified above distinguish the subareas and provide the basis for the Planning Commission recommendation to address infrastructure needs on a subarea basis.

E. Include a Policy Statement and Action Item in the Westside Refinement Plan stating the water system for the area above the 440 foot contour elevation requires a slow, careful, long-term approach for addressing water needs. To support this recommendation the Planning Commission makes the following finding: The area above the 440 foot contour elevation cannot currently be served by the municipal water system due to the elevation of the current water reservoir on David Hill. A new reservoir is required at a higher elevation to ensure adequate water pressure and provide additional storage as described in the Revised Final Westside, Water, Sewer and Stormwater Infrastructure Analysis, June 24, 2016. The Planning Commission recommends a slow, careful and long-term approach to addressing water needs to ensure needs are considered comprehensively and to minimize costs associated with improving the system.

F. Add a Policy Statement and Action Item to the Westside Refinement Plan to recognize that the street system should follow contours when designed and engineered. To support this recommendation the Planning Commission makes the following finding: The proposed Westside Refinement Plan identifies as a goal in Chapter 13 – Policy Direction to "Establish a context sensitive street network addressing the characteristics

of the Westside Planning Area (Goal 8.1). This goal recognizes the David Hill area is characterized by steep slopes as documented in the Geological and Geotechnical Assessment Report, February 2015, prepared by PBS Engineering and Environmental. A context sensitive approach is recommend to minimize environmental disturbance including cut-and-fill and potential visual impacts. For this reason, the Planning Commission recommends that roads follow contours when designed and engineered.

G. Add a Policy Statement and Action Item to the Westside Refinement Plan to evaluate Septic Tank Effluent Gravity (STEP) and Septic Tank Effluent Pump (STEP) sewerage treatment approaches as a potential cost-effect strategy for addressing sewerage needs in the area west of Thatcher Road:

> Policy 7.5.1: Through the next update of the City of Forest Grove Wastewater Management Plan evaluate the feasibility of implementing sanitary sewer systems such as Septic Tank Effluent Gravity (STEG) and Septic Tank Effluent Pump (STEP) in the Westside planning area.
>
> > Action 7.5.1: Initiate discussions with Clean Water Services to evaluate the feasibility of implementing sanitary sewer systems such as Septic Tank Effluent Gravity (STEG) and Septic Tank Effluent Pump (STEP) in the Westside planning area.

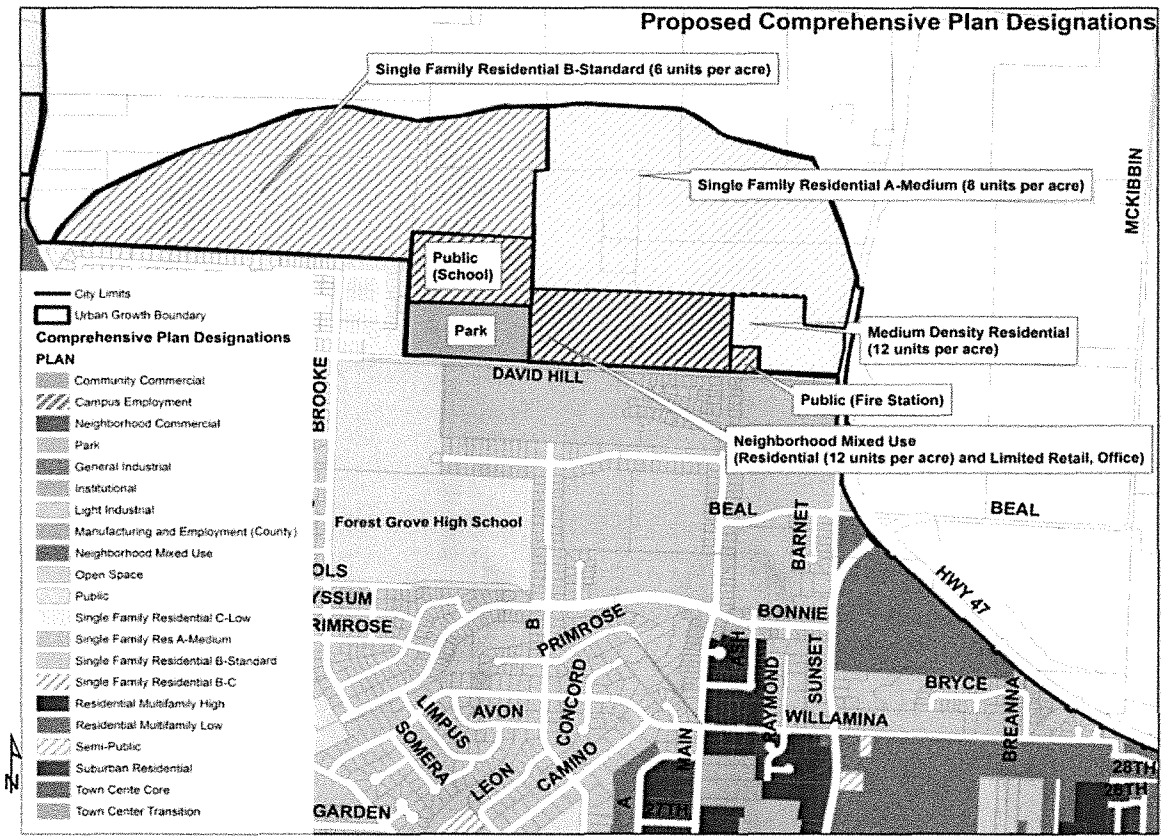
To support this recommendation the Planning Commission makes the following finding: Testimony was provided to the Planning Commission on May 15, 2017, May 30, 2017 and June 5, 2017 regarding the use of Septic Tank Effluent Gravity (STEG) and Septic Tank Effluent Pump (STEP) systems as a lower cost solution for addressing sanitary sewerage needs compared to the traditional method of conveyance to a treatment plant. The Planning Commission endorses further evaluation of such systems to determine if it is a feasible way to address sanitary sewerage needs in the David Hill area.

H. Add to the proposed Transportation System Plan amendments evaluation of an east-west collector street in the general vicinity of Plum Hill Lane. To support this recommendation the Planning Commission makes the following finding: The Planning Commission received testimony on June 5, 2017, recommending that an alternative to improving Plum Hill Lane as an east-west collector street be considered. The Planning Commission endorses evaluating an alternative east-west collector street in the vicinity of Plum Hill Lane during the next update to the Transportation System Plan due to the steep grade of Plum Hill Lane near its intersection with Thatcher Road.

Section 3: The Planning Commission recommends approval of the following amendments to the Comprehensive Plan Map for the new urban growth boundary area north of David Hill Road, west of Highway 47 and east of Thatcher Road. No Comprehensive Plan Map amendments are recommended for the area west of Thatcher Road.

From	To	Gross Acres
Washington County Future Development-20 acre min.	**A-Medium (8.95 dwellings/net acre)**	86.18
Washington County Future Development-20 acre min.	**B-Standard (6.22 dwellings per net acre)**	98.62
Washington County Future Development-20 acre min.	**Medium Density Residential (12 dwellings per net acre)**	10.82
Washington County Future Development-20 acre min.	**Neighborhood Mixed Use (12 dwellings per net acre)**	24.63

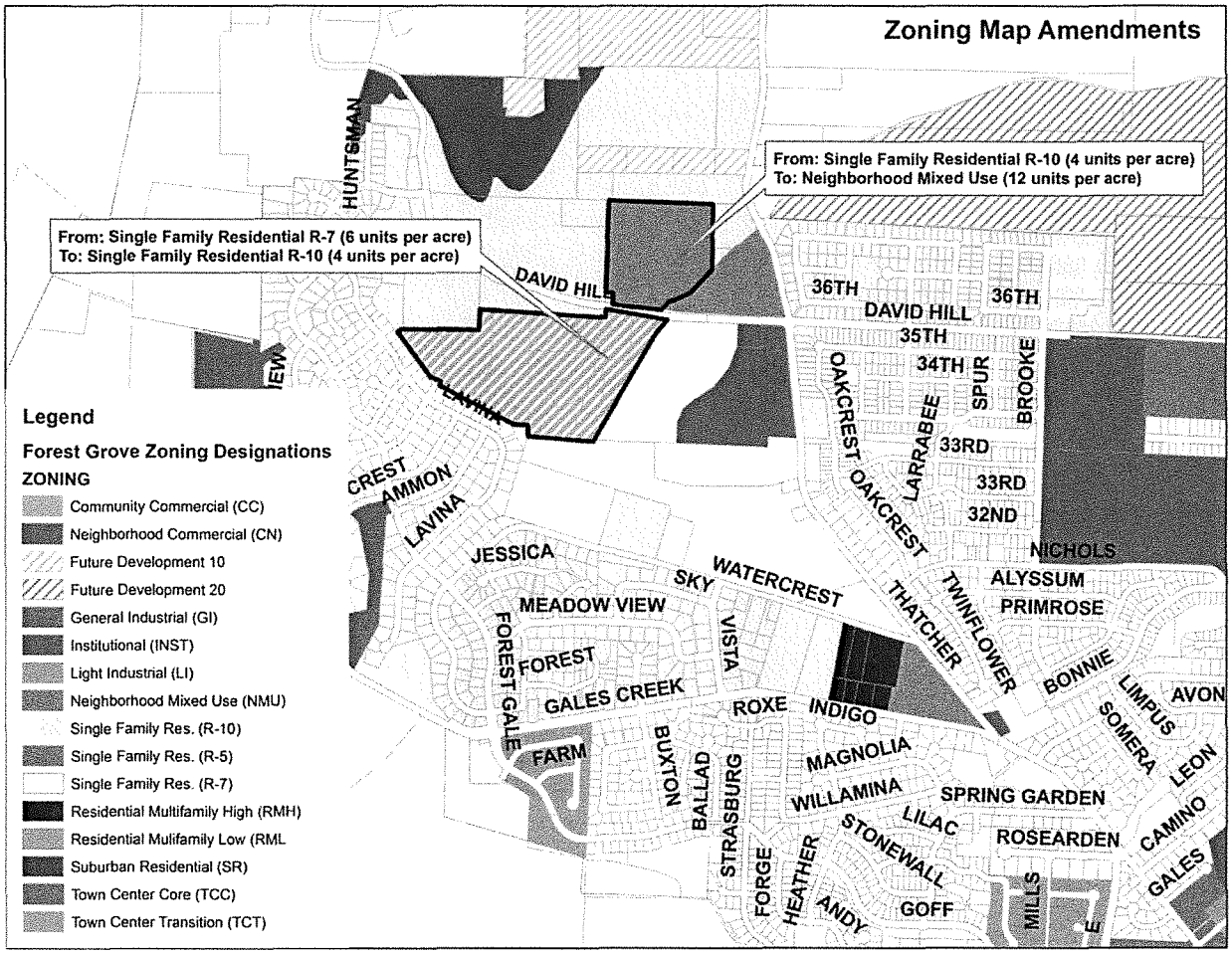
Washington County Future Development-20 acre min.	**Public (School)**	10.00
Washington County Future Development-20 acre min.	**Public (Fire Station)**	2.40
Washington County Future Development-20 acre min.	**Park**	6.00



The findings supporting the recommended Comprehensive Plan Map amendments are contained in Attachment B to the May 15, 2017 staff report and are incorporated by herein by reference.

Section 4: The Planning Commission recommends the following amendments to the Zoning Map for the area west of Thatcher Road. No zoning map amendments are recommended for the new urban growth boundary area north of David Hill Road, west of Highway 47 and east of Thatcher Road.

From	To	Gross Acres
R-7 (6.22 dwellings per net acre)	**R-10 (4.35 dwellings per net acre)**	36.96
R-10	**NMU (Neighborhood Mixed Use)**	20.67



The Planning Commission recommends the change from R-7 zoning to R-10 for a portion of the area south of David Hill Road to reflect constraints to development documented in the Geological and Geotechnical Report, February 2015, prepared by PBS Engineering and Environmental.

The Planning Commission recommends the change from R-10 to NMU for the Nixon Property (Washington County Map and Tax Lot Number 1N4260002602) in order to zone the property consistent with the corresponding NMU designation shown on the Comprehensive Plan Map.

Section 5: The Planning Commission recommends the following amendment to the Forest Grove Development Code to implement the Westside Refinement Plan:

§10.4.315(F) TABLE 4-2: Commercial/Institutional Uses within the Village Center

NMU Zoned Area	Minimum Square Footage	Maximum Square Footage
Area 1 - David Hill/Nixon	None	15,000 SF Gross Floor Area
Area 2 - Gales Creek	None	25,000 SF Gross Floor Area
Area 3 - Davidson	25,000 SF Gross Floor Area	130,000 SF Gross Floor Area[1]
Area 4 – East David Hill Rd.	None	150,000 SF Gross Floor Area[2]

§10.8.610(M) Grades and Curves – Grades shall not exceed 10% on arterials, ~~12%~~ **15%** on collector streets for distances of no greater than 250 feet, or any other street (except that local or residential access streets may have concrete segments with grades of up to 15% for distances of no greater than 250 feet), and:

§10.8.310 (Hazard Areas)

2. For development sites having slopes of ~~20%~~ **10%** or more, the following requirements shall be met. To ensure compliance with the provisions of this ordinance, prior to the issuance of a building permit for the construction of any new building[3] within the city, and prior to any grading, excavation or filling or other site modification within areas having a slope of ~~20%~~ **10%** or greater, there shall be submitted to the Community Development Department for review and approval, or approval with modifications:

    a. A site plan (showing any grading, excavating or filling) drawn to scale of the entire property developed and of the proposed construction;

    b. The submission of a geological assessment and geotechnical report prepared and stamped by a Certified Engineering Geologist who is a registered geologist certified in the specialty of Engineering Geology under provisions of ORS 672.505 to 672.705 **and a Geotechnical Engineer under provisions of ORS 672.002 to 672.325**. The assessment and report shall address the entire site and meet the following requirements:

        i. The geological **and engineering** assessment shall include information and data regarding the nature, distribution of underlying geology, and the physical and chemical properties of existing soils; an opinion as to stability of the site, and conclusions regarding the effect of geo-logic conditions on the proposed development.

The findings supporting the recommended amendments to the Development Code are contained in Attachment B to the staff report for the May 15, 2017, Planning Commission public hearing.

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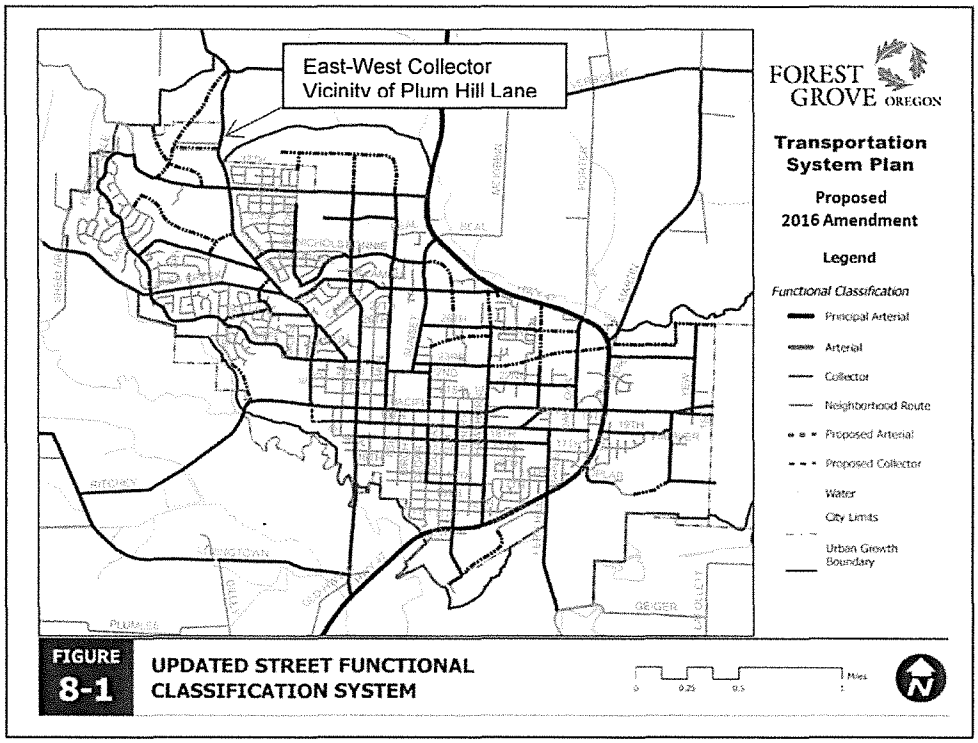
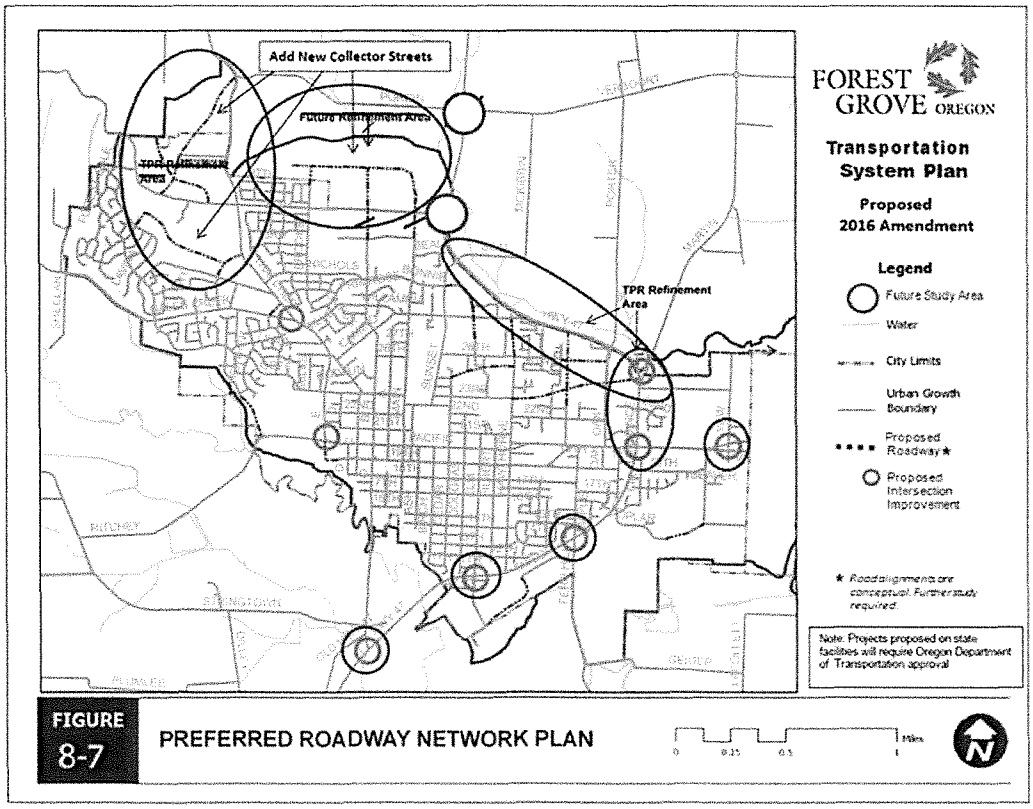
[1] Maximum building footprint is 50,000 square feet.
[2] Maximum building footprint is 50,000 square feet.
[3] Building: That which is built or constructed, an edifice or building of any kind, or any piece of work artificially built up or composed of parts joined together in some definite manner.

Section 6: The Planning Commission recommends the following amendments to the Forest Grove Transportation System Plan to implement the Westside Refinement Plan:

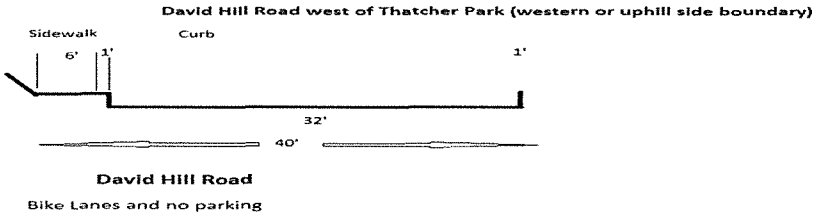
Recommended amendments to Transportation System Plan Figure 8-1



Recommended amendments to the Transportation System Plan Figure 8-7



Recommended revised cross-section for David Hill Road west of Thatcher Road:



Recommended amendments to the Transportation System Plan project tables to add needed mitigation to the Highway 47 roundabouts at David Hill Road and Purdin/Verboort Roads required for compliance with the Oregon Transportation Planning Rule (OAR 660-012-0060). The Planning Commission finds the mitigation projects are needed due to anticipated traffic generation from growth in the new urban growth boundary area north of David Hill Road west of Highway 47 and east of Thatcher Road. The Planning Commission also finds that traffic volumes from the David Hill Road area have been accounted for in the TSP and therefore, do not have a significant effect on transportation facilities for purposes of Transportation Planning Rule Compliance (OAR 660-012-0060(9)). The proposed mitigation measure for the Highway 47 roundabouts at David Hill Road and Purdin/Verboort Road will be recommended by the City for addition to the Metro Regional Transportation Plan to be updated in 2018.

Roadway Projects (TSP Table 8-3)

No.	Name	Description	Purpose	Metro Project ID*	Total Cost ($Million)
1	David Hill Road / Hwy. 47 Intersection Capacity Improvements ~~Extension~~	~~Construct new 2-lane collector with bicycle lanes, sidewalks and street lights from existing east terminus to Highway 47~~ Add an additional second circulating lane to the roundabout to provide separation for northbound left turning and through traffic as well as a separate lane for southbound turns.	~~Improve connectivity and balance circulation.~~ Improve operational deficiencies to ensure mobility standards are met.	10772	~~$13.61~~ $2.5
~~2~~	~~Highway 47 / Pacific Avenue Intersection Improvements *~~	~~Additional channelization, crosswalk, and traffic signal modification at intersection. Specific improvements may be modified at a future date.~~	~~Improve access and mobility. Improve substandard turn radius and pedestrian crossing.~~	~~10780a~~	~~$1.3~~
13	Hwy 47 and Purdin Road Intersection Improvements *	~~Construct improvements at Highway 47 (e.g. roundabout) to connect Purdin and Verboort Roads~~ Add a northbound right turn slip lane on the south leg of the roundabout and a southbound right turn slip	Improve operational deficiencies to ensure mobility standards are met.	10780f	~~$3.17~~ $4.0

	lane on the south leg of the roundabout to the overall roundabout intersection.	
TOTAL		~~$122.44~~ $110.86

Notes: * Projects will require ODOT approval. Inclusion of a project in this table does not obligate or imply the obligation of funds for any specific project.

Forest Grove Financially Constrained Project List (TSP Table 1-2)

#	Name	Description	Jurisdiction Owner/ Operator	Metro Project ID	RTP Financially Constrained	Total Cost	Non-City Funds	City Funds	Project Timing
1	David Hill Road ~~Extension /~~ Hwy. 47 Intersection Capacity Improvements	~~Construct new 2-lane collector with bicycle lanes, sidewalks and street lights from existing terminus to Highway 47~~ Add an additional second circulating lane to the roundabout to provide separation for northbound left turning and through traffic as well as a separate lane for southbound turns.	~~City~~ ODOT & County	10772	Add[4]	~~$13.61 **~~ $2.5 **/***	~~$13.61~~ $2.50	$0.0	~~0-5 years~~ 6-10 years
~~5~~	~~Highway 47 / Pacific Avenue Intersection Improvements*~~	~~Additional channelization, crosswalk, and traffic signal modification at intersection. Specific improvements may be~~	~~ODOT~~	~~10780a~~	~~Yes~~	~~$1.3 **~~	~~$0.8~~	~~$0.5~~	~~0-5 years~~

[4] The City of Forest Grove will nominate this project for addition to the Metro RTP Financially Constrained Project List through the Washington County Coordinating Committee process.

		~~modified at a future date.~~							
						TOTAL:		$35.6M	

Source: City of Forest Grove. Estimated share of city cost provided by City of Forest Grove.
Notes: **PROJECT PRIORITIES ARE BASED ON ANTICIPATED PROJECT TIMING**
*Project will require ODOT approval. Inclusion of a project on an ODOT facility in this table does not obligate or imply the obligation of funds for any specific project.
**Partially or fully funded by jurisdictional agency (i.e. TriMet, ODOT, Washington County, Metro or other).
***Partially or fully funded by private development exactions.

Forest Grove Financially Constrained Project List (TSP Table 10-3)

#	Name	Description	Jurisdiction Owner/ Operator	Metro Project ID	RTP Financially Constrained	Total Cost	Non-City Funds	City Funds	Project Timing
1	David Hill Road / Hwy. 47 Intersection Capacity Improvements ~~Extension~~	~~Construct new 2-lane collector with bicycle lanes, sidewalks and street lights from existing terminus to Highway 47~~ Add an additional second circulating lane to the roundabout to provide separation for northbound left turning and through traffic as well as a separate lane for southbound turns.	City	10772	Add[5]	~~$13.61 **~~ $2.5 **/***	~~$13.61~~ $2.50	$0.0	~~0-5 years~~ 6-10 years
16	Highway 47 / Purdin Road Intersection Improvements*	~~Construct improvements at Highway 47 (e.g. roundabout) to connect Purdin Road and Verboort Rd.~~ Add a northbound right turn slip lane on the south leg of the roundabout and southbound right turn lane on the south leg of the roundabout to the overall roundabout intersection.	ODOT & County	10780f	~~No~~ Add[6]	~~$3.32 **~~ $4.0 **/***	~~$3.32~~ $4.0	$0.0	6-10 Years
								$35.6M	

[5] The City of Forest Grove will nominate this project for addition to the Metro RTP Financially Constrained Project List through the Washington County Coordinating Committee process.

[6] The City of Forest Grove will nominate this project for addition to the Metro RTP Financially Constrained Project List through the Washington County Coordinating Committee process.

Source: City of Forest Grove. Estimated share of city cost provided by City of Forest Grove.
Notes: **PROJECT PRIORITIES ARE BASED ON ANTICIPATED PROJECT TIMING**

*Project will require ODOT approval. Inclusion of a project in this table does not obligate or imply the obligation of funds for any specific project.

**Partially or fully funded by jurisdictional agency (i.e. TriMet, ODOT, Washington County, Metro or other).
***Partially or fully funded by private development exactions.

Tom Beck, Chair

6/19/17
Date