

THE CITY OF FOREST GROVE TOWN CENTER PLAN

FINAL REPORT
30 June, 1997



FOREST GROVE, OREGON

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**THE CITIZENS OF FOREST GROVE
TOWN CENTER PLAN ADVISORY COMMITTEE**

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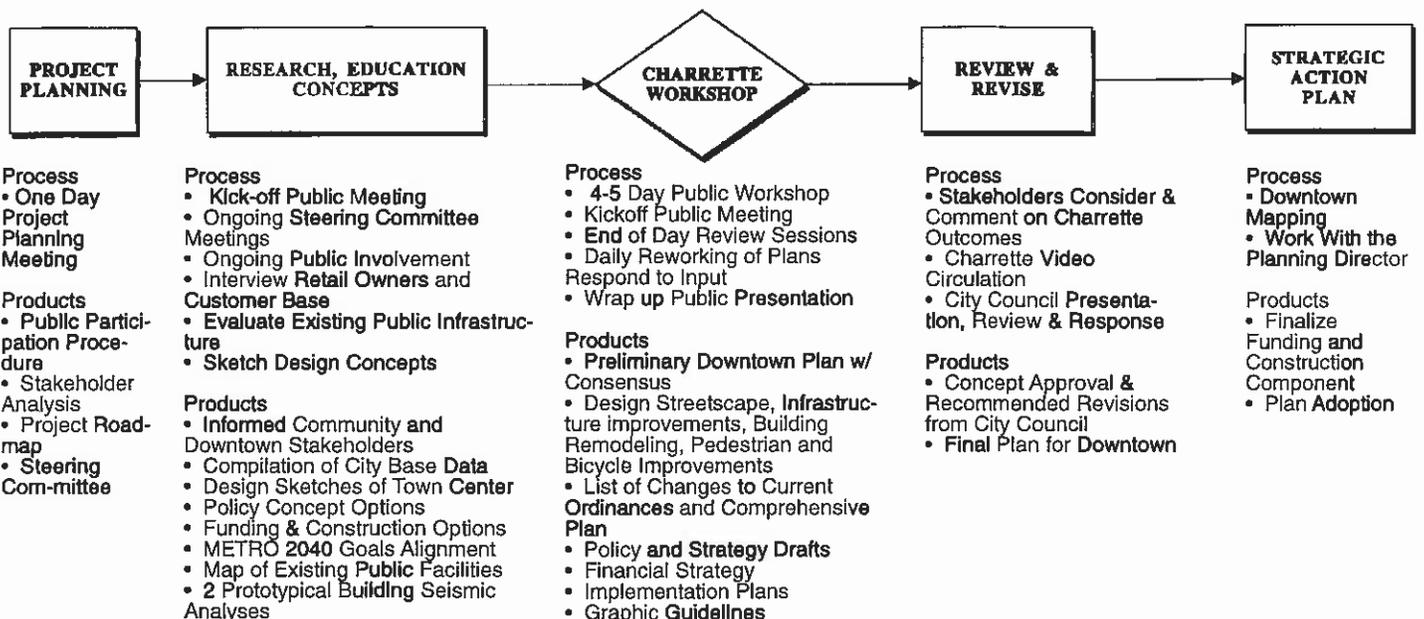
This report summarizes the Forest Grove Town Center Plan completed between the end of May 1996 and the end of June 1997. The Plan represents a team effort by the Town Center Advisory Committee (TCAC), downtown businesses and institutions, civic groups, city staff, and the consulting team. The TCAC was the official overseeing body of the planning effort, meeting monthly to advise and revise the ongoing effort.. The basic scope of work was to develop a plan that determined achievable goals and strategies to assure an economically, socially and functionally successful town center for the City of Forest Grove. This report therefore goes forward for consideration by the city with the approval of the TCAC.

Planning Process

The Town Center Plan was developed using a collaborative planning process combining the knowledge and leadership of the TCAC and the community at large with a complete complement of consultants including: architects, urban designers, landscape architects, a national retail expert, economists, civil engineers, public policy specialists, and public involvement facilitators. All worked as a team and all were present at the Charrette Workshop.

The Town Center Planning Process used five basic steps, (see chart below):

1. Project Planning
 - meetings with the TCAC and staff to plan the project process
2. Research, Education, and Concept Development
 - the base data collection stage
3. Charrette Workshop (Sept. 19 - 23, '96)
 - plan development with daily public review
4. Review and Revise
 - gather input on charrette plan
 - 2 evening public session (April 23, 24, '97)
5. Strategic Action Plan
 - finalizing the plan as an action document



Public involvement covered a wide range of meetings. There were over 30 hours of meetings and presentations with business owners, city leaders, university officials, the United Church of Christ, the Rotary, and the Chamber of Commerce. A focus group was held with university students (see appendix for results). Public meetings were advertised in the newspaper, with flyers and by personal phone calls. It should be noted that the most important institutions in the town center, The United Church of Christ and Pacific University participated throughout. This participation is critical to the plan and to the building of it.

The highlights of the public process were three public sessions: a one evening kickoff meeting, during which a vision of the town center was discussed; a charrette workshop, where the plan was developed at a virtual downtown design studio over five days and four nights; and a two evening revise and wrap-up session. All totaled, there were 14 hours of formal evening public reviews, 32 day time hours of the open door charrette, and the 12 hours of open TCAC meetings. (By comparison, most town center plans average between 4 and 6 hours of public review time. See next chart).

Event	Date	Hours of Open Door Sessions	Hours of Formal Public Review
TCAC meeting	5/30/96	1.5 hours	
Public Kick-off	6/4/96		2 hours
TCAC	8/20/96	1.5 hours	
Charrette Workshop	9/19-23/96	32 hours	8 hours
TCAC	10/24/96	1.5 hours	
TCAC	12/19/96	1.5 hours	
TCAC	1/23/97	1.5 hours	
TCAC	3/20/97	1.5 hours	
TCAC	4/8/97	1.5 hours	
Final Public Review	4/23,24/97		4 hours
TCAC	5/29/97	1.5 hours	
Totals		44 hours	14 hours

The Work of Bob Gibbs

In order for the Town Center to survive and prosper, the retail and service businesses must be successful. Because of this central goal, retail expert Bob Gibbs was chosen as a lead team member. Bob lives in Michigan and practices nationally, working to revitalize old and build new mainstreets. He made three trips to Forest Grove, during which time he met personally with many of the business owners at their shops. He spent time traveling the area and studying the economic and demographic data. During the Charrette, he offered a merchandising seminar at 6 p.m. Saturday evening. Some 40 business operators attended.



Gibbs in action

The Public Kickoff Meeting.

The first formal public meeting was on June 4th, 1996 in the Christian Life Fellowship on Main Street. Over 50 citizens attended. The session was facilitated by Sumner Sharpe, with presentations by the city staff and the consultants. The agenda included: an introduction by city planner Karl Mawson, presentations by Bill Lennertz on goals of the process, retail observations by Bob Gibbs, and public involvement opportunities by Sumner Sharpe. Next, people worked in small teams in an exercise to brainstorm a 20 year vision for the town center. People were asked the question, "If you left Forest Grove today and returned again in 20 years, what would you see?" Categories were: atmosphere, transportation, retail, services, and the University. Other exercise asked questions regarding obstacles, opportunities, and landmarks, Questionnaires were distributed to gather more detailed ideas. (see complete results in Appendix).



Architects, engineers, economists and retail experts work in the Charrette together on the plan to incorporate the input of the business operator, and citizens in general.

The Charrette Workshop

A five day, continuous public design workshop was held in an empty storefront at the northeast corner of Main Street and Pacific on the 19th through 23rd of June, 1996, over Founders Day weekend. The storefront was transformed into a virtual design studio complete with computers, drafting desks and equipment, and meeting space. During the workshop a complete compliment of experts, citizens, business owners, University officials, public officials and staff and students convened to coauthor a draft plan. Each evening featured a public "pinup review" of the work of the day. The work was then adjusted according to comments expanded and presented the next evening. In this way, the plan proceeded very quickly with immediate feedback to keep it on track. The drawings and documents in this report are largely the result of the Charrette, combined with the revisions responding to the review and research period following.

The Policies and Actions are the guiding elements of the Town Center Plan. They are written to make it easy for the city to consider discrete policies for adoption, and then decide which action they are willing and able to commit to. The drawings and matrices complete the plan by visually describing the policies and actions. Following is a list of the elements contained within this plan:

- Policies and Actions statements
- Urban Design improvements within the public right-of-way (street, curb and gutter, and sidewalk rebuilding - pedestrian street crossing improvements - trees, benches and lighting).
- Land Use Plans
- Zoning recommendations
- Design Guideline recommendations
- Housing Strategies for downtown
- Transportation analysis and improvements (truck routes, traffic flow)
- Parking plans
- Landscape improvements recommended for local institutions that strengthen the town center
- Retail/service analysis and strategy
- Cost breakdowns of public and private improvements
- Funding strategies for public and private improvements
- Implementation strategies to build the plan over time
- Proformas for private building improvement scenarios
- Economic overview of the commercial market



Main Street Today

Downtown Forest Grove has several vital businesses, new and old, and civic institutions as well. In short, the downtown is doing better than it looks. Its future well being however is threatened by external forces, such as the completion of the bypass and an excess of commercial zoning. The plan summarized here seeks to exploit the existing historic character while adding a much needed renovation to the streetscape and increasing parking.

I. Design & Land Use:

Short Term

- Paint the lamp poles the color chosen by public ballot at the last public meeting.
- Undertake street, curb & sidewalk improvements.
- Install new streetlights and benches.
- Create a Town Center District with a unifying design code.
- Implement zoning that improves Pacific Avenue east of Main Street as development occurs.
- Provide incentives for modest renovations of building facades.
- Keep the post office and financial institutions downtown.
- Adjust the zoning to focus retail to the Town Center and Neighborhood areas.

Long Term

- Create a mid-block arcade between Main Street and the adjacent parking.
- Propose a passive park on the west lawn of the United Church of Christ along Main Street.

II. Transportation & Parking

Short Term

- Begin implementation of the parking plan by establishing a public/private shared parking agreement, by restriping on street and municipal lots, and by improving signage.
- Build an entry feature at the north intersection of the bypass that invites people to come downtown.
- Establish a truck route around Main Street between 21st and Pacific Avenues on A or B Streets.

Long Term

- Complete the remaining elements of the parking plan.
- Concurrent with the building of the bypass decouple traffic on Pacific and 19th Avenues.

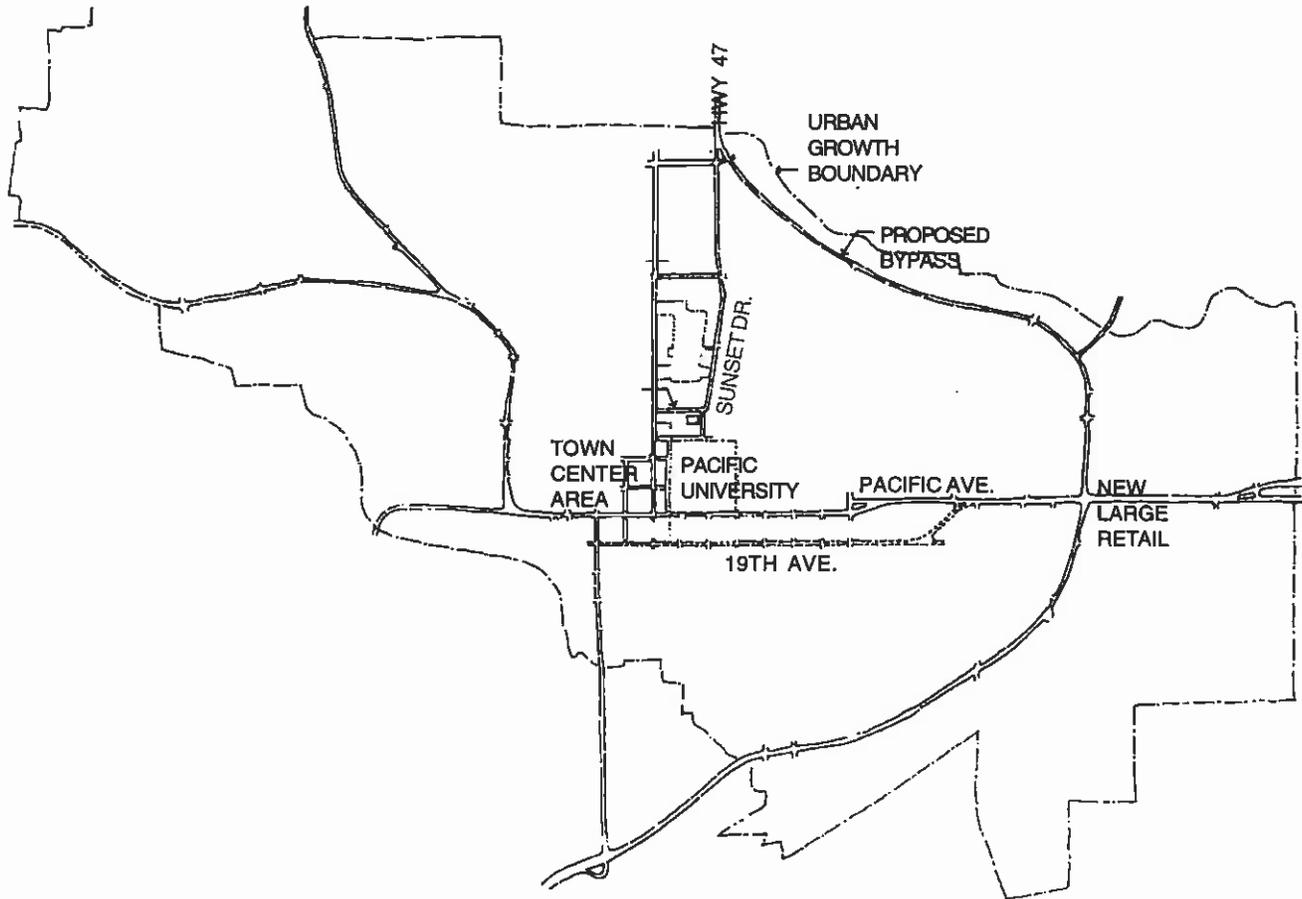
III. Management & Implementation:

Short Term

- Establish a Town Center Commission to lead and direct the effort.
- Develop a marketing strategy for downtown.
- Work with local banks to establish low interest loans for renovations.
- Establish incentives for locating businesses downtown.

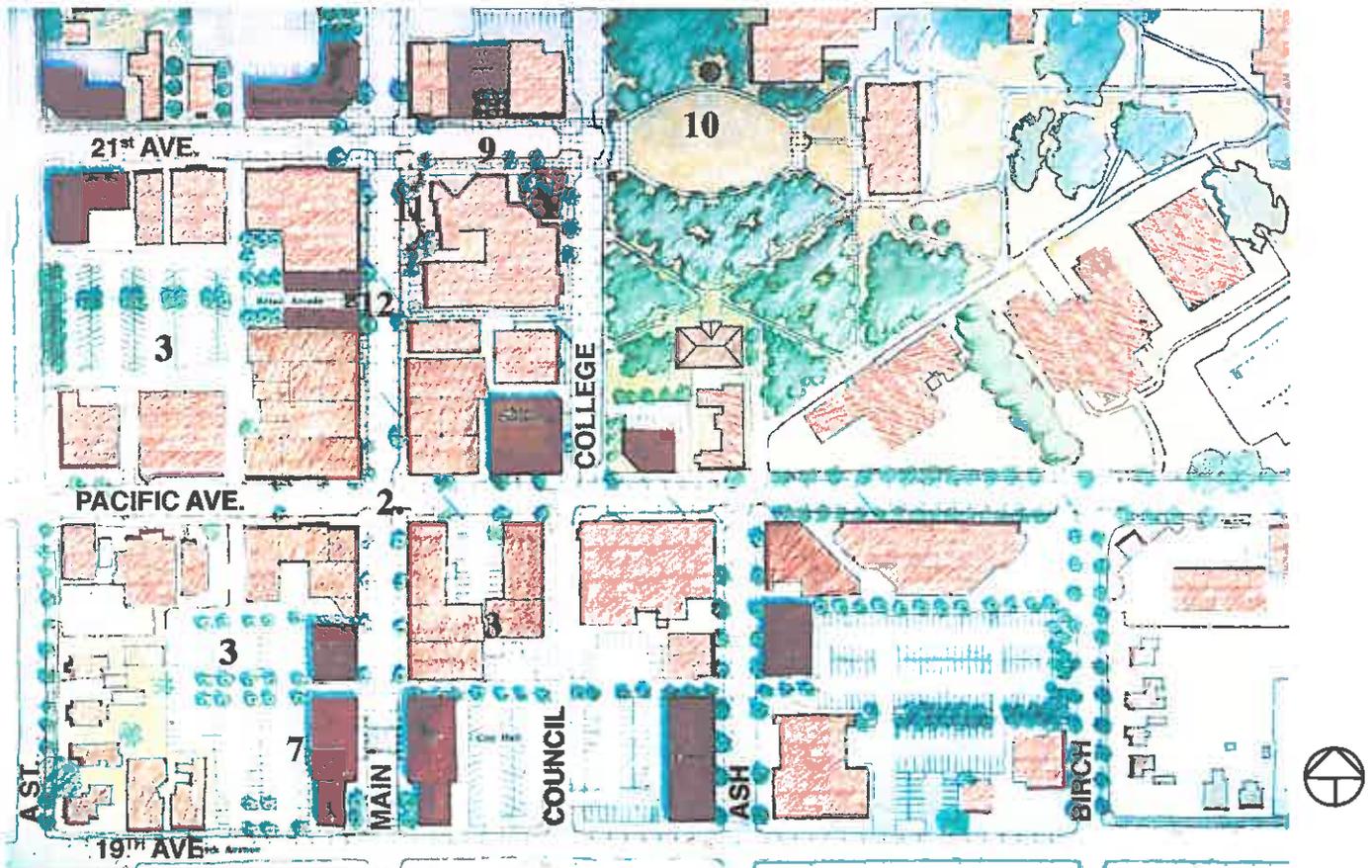
Long Term

- Assure that downtown businesses are supported during the street reconstruction period through coordinated promotional efforts, and construction management.



The Challenge to the Town Center

Soon to be constructed is a new northwest bypass road that, when completed, will provide a north/south route around the town center, thereby substantially changing the traffic and customer patterns. From the earliest days, timber trucks have passed through the town center. While representing the historic economic base of the city, these trucks have come to be considered by enough citizens to be disruptive to a shopping environment. Hence, the a bypass/truck route. In addition to decreasing the truck traffic, the bypass will have other effects on the town center. The new road may also reroute potential customers around the town center. Additionally, there are currently planned several large retail stores with attending small businesses at the new intersection of the bypass and Pacific Avenue. This shopping area will become a local center that will to some extent compete with the Town Center. Additional changes in retail, such as catalog and internet shopping and big box retail serve as competition to all downtowns. The Town Center Plan recommends a strategy to respond to these changes. The treatment of the north bypass intersection as a gateway and signpost to downtown is a key response, but the main strategy is an overall plan to make the town center look good, function well, and provide an attractive, safe, and convenient destination. In short, to make the Town Center a place where people can shop, and transact business, but most importantly, a great place where people want to spend time enjoying themselves.



The above plan illustrates one way that the Town Center could look 15 to 20 years from now according to the plan. Major improvements are:

1. The general improvement of Main Street and Pacific in the core: new sidewalks, curbs, street lighting, benches, and street trees.
2. Curb extensions at critical pedestrian crossings, especially at Main & Pacific, Main & 21st, 21st & College Way, College Way & Pacific.
3. Increased parking by standardizing on street parking space sizes and creating shared parking lots behind the blocks in the core.
4. Configuration of the new bypass intersections with proper signage to make it easy for visitors to find the downtown. (see diagram pg. 24)
5. The creation of a new east-west street north of University Avenue to divert non-university traffic away from College Way and University Avenue and onto Main Street. (see diagram pg. 24)
6. The concentration of retail zoning in the town center and in several neighborhood centers. see diagrams pgs. 16-18)
7. The location of City Hall and the Post Office at the corners of Main and 19th.
8. Increased housing in the Town Center. (see pg. 22)
9. The improvement of 21st between College and Main as the link/gateway to the University: wider sidewalks, continuous retail frontage with space for outdoor cafes, new street lights, and benches.
10. The development of a "Campus Green" by the University across from 21st.
11. The Main Street lawn of the United Church of Christ as a passive park.
12. A retail arcade to connect Main St. retail to mid-block parking behind.

THE FOREST GROVE TOWN CENTER PLAN POLICIES AND ACTIONS

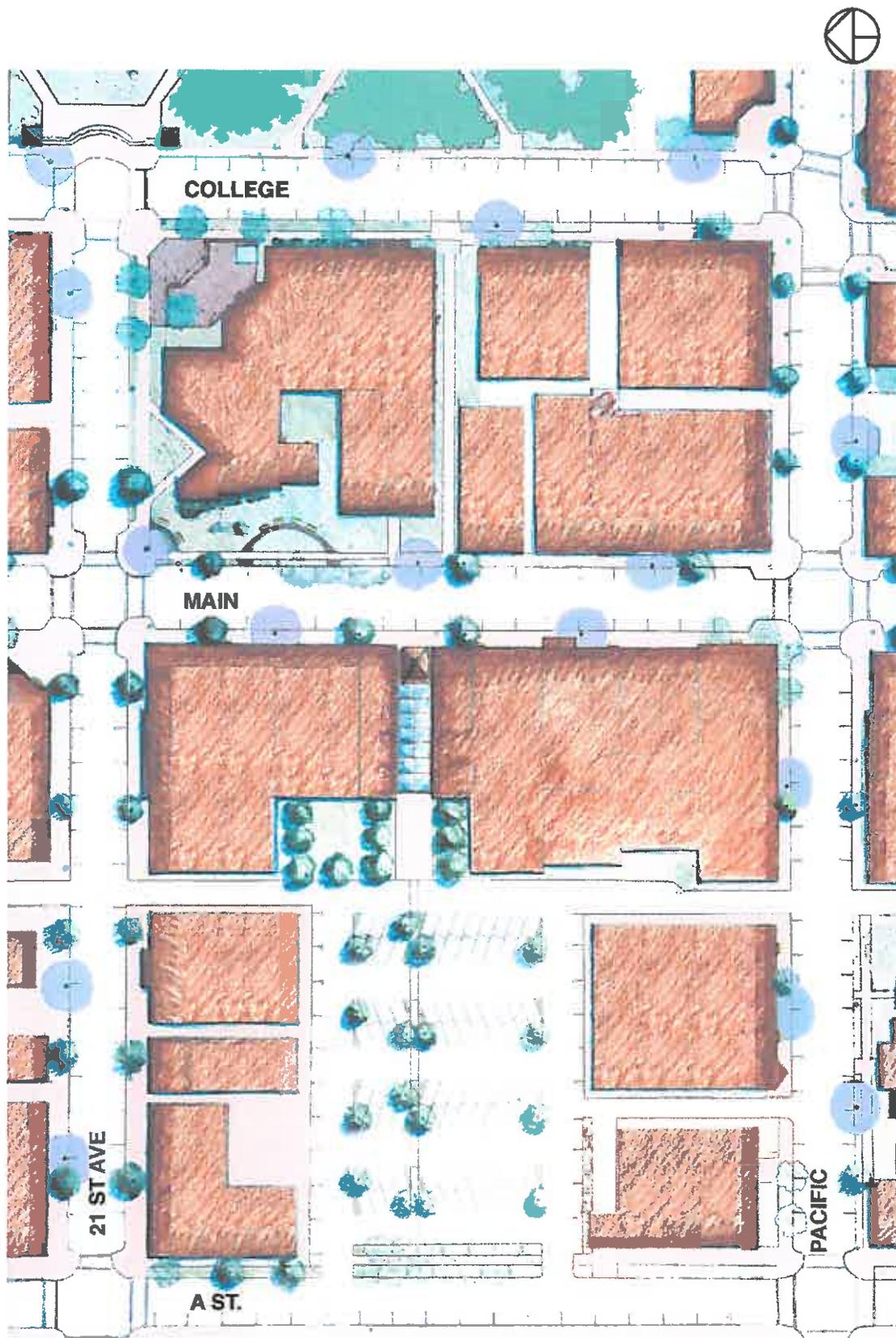
I. DESIGN AND LAND USE

1. ENHANCING THE PEDESTRIAN EXPERIENCE

Policy:

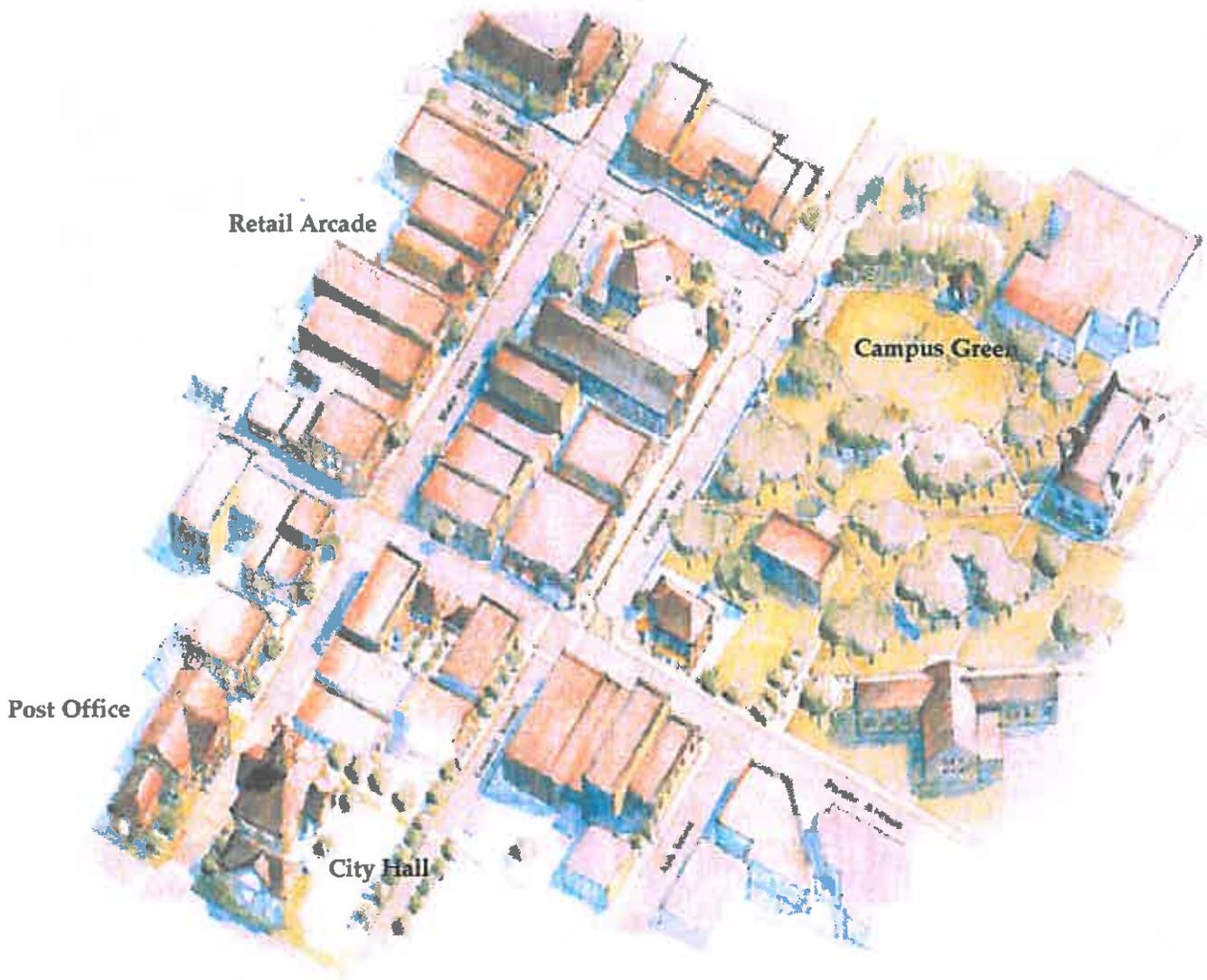
The pedestrian experience must be safe, convenient and interesting if the downtown is to succeed as a commercial location. Everything should be done within reason to enhance the streetscape.

Action Item	Who/How	Est. Costs	Priority
1.1 Paint the existing light poles a shade of dark green as agreed upon by the participants of the April public meetings.	<i>Public Works Color picked vote</i>	<i>Donation</i>	<i>Short Term</i>
1.2 Ease important pedestrian crossings (per plan). Install curb extensions and special restriping. <i>This action should not reduce existing street parking, and where street parking is reduced it should be replaced by nearby off street spaces. (see plan pg. 9)</i>	<i>Public works on city street, ODOT,</i>	<i>est. \$150,000 as part of the total street package</i>	<i>Short Term</i>
1.3 Establish the Main Street lawn of the United Church of Christ as a passive park per the plan and install brick walk and benches per the plan. <i>(see plan pg.11)</i>	<i>TBD: The Church or jointly with the City?</i>	<i>6 benches = \$4200 Brick pavers = \$3000</i>	<i>Long Term</i>
1.4 Assure that the ground floor of buildings within the town center core be articulated with shop windows and main entry doors so as to maintain a streetscape supportive to a unified shopping district.	<i>Provide "blank-wall" language in the City's zoning and Transportation Planning Rule.</i>	<i>staff time</i>	<i>Short Term</i>
1.5 Install street lighting (per plan), to augment existing lighting. <i>(see photo pg. 11, plan pg. 14)</i>	<i>Public Works</i>	<i>est. \$85,000</i>	<i>Short Term</i>
1.6 Repair and rebuild existing concrete sidewalks and curbs. Resurface or rebuild streets and associated infrastructure where necessary.	<i>Public Works per the plan.</i>	<i>est. \$2,132,670 for all streets in the Town Center core.</i>	<i>Short Term</i>
1.7 Initiate moderate, yet effective improvements to the facades of the buildings, such as painting, awnings, restoration of historic details.	<i>Building Owners using a low interest loan program established by a local bank.</i>	<i>range: \$500 to \$7500</i>	<i>Short Term</i>



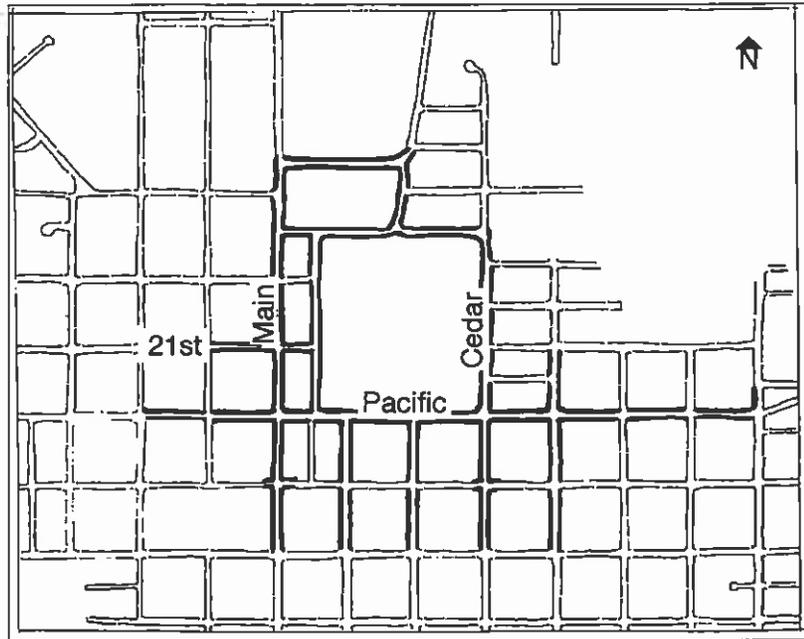
The plan above shows the Town Center in approximately 15 years. Details are provided on the following pages. Major improvements are:

- New pedestrian scaled street lamps in strategic locations to enhance existing street lighting.
- The addition of street trees in some areas. These are placed carefully to avoid blocking storefront windows and signs.
- Benches for shoppers along Main and Pacific. These too were positioned to not block storefront windows.
- Curb extensions at important intersections. These ease pedestrian crossing while maintaining on street parking.
- The addition of benches and paths on The United Church of Christ lawn along Main Street.
- The repair and repaving of the existing sidewalks, curbs and streets.



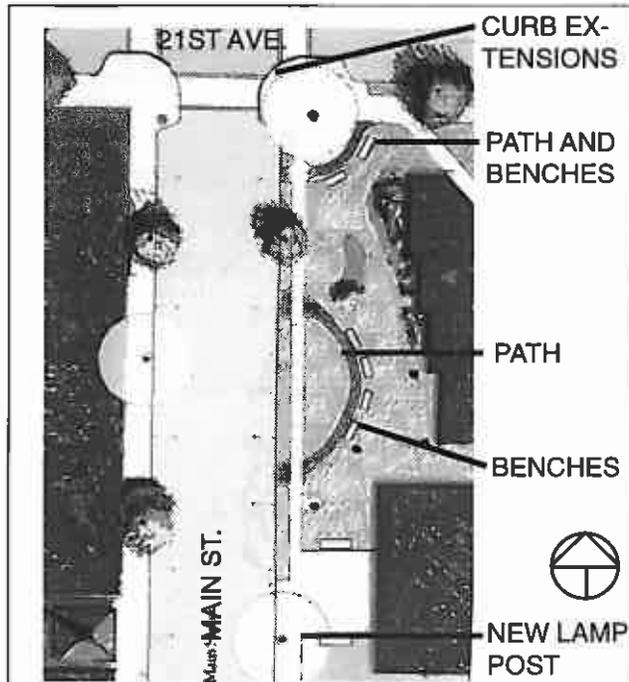
An Axonometric View of the Town Center Core
as a Possible Future Buildout According to the Policies of the Plan

The above view shows one vision of the Town Center in the future. The south end of Main Street is anchored by a new post office and city hall. The streets and sidewalks have been improved with new lampposts, trees and benches. Mid-block surface parking capacity has been increased. A pedestrian retail arcade connects the existing midblock municipal parking lot to Main Street. New buildings have been built on vacant sites or in place of street-fronting parking lots. Some one story buildings have added housing above. The University has established the area west of Marsh Hall as a Campus Green, where activities for the entire city are staged.



"A" Streets

The proposed zoning is designed to guarantee that streets that serve as important pedestrian connectors between the downtown and its surrounding neighborhood maintain the qualities of being safe, convenient and interesting. This would mean that on street parking shields the pedestrian from traffic, buildings or green space line these streets and parking lots are not visible. These streets, called "A" streets are shown in the adjacent diagram with heavy lines.



Possible Future Park

Shown here is the proposed park on the United Church of Christ property. The existing flower beds and large trees would be left in tact but the addition of small paths and benches allows this space to be used by the public. Curb extensions are also shown here. These reduce the crossing time for pedestrians while slightly slowing traffic. Because on street parking is currently not allowed within 20 feet of intersections, curb extensions do not take out any parking spaces.



Street Lamps

The study found that lighting downtown at the pedestrian level was poor. Rather than replace the existing 'cobra head' fixtures, it is recommended that additional pedestrian scaled street lamps be placed in strategic locations. The existing street lamps will be painted a dark green as voted on during the public meetings. The exact location of the new lights can be seen on plan on page 9.



Main Street Looking North to 21st

A general upgrade to the street and sidewalk includes, pedestrian level lighting, new street surfacing plus concrete sidewalks with curb and gutter. A new signage and architectural code, a few benches and a park on the church property will make Main Street a place where people will want to spend time. A new mid-block building shown, provides a retail arcade connecting to the shared parking behind. Another new building at the northwest corner of 21st and Main, anchors the north end of the street.



Arcade entrance is located at the center building.



The arcade is well lit, with shop windows throughout



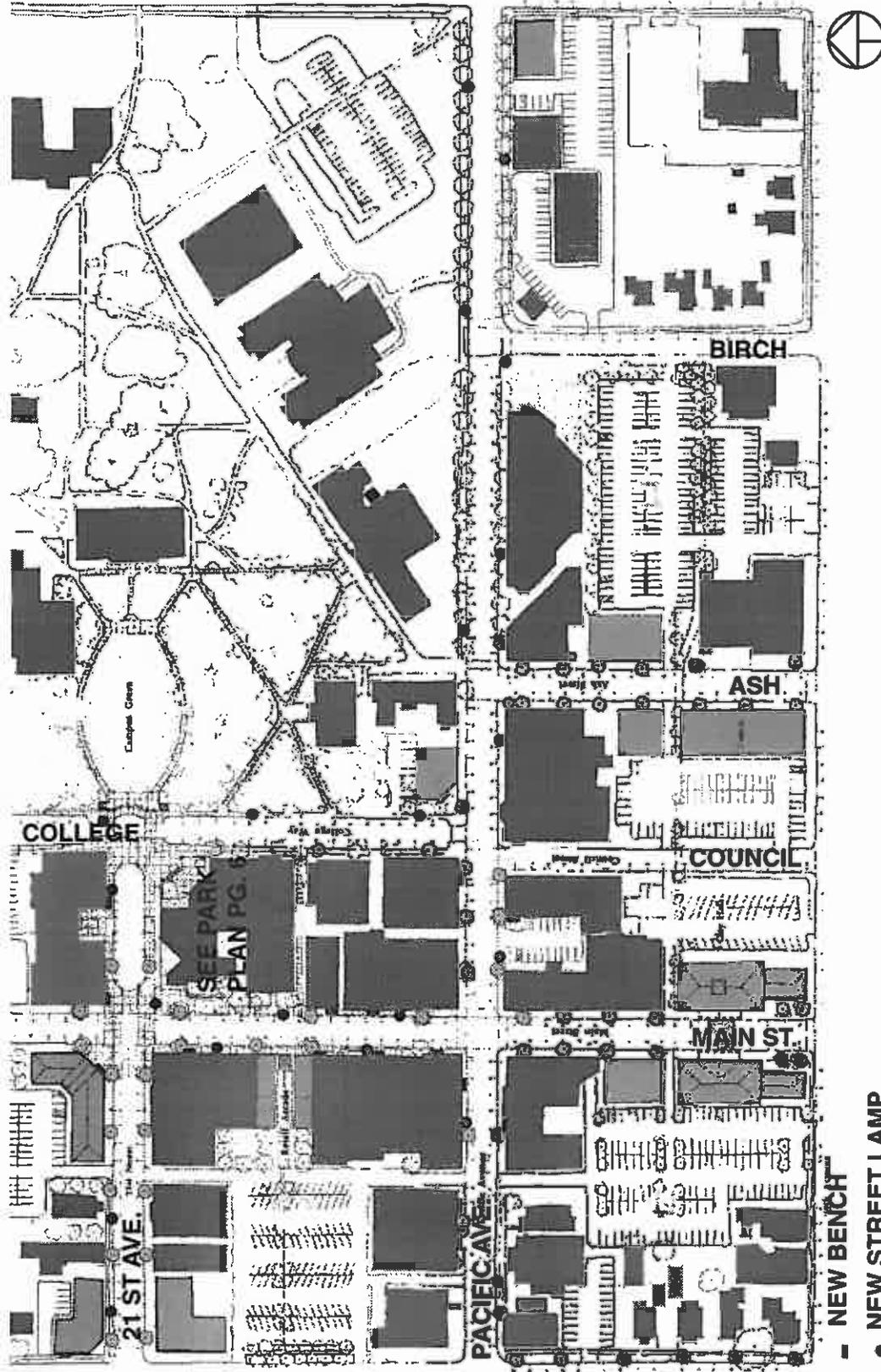
The arcade connects this active alley and parking lot with the retail street.

Bend Oregon has a good example of a successful retail arcade that connects Wall Street, the main shopping street, with the parking areas behind. The arcade actually extends the retail frontage of the street. The arcade, which is well lit by lighting fixtures and a skylight, has store windows and entrances directly off the passageway.



21st Street as the City-University Link

A detail showing the concept of making 21st a place for formal and informal public activities. Wider sidewalks with cafes and benches at this, the entrance to the University, can make this one of the major activity areas of the City.



The above plan shows the proposed locations for new benches, lampposts, and street trees within the downtown core. The lamp posts are spaced between the existing street lights to maximize the effectiveness of each lamp. Street trees are placed in line with the common walls of buildings to avoid blocking storefront windows and signs. Benches also are placed so as not to block storefront windows and conveniently placed for shoppers.

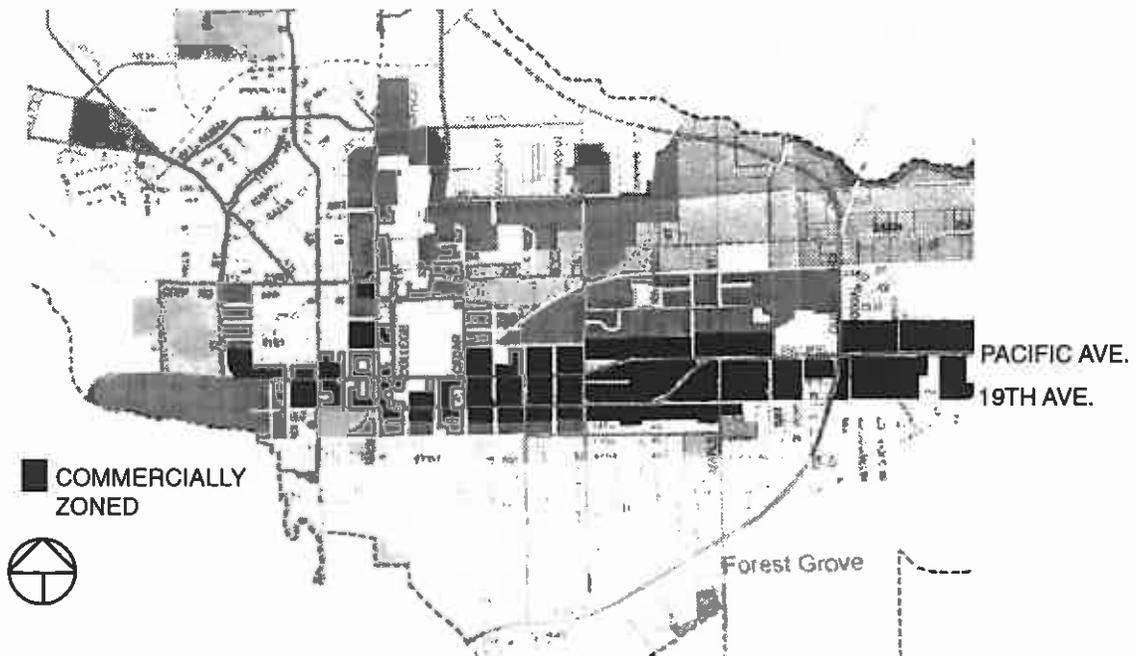
CITY OF FOREST GROVE TOWN CENTER PLAN

2. REINFORCING THE DOWNTOWN AS A CIVIC, FINANCIAL AND BUSINESS CENTER

Policy:

Keep the amount of retail zoning proportional to projected demands. Focus retail zoning on the Town Center Core, and on specific locations convenient to neighborhoods.

Action Item	Who/How	Est. Costs	Priority
2.1 Rezone the Town Center to limit retail to the core and to locations along Pacific Avenue at major corners at no more than 1/4 mile intervals as neighborhood convenience retail. <i>see diagrams pgs. 10-12)</i>	<i>Contained within the Town Center Plan. Recommended by the TCAC, action by Council.</i>		<i>Short Term</i>
2.2 While all retail and services are allowed in the town center zone, those that rely on walk-in business are heavily encouraged on the ground floors.	<i>ditto above</i>		<i>Short Term</i>
2.3 Allow, but do not require retail at the neighborhood service locations.	<i>ditto above</i>		<i>Short Term</i>
2.4 Prohibit retail from other areas within the Town Center area.	<i>ditto above</i>		<i>Short Term</i>

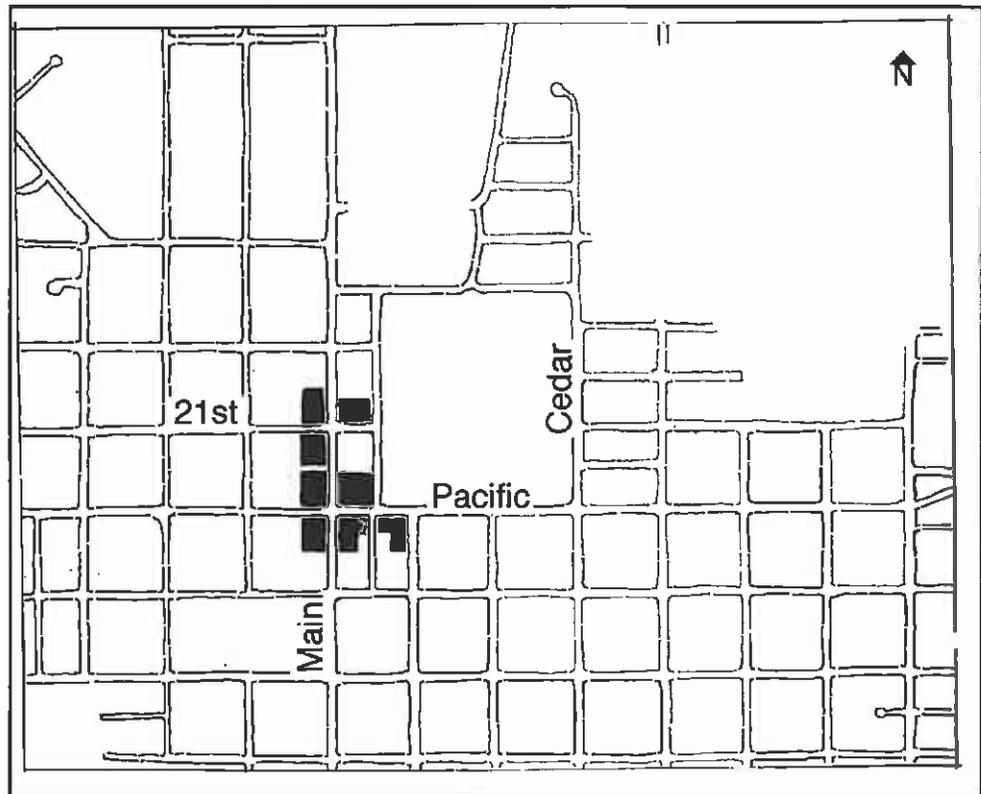


Existing Zoning

Existing Zoning Diagram showing the commercial zoning along Pacific Avenue. The study shows that there is far greater retail zoned than the city can possible absorb in the foreseeable future. (See Leland Consulting Group Report)

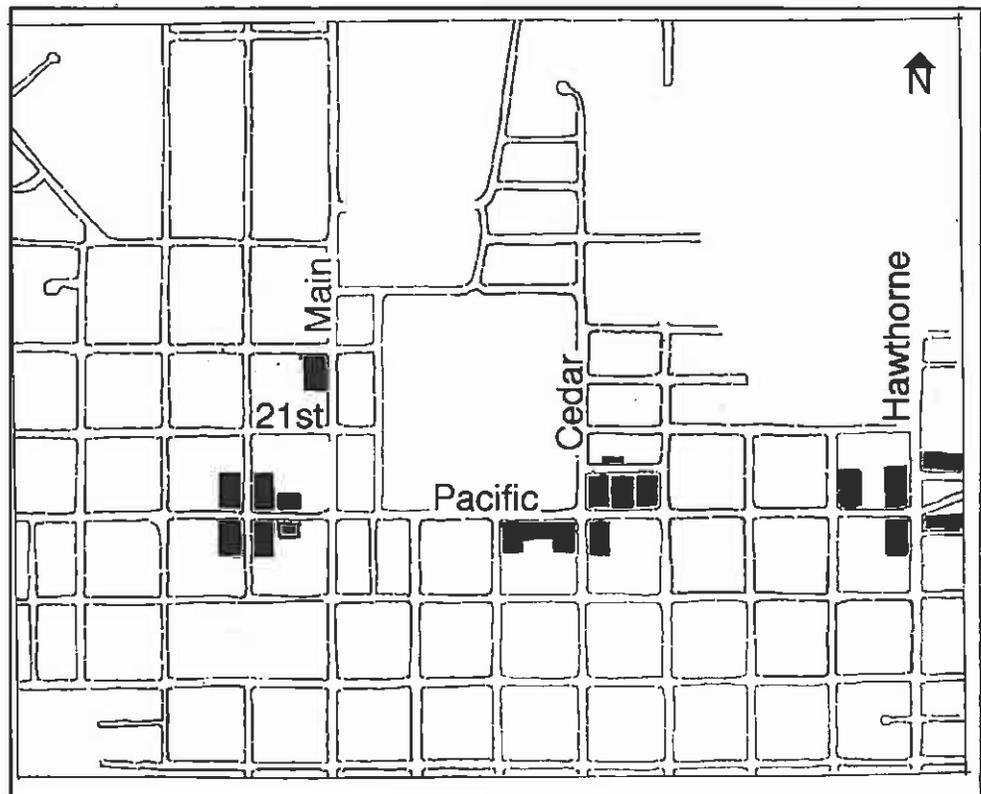
TCA - TOWN CENTER MIXED-USE

- 2 story minimum, 4 stories maximum
- ground floor retail or office required
- services relying on walk-in business encouraged on ground floor
- office and residential allowed on upper floors



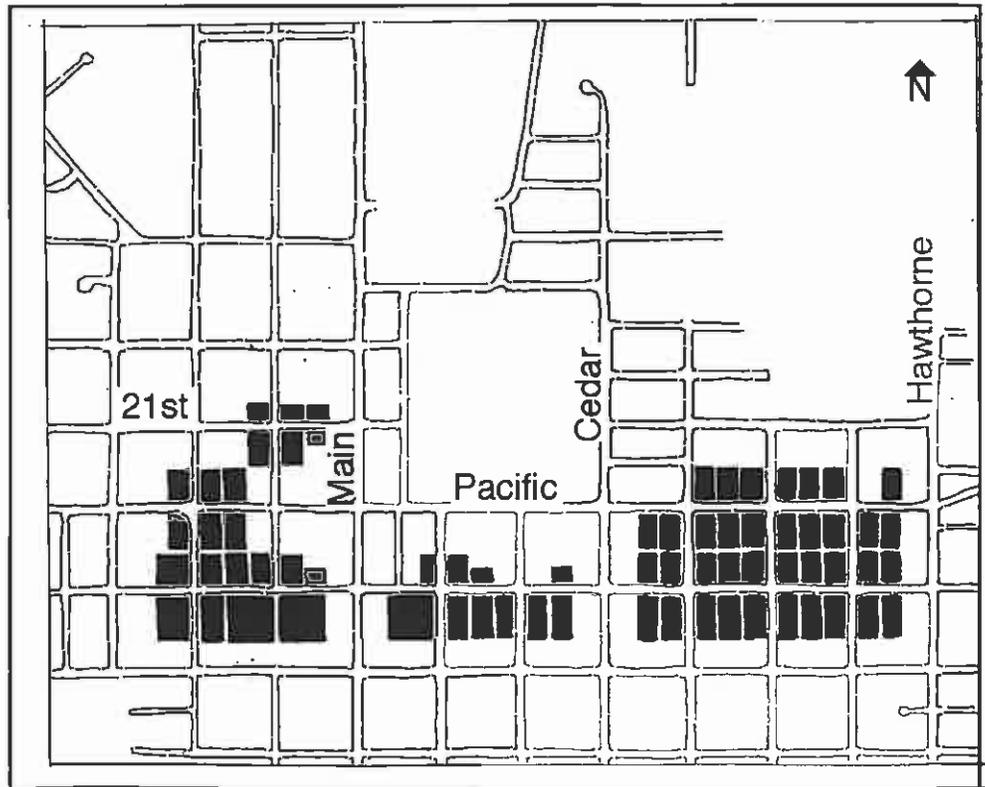
TCB - TOWN CENTER MIXED-USE

- 2 story minimum, 4 stories maximum
- ground floor retail, office, light industrial allowed
- office and residential allowed on upper floors



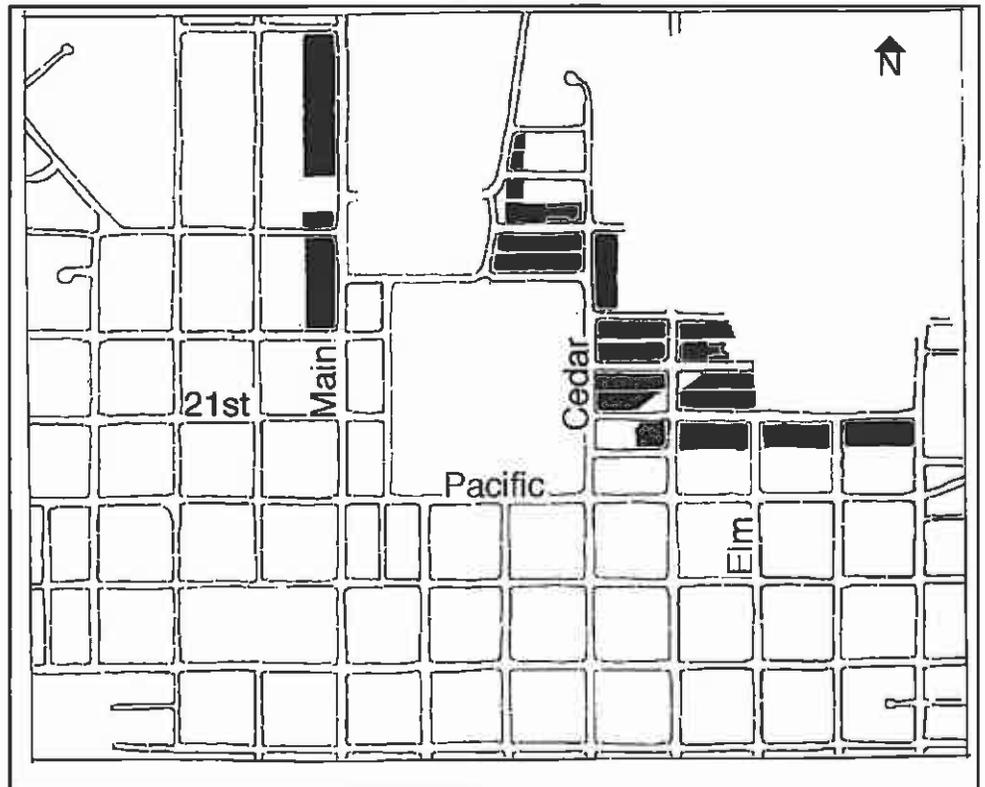
TCX - TOWN CENTER MIXED-USE

- 2 story minimum, 4 stories maximum
- ground floor retail not allowed
- office, light industrial, residential allowed all floors



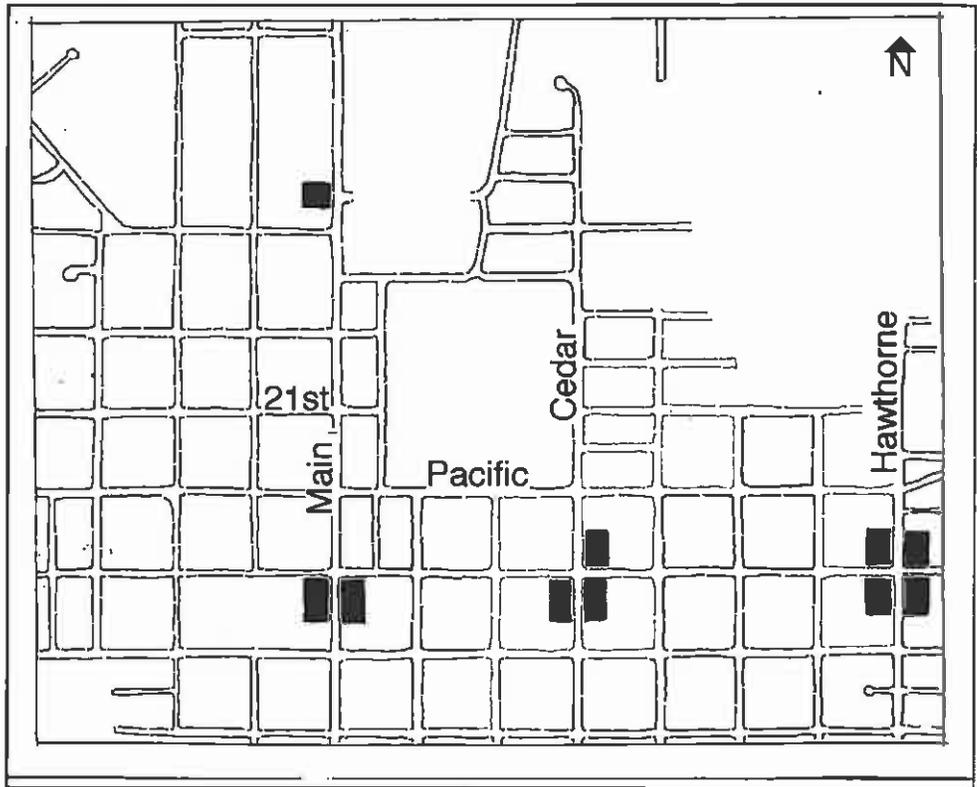
TCR - TOWN CENTER RESIDENTIAL

- 2 story minimum, 4 stories maximum
- residential allowed all floors
- limited work allowed on ground floor



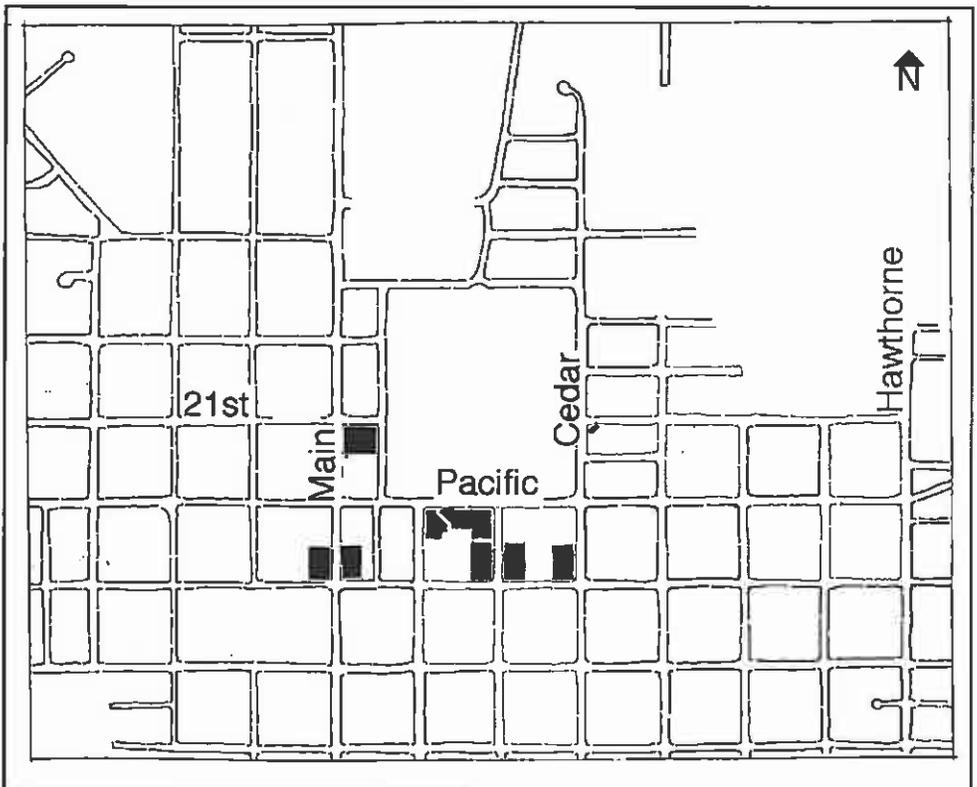
NHS - NEIGHBORHOOD SERVICE

- 2 story maximum
- ground floor retail, office, light industrial allowed
- office & residential allowed on upper floors



TOWN CENTER CIVIC BUILDINGS

- Shown are some of the downtown civic buildings



Policy:

Efforts should be made to keep existing city services, the post office and banks downtown.

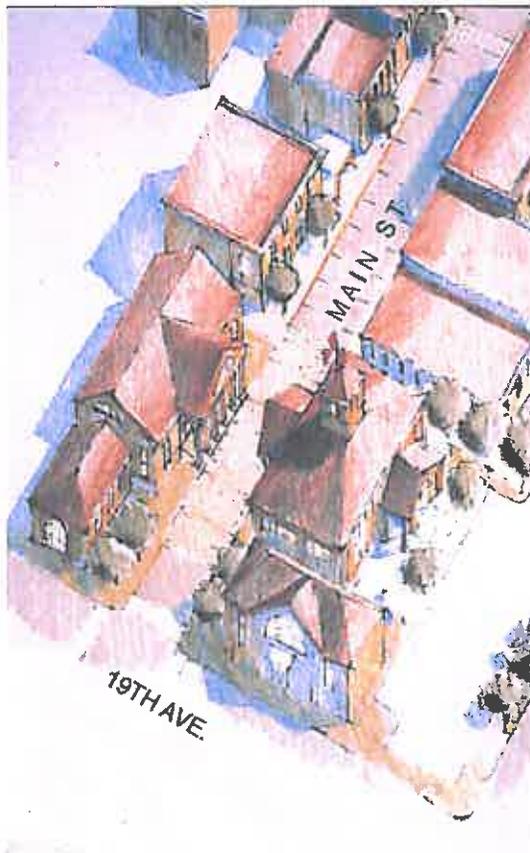
Action Item	Who/How	Est. Costs	Priority
2.5 Facilitate the relocation of the post office to the NW corner of Main and 19th. (see drawings pg. 14)	<i>Joint effort by chamber, city and university to lobby the Fed. to keep it in town.</i>		<i>Long Term</i>
2.6 Make all efforts to encourage existing financial institutions to remain downtown and to attract new ones to relocate downtown.	<i>Part of the ongoing work of the new Town Center Committee</i>		<i>Short Term</i>
2.7 When the City is ready for a new City Hall, build it on the NE corner of Main and 19th. (see drawings pg. 14)	<i>Recommended by TCAC, Action by city council. Funding by bond measures or general fund</i>	<i>example: 25,000 SF building at \$2 to 2.5 mil.</i>	<i>Long Term</i>



The United Church of Christ was the first institution in Forest Grove. It remains a vital institution on Main Street.



Institutions such as the Masonic Temple still thrive in downtown Forest Grove



Forest Grove Civic Center

A View Looking South on Main toward 19th with the new City Hall on the left and the Post Office on the right. This location of a new City Hall is currently part of the city plan. The Post Office wants to expand, and it is difficult to do so in its current location. The corner of Main and 19th provides both a strong connection to the Town Center on Main Street and good truck access off 19th. Keeping the civic buildings downtown is critical to its long term success. This location of these buildings provides an anchor at the southern end of the Main Street 1000 feet shopping district. The proposed designs show both buildings having porticos extending over the sidewalks. This technique provides a visual termination of the end of main street by the most important buildings in town.

3. PRESERVING, RESTORING AND BENEFITING FROM HISTORIC ARCHITECTURE

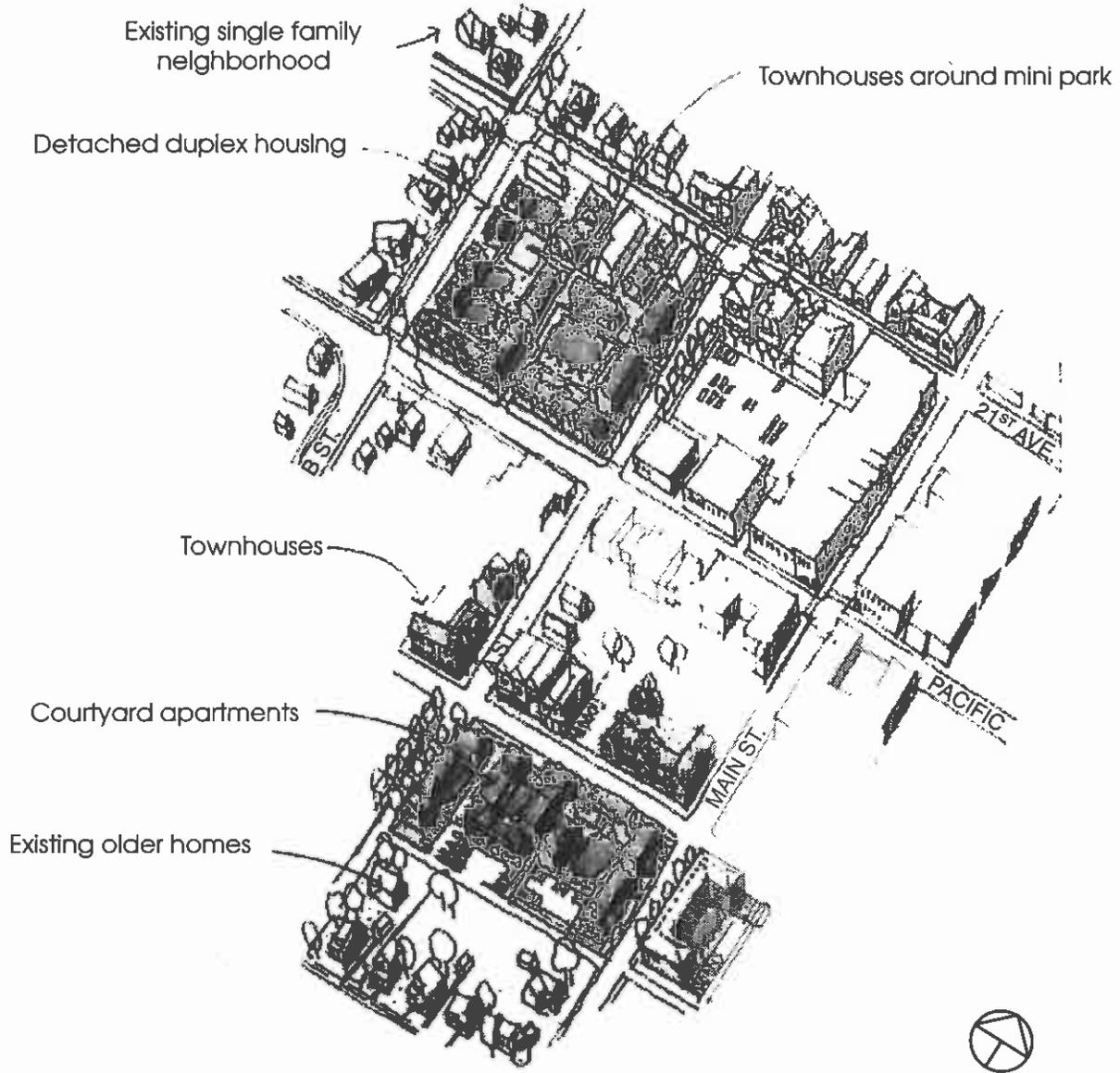
Policy:

The architectural heritage of Forest Grove is a unique treasure that can add to the potential of the downtown as a destination. Codes and incentives should be established to maintain and continue this heritage.

Action Item	Who/How	Est. Costs	Priority
3.1 Require that all building improvements support the best aspects of historic architectural character of the building and the district	<i>Review existing guidelines and make recommendations as Part of the Town Center Plan. Amend guidelines, action by city council</i>		<i>Short Term</i>
3.2 Review and revise the sign ordinance to support the policy. (see appendix)	<i>Same as above</i>		<i>Short Term</i>
3.3 Provide building code language that allows incremental improvements to be made to historic structures without the burden of complete compliance with ADA and earthquake requirements. (see Portland's code).	<i>Same as above</i>		<i>Short Term</i>
3.4 Work with the Historic Land Board to identify and prioritize the overall rehabilitation of local and national historic properties.	<i>Same as above</i>		<i>Short Term</i>
3.5 Provide incentive programs for historic improvements.	<i>TCC pursues low cost loans with local banks. Provide assistance for designation as historic buildings to get tax credits.</i>		<i>Short Term</i>



The existing downtown Main street features many significant historic buildings



Downtown Housing Strategies

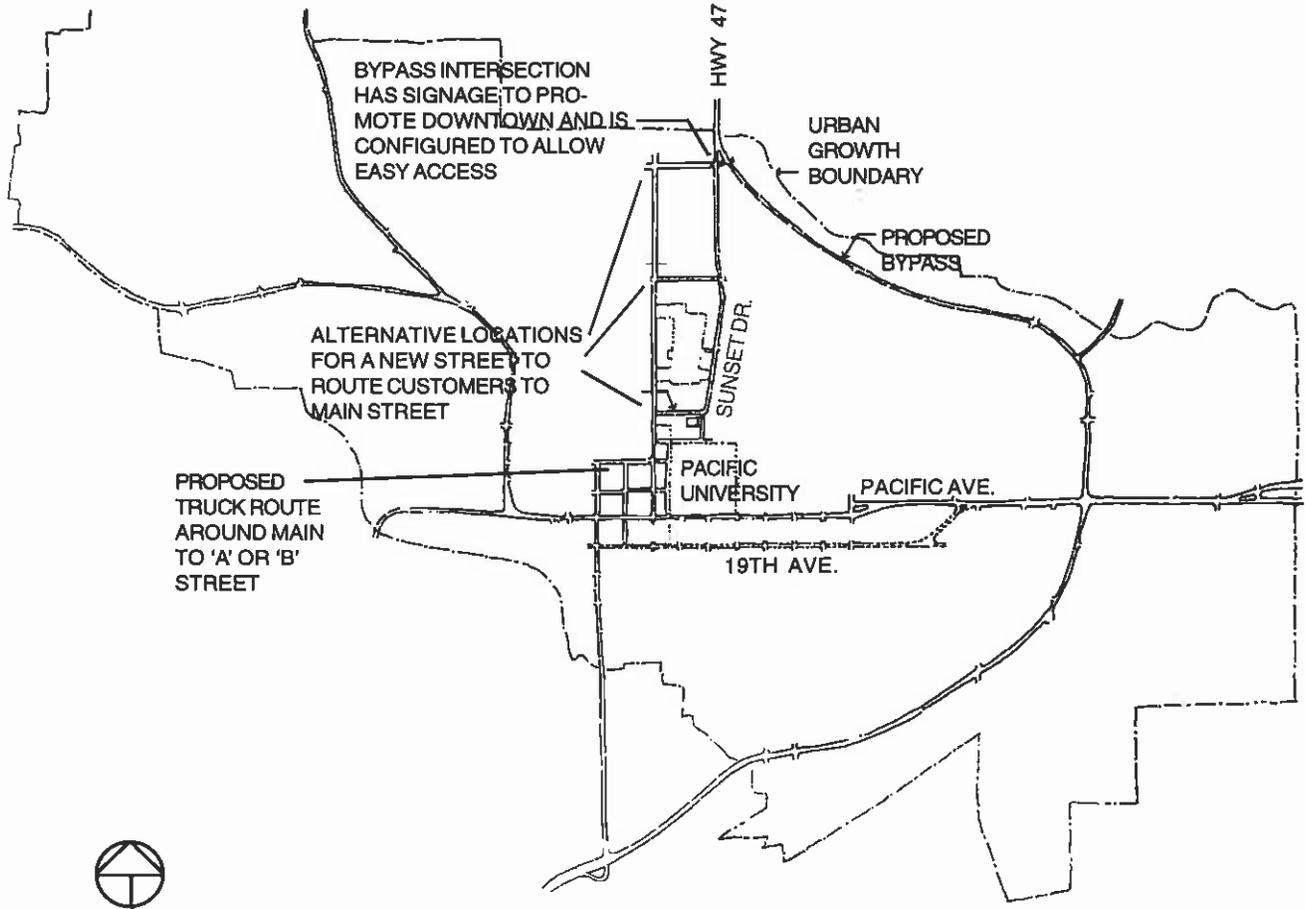
A key component of Forest Grove's role as a Town Center within the region, and to have a vital, safe 24 hour downtown is to have housing in the core. Compatible increased density can be achieved through renovation and infill as shown above. A variety of building types such as townhomes, duplexes, and courtyard apartments are compatible with each other because of their similar relationship to the streetfront: each has their main entrance on the street, each has the car stored behind and each has a similar massing on the street.

4. MANAGING VEHICULAR TRAFFIC

Policy:

In order to maximize the downtown customer market, traffic should be managed so as to facilitate the flow of potential customer traffic through the downtown, and likewise route heavy commercial traffic around the downtown.

Action Item	Who/How	Est. Costs	Priority
4.1 Work with ODOT and Washington County to assure that the design of the intersection of Sunset and the new bypass encourages customers to visit the downtown.	<i>Planning department, chamber design signage or gazebo at intersection.</i>	<i>est. range: \$2000 to \$15,000</i>	<i>Short Term</i>
4.2 Once the bypass is built, study the impact of decoupling Pacific and 19th in order to route the most potential customers past downtown businesses. The study should address such issues as increased market value versus traffic flow.	<i>Public works and planning. TGM grants.</i>	<i>est. \$45,000</i>	<i>Long Term</i>
4.3 Once the bypass is built, study the impact of a new street to connect Sunset to Main, north of University Ave., to increase the amount of traffic (customers) on Main. <i>(see diagram following page)</i>	<i>Public Works Possible joint effort with the University.</i>	<i>est. range \$240,000 to \$320,000</i>	<i>Long Term</i>
4.4 Reroute heavy truck traffic off Main Street. <i>This task is concurrent with the bypass.</i>	<i>Public works,</i>	<i>See 21st and A street budgets</i>	<i>Short Term</i>



While the bypass will divert most trucks around downtown, there is a danger of diverting all traffic, including shoppers, away from the downtown retail. Clear signage and easy access are essential for directing motorists downtown and capturing this retail market. A design feature such as a gazebo placed at the intersection would also help to interest passers-by. Once the bypass is in place, a study should be conducted on an additional street to connect Sunset Drive to Main Street. This would make it easier for people to find Main Street. There are several businesses downtown that require frequent truck delivery. These trucks should be routed off of Main Street and onto A Street or B Street at 21st Avenue. A study should also be conducted after the effects of the bypass can be gauged on restoring Pacific Avenue and 19th Avenue to two way traffic.

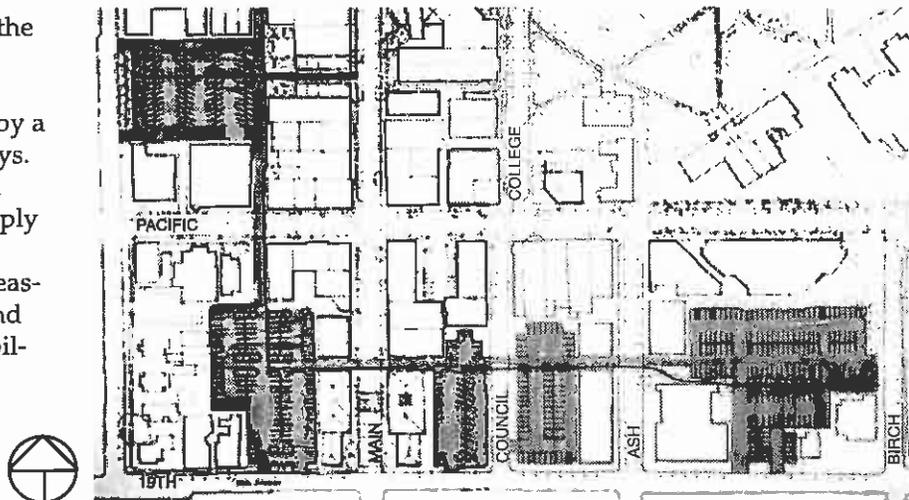
5. FACILITATING PARKING

Policy:

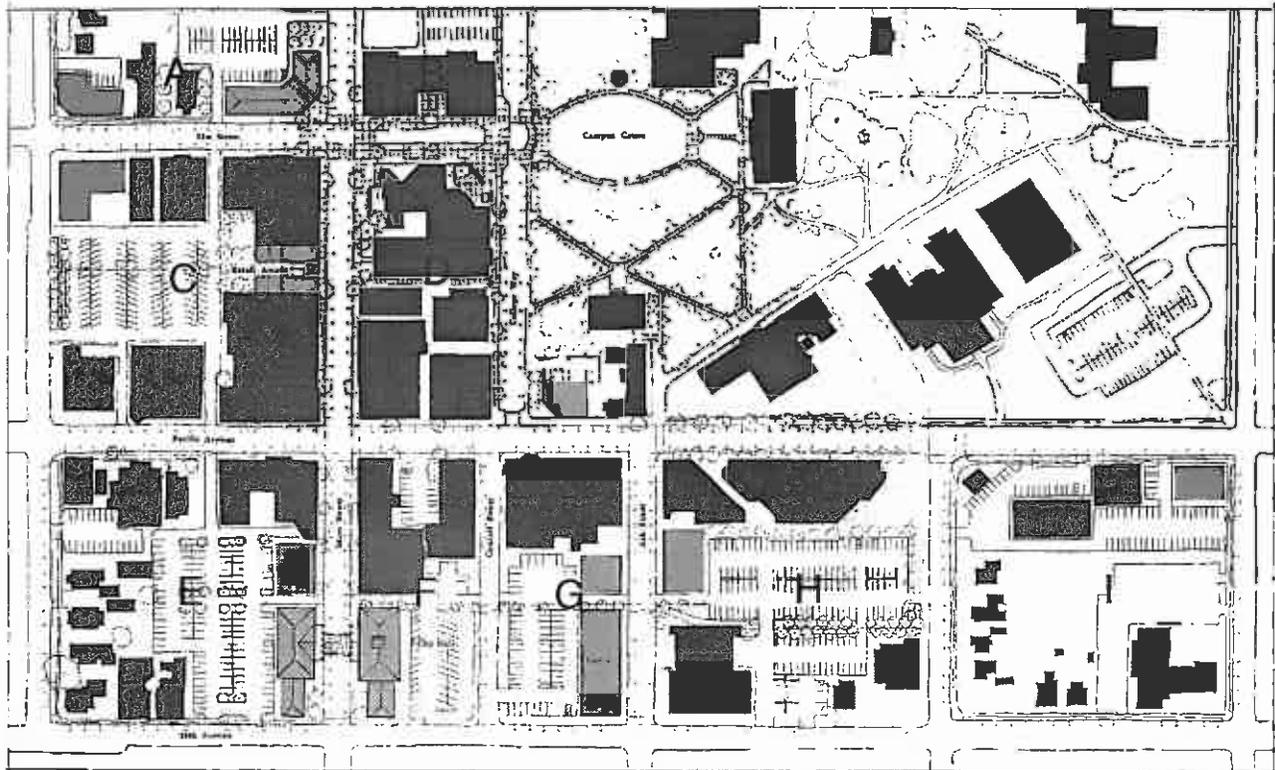
Maximize the parking capacity in the downtown. Enhance the experience of their users, making it easy to find parking and to drive from one lot to the next.

Action Item	Who/How	Est. Costs	Priority
5.1 Establish a public/private shared parking plan.	<i>Lead by public works, jointly with property owners and University</i>	<i>TBD</i>	<i>Short Term</i>
5.2 Gain more parking by restriping the existing street parking in the downtown (after the resurfacing) to more efficient standards. (see diagram pg. 26)	<i>Public Works</i>	<i>est. \$10,260 including sealing as part of parking lot renovation</i>	<i>Short Term</i>
5.3 Increase the capacity and safety in municipal off-street parking lots by resurfacing, restriping and improving lighting. Include trees to shade cars and improve appearance.	<i>Public Works -</i>	<i>Est. West Main lot \$61,560 South Main Lot \$137,048</i>	<i>Short Term</i>
5.4 Maximize the overall capacity of the sum of the private off-street parking lots and allow easy circulation between them. (see diagram below)	<i>part of 5.1 above</i>		<i>Short Term</i>
5.5 Work with the University and the business owners to create a parking management program that maximizes convenient parking for customers.	<i>Public works and the University, possibly in conjunction with the University Masterplanning process.</i>		<i>Short Term</i>
5.6 Establish a signage plan that makes it easy for customers to find parking and to move to another lot when one is full.	<i>part of 5.1 above</i>	<i>TBD</i>	<i>Short Term</i>

This diagram shows the proposed midblock shared parking lots. These are connected by a simple system of alleys. When one lot is full a shopper or client simply drives through to the next lot, thereby increasing both the actual and the perceived availability of parking.



CITY OF FOREST GROVE TOWN CENTER PLAN



The Downtown 5 Year Parking Plan



 indicates existing buildings

 indicates new buildings

The above plan analyzes the parking component of the 5 year plan. The major moves are standardizing the size of on-street parking to 22 feet, the consolidation of shared parking lots at the rear of the buildings, and the reduction of some curb cuts. The result is an increase of both on-street and on site parking.

- BLOCK A - While two new buildings are proposed on the portion of the block shown, a consolidated lot helps to maintain the existing number of parking spaces. This would require the cooperation of the owners of the lot on the corner of 21st and Main and the property to the west.
- BLOCK B - Remains the same
- BLOCK C - The larger shared lot in the center of this block would require the cooperation of the city municipal lot and the bank on the corner of Pacific and A streets. This new lot is much more efficient, the net loss of parking on the block is due to the new building on the north west corner.
- BLOCK D - remains the same
- BLOCK E - This consolidated lot requires the cooperation of the bank, the mortuary and all property owners on the east half of that block. In addition, the back portion of one lot along A street must be obtained and a portion of a building on the mortuary property must be removed.
- BLOCK F - While the north half of the block remains the same, the south half would be reconfigured to build the city hall and parking lot.
- BLOCK G - No lots would be reconfigured as the

- city owns the affected properties.
- BLOCK H - All property owners on this block would have to cooperate.
- BLOCK I - The 5 parcels on the northern third of this block would be consolidated for this plan.

Block	Existing On Site	Proposed On Site	Existing On St.	Proposed On St.***
A*	55	56	15	20
B*	22	22	13	16
C	102	90	42	45
D	4	4	41	44
E	79	147	52	52
F	51	67	32	40
G	101	61	26	29
H	118	155	35	42
I	102	128	52	51
Other**	22	8	NA	NA
Totals	634	738	308	339

Total gain of 135 spaces

*Portion of block shown on plan

** University lot on corner of College and Pacific

III. MANAGEMENT AND IMPLEMENTATION

6. ENSURING THAT THE TOWN CENTER PLAN MOVES FORWARD AS AN ONGOING IMPROVEMENT EFFORT.

Policy:

The success of the plan depends on a continuously funded, collaborative, and city-wide commitment to the policies and actions.

Action Item	Who/How	Est. Costs	Priority
6.1 Establish an entity (i.e., a Town Center Committee and/or Development Corporation), comprising business people and representatives of the district as a whole to provide the primary direction and leadership in the implementation of the Plan.	<i>Recommendation by TCAC, action by City Council</i>		<i>Short Term</i>
6.2 Appoint and fund a director position so that someone is in charge of managing the effort.	<i>Possible Grant from the Mainstreets Program</i>	<i>\$20,000/yr. half time</i>	<i>Short Term</i>
6.3 Commit to a working process that keeps the effort vital and that evolves the whole community.	<i>Recommendation by TCAC, action by City Council</i>		<i>Short Term</i>
6.4 The City should coordinate its policies with those of the entity and support it's initiatives .	<i>Recommendation by TCAC, action by City Council</i>		<i>Short Term</i>
6.5 The Town Center Plan, in its final form, should be adopted into the Comprehensive Plan.	<i>City Council</i>		<i>Short Term</i>

7. MANAGING THE RETAIL

Policy:

The City and the new Town Center Committee should coordinate their efforts to enhance and manage downtown retail.

Action Item	Who/How	Est. Costs	Priority
7.1 Assure that downtown businesses are supported during the street reconstruction period. Undertake a special marketing campaign for the downtown for this time.	<i>TCC, special assistance from the newspaper and other media</i>	<i>staff time</i>	<i>Long Term</i>
7.2 Hire the ongoing advice of a retail/business consultant.	<i>Possible grants from Mainstreets program with matching funds from private sources</i>	<i>EST \$20,000/yr.</i>	<i>Long Term</i>
7.3 Establish performance-based	<i>Planning department</i>	<i>staff time</i>	<i>Short</i>

7.3	Establish performance-based design standards for downtown retail.	<i>Planning department via special town center district code</i>	<i>staff time</i>	<i>Short Term</i>
7.4	Develop a management plan for downtown retail that focuses on a niche market such as antiques and/or wine.	<i>TCC</i>		<i>Short Term</i>

8. ENCOURAGING BUILDING IN THE TOWN CENTER

Policy:

Development in the downtown should be directed by the city to ensure that new buildings are encouraged and that existing buildings are renovated; that such buildings are compatible with each other while also relating to the pedestrian; that retail be safeguarded along certain street frontages (per the plan); that renovation is equitable for all scales of ownership; and that the permitting process be simplified and facilitated.

Action Item	Who/How	Est. Costs	Priority
8.1 Develop a joint demonstration project between the City and the University.	<i>Joint effort between city council and University, coordinated with Town Center Plan and PU Masterplan.</i>	<i>TBD</i>	<i>Long Term</i>
8.2 Institute a set of incentives and standards including: no parking requirements, and district specific design/renovation standards.	<i>Part of the Town Center Plan, action by Council</i>		<i>Short Term</i>
8.3 Work with local banks to establish a low cost renovation loan program.	<i>TCC with possible assistance of Livable Oregon</i>		<i>Short Term</i>
8.4 Establish the boundaries of the Downtown District Zone and amend the comprehensive plan according.	<i>Part of the Town Center Plan, action by Council</i>		<i>Short Term</i>

Retail Study
Report by Robert Gibbs

Robert Gibbs is a nationally recognized leader in helping small town mainstreets compete in the ever-changing demands of today's retail market. Bob visited Forest Grove for 3 days in June to meet business owners in preparation for the Charrette. During his second trip he was present for the entire 5 day Charrette. Following are his observations and recommendations.

During early June and mid September, 1996 Gibbs Planning Group along with Lennertz & Coyle Architects (GPG/LC) conducted a brief field analysis and planning Charrette in Forest Grove, Oregon. The purpose of the planning study was to determine the potential for maintaining and expanding Forest Grove's downtown commercial area and how to improve the overall quality of life for its residents.

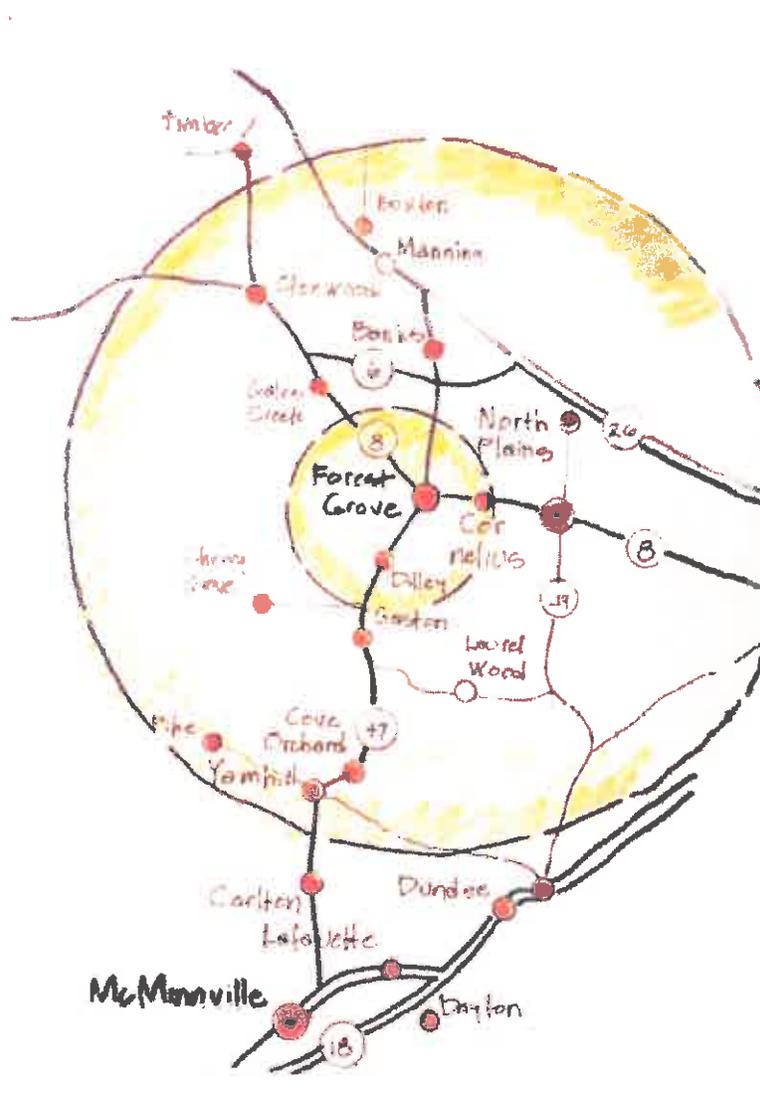
This study concludes that Forest Grove has a relatively small trade area primarily orientated towards the south and west and the downtown area has a surprisingly strong variety of goods and services for a town of its size. Specifically, this study found that Forest Grove has a large number of neighborhood and regional businesses including restaurants, personal services, furniture and appliances and speciality gift shops. It also has a relatively strong office and professional services market. Additionally, this study observed that Forest Grove has a merging youth apparel and sporting goods market as well as a significant potential for expansion within the trade area by working with Pacific University.

It was further observed that Oregon Department of Transportation (ODOT) will be installing the north half of an eastern bypass road for Highway 47 by the year 2000. ODOT estimates that the new bypass road will reduce Forest Grove's truck traffic by 50% and the overall downtown traffic by 50%. GPG/LC projects that while reducing truck traffic will be beneficial to the downtown's commerce, the reduction of much of the Pacific Avenue's and Route 47's traffic will negatively impact the retail and service trade in downtown Forest Grove. In addition, this study, concludes that the new bypass road will encourage many of Forest Grove's existing and new businesses to relocate east, nearer to the bypass intersections.

Trade Area

Forest Grove's businesses have taken advantage of its western edge location of Metropolitan Portland. The edge location, approximately 20 miles west of downtown Portland has allowed Forest Grove merchants to intercept and service several western rural communities who are inclined to travel north and east towards Portland. This study also concludes that households located to the east and north of Forest Grove are more likely to travel and shop towards Portland where they have a greater selection and variety of merchandise.

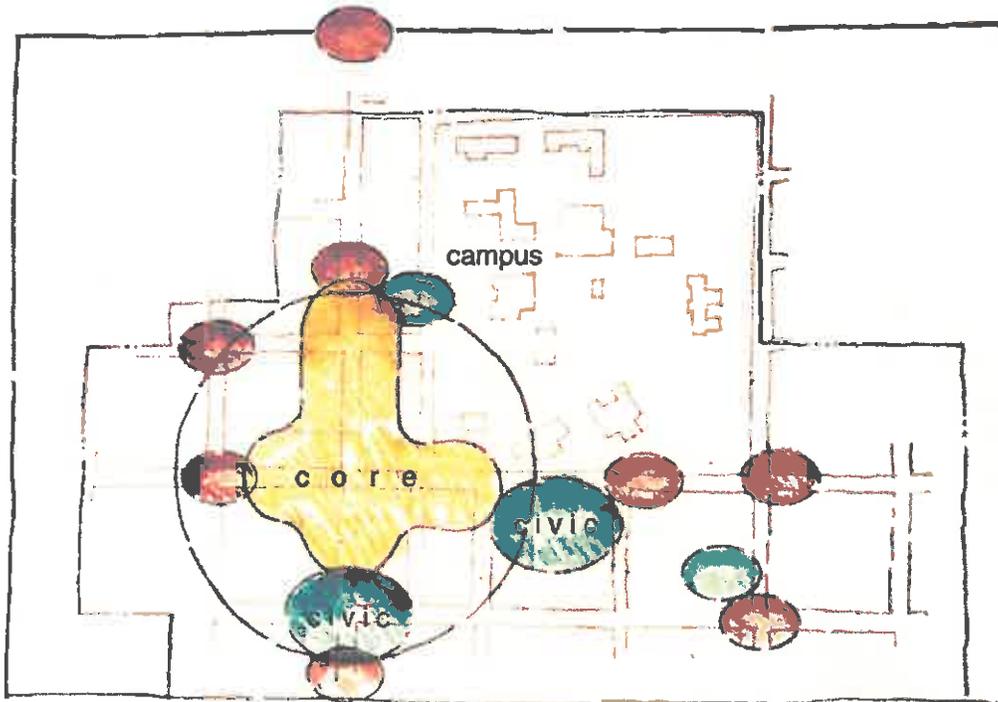
Forest Grove's primary trade area radius is approximately eight miles or less and that its secondary trade may extend to the west and south of over thirty (30) miles which is a considerably large trade area for a town of its size. Many merchants reported that their primary trade comes either from the adjacent highways or from direct mailings to households.



Tenant Mix and Retail Niche

Forest Grove’s CBD offers a considerable amount of variety of goods and services with no single category being dominant. It was noted during the field analysis that Forest Grove has the following retail businesses: furniture, home appliances and electronics, gifts, sporting good stores, part-time bicycle shop, pet supplies, feed store, office supplies and a jewelry store. Professional services include banking, financial, insurance, accounting, legal and travel agents. Neighborhood services include a number of hair care shops and convenience markets.

It was also observed that Forest Grove has several popular family style restaurants and carry-out foods. Forest Grove also has a strong emerging teen-youth market lead by the Retroactive store which sells trendy second hand clothing for teens as well as a good selection of new in-line skates, sports shoes, skateboards and youth orientated trendy apparel. It was observed that the CBD’s tenant mix is mostly orientated along Main Street and Pacific Avenue



The Town Center Concept Diagram

This diagram, drawn by Bob Gibbs, explains the basic logic behind the zoning of the Town Center area. The circle is the 1000 foot core shopping area, centered at Main and Pacific. (The premise is that the limit of any single viable shopping area is 1000 feet). Civic centers are located along the southern and eastern edges of the core. Neighborhood oriented retail subareas are also distributed at the edges and at appropriate interval outside the core.

with the intersection of the two roads being for a large part the most intense retail uses. Overall the entire retail district is approximately 1,000 feet in diameter which equals a traditional small town shopping district and represents a five minute walk for shoppers.

Many of Forest Grove's downtown merchants are destinations with little impulse or cross-shopping presently occurring between the CBD's businesses. Many shoppers visit just one store as a destination and then go home with occasionally eating at a restaurant either before or after the visit.

The north, west and southern edges of the CBD include mostly light industrial or neighborhood services which act to bring residents to the threshold of the downtown area. Surprisingly, several stores reported that they felt that they could survive anywhere and that they did not necessarily have to be located in the downtown area since they had a strong customer loyalty built up over an extended number of years of offering service, quality and value.



Institutions such as the Masonic Temple still thrive in downtown Forest Grove



Downtown is a place where people of all ages gather to shop and play

Physical Characteristics

Forest Grove still has much of its historic small town architectural character and its cross roads location. It's easy to notice that you are driving through a small town shopping district. The CBD's business area is divided into four small sub-shopping districts. The smallest being the neighborhood services located along A Street and 22nd Street west of the CBD area. The traditional main street extends between University Avenue and Pacific Avenue and has traditional one to two story urban fabric. Pacific Highway has a number of stores fronting it and is emerging as its own individual shopping district. It appears that the shops along Pacific Avenue benefit from exposure of the road traffic as well as easy parking in front of the stores.

This study further observed that the intersection of Main and Pacific has two banking ATM machines with a high number of transactions being reported. The fourth subdistrict is located between Pacific Avenue and 19th Avenue. This southern commercial area relies almost entirely on vehicular traffic.

Forest Grove's streetscape and landscaping appears to have had very little upgrading since its original installation in the late 1940's. The downtown has few trees and many of the sidewalks are in disrepair. This dated streetscape character takes away from both the overall appearance of the downtown area and the perceived quality of the goods and services offered by its businesses. Although located in simple historic brick buildings, many of the CBC's storefronts and interiors are outdated. This negative appearance is not representative of the quality of the actual merchants. In other words, Forest Grove is much better than it presently looks.

Civic and Institutions

This study observed that Forest Grove has many of its original civic and cultural institutions located in the downtown area. It was specifically noted that there is a post office located one block west of Main Street. There are several churches and the Masonic Temple are still located downtown. In addition, the City Hall and Library have remained downtown and are presently located on the south side of Pacific Highway. These civic and cultural buildings add to the vitality of the downtown area and probably bring a great number of persons to the

CBD area on a daily basis.

Forest Grove has one of the oldest colleges in the state, Pacific University. Located at the north east edge of its CBD, this well respected college has over 1800 undergraduate and graduate students and is presently planning significant short and long range plans for growth. This study concludes that by working together, the college and city have an excellent opportunity to attract quality businesses and services that can significantly add to the overall quality of life for the entire community.

Transportation

Forest Grove was originally located at the cross roads of two busy regional highways. Today, many of Forest Grove's businesses directly benefit from the proximity of these highways. Sometime ago, the Oregon Department of Transportation began planning and implementing a north-south Highway 47 bypass system around the eastern edge CBD. This bypass highway system has been partially implemented and currently directs northbound traffic to the east of Forest Grove.

It is GPG/LCA's understanding that this bypass road will extend north of Forest Grove completing a full bypass of the CBD downtown area. The benefits of this bypass will be that the City will have a significant reduction of timber trucking occurring through the downtown area. However, the critical mass and main intersections of the town will move to the east at the intersections of the bypass.

The relocation of the main/main intersection to the bypass road may cause many of the CBD's new and existing businesses in the downtown area to lose valuable exposure and trade that will relocate at the new area. It was noted, for example, a new shopping center and new McDonald's as well as other businesses are already being constructed or planned anticipating the expansion of the bypass road and locating at that site.

Recommendations to Retailers

The following are general recommendations for the Forest Grove downtown retailers.

1. The merchants should form a merchant organization to be able to speak as a group to the city and to help with common educational and retailing issues.
2. The retailers should maintain common minimal hours of operation: to be open late for at least one week night and on Sundays.
3. The retailers should have a common marketing and promotions campaign.
4. The retailers should keep the window lights turned on until midnight.
5. The retailers should keep their store fronts clean and freshly painted.
6. The retailers should keep the window displays simple, interesting and in season.

7. The retailers should try to have cross-merchandising between each other including sharing of window display props and merchandise.
8. The retailers should try to keep interiors well illuminated and easy for the shopper to circulate.
9. The retailers should try to avoid using hand written signs and to avoid notices that have a negative tone such as “no refunds or exchanges...”
10. The retailers should visit competitive shopping districts and national retailers to keep on top of new trends.

Commercial Zoning in Forest Grove

City staff and planning consultants believe that there is an excessive amount of land area zoned for commercial in the City of Forest Grove. Leland Consulting Group was retained to analyze this situation. The key finding is that this perception is correct.

In order to evaluate this situation Leland Consulting Group:

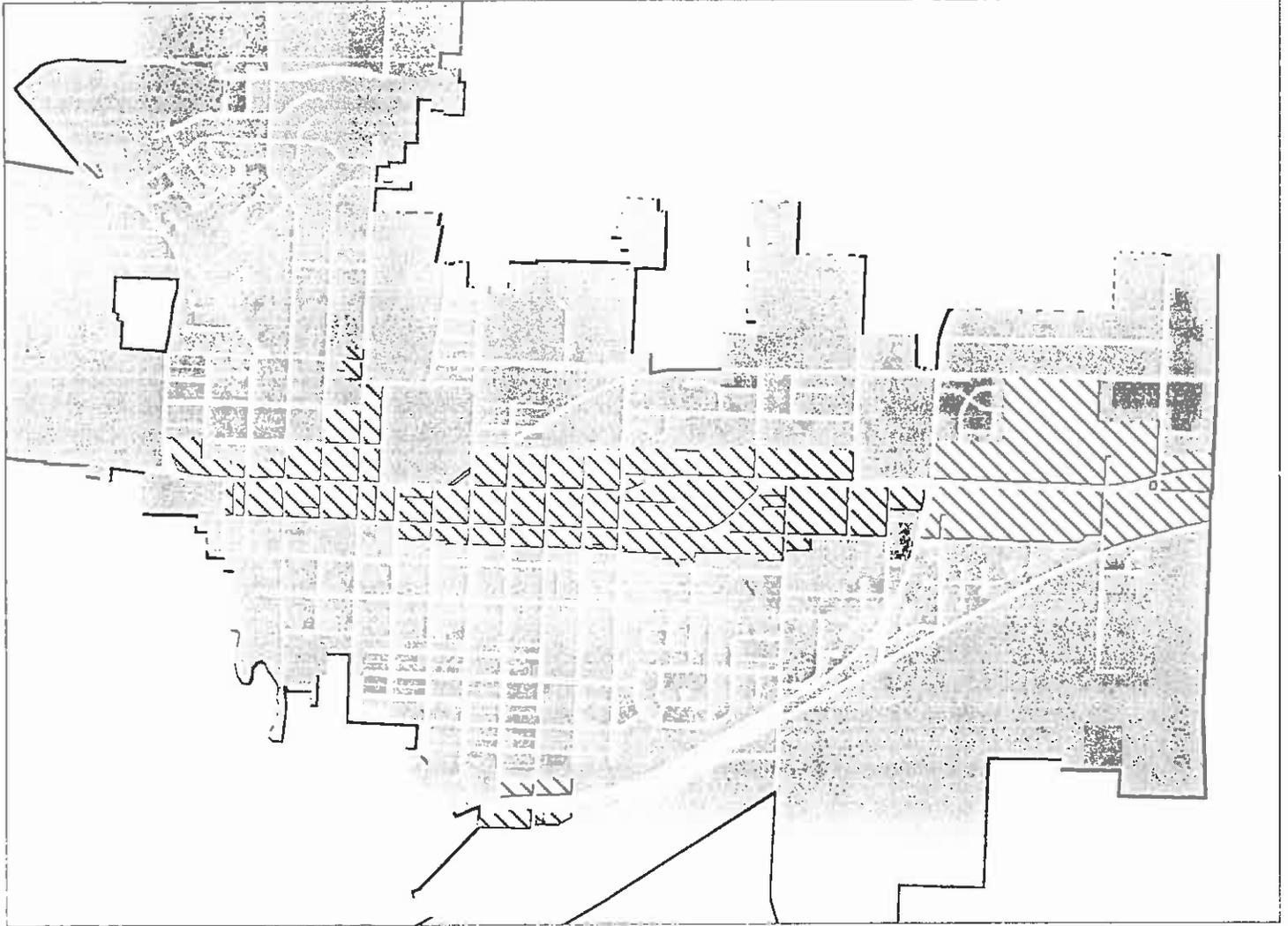
- Mapped all commercially zoned land in Forest Grove (see “Forest Grove Commercial Zoning” map);
- Mapped commercially zoned land by its current land use (see “Commercial Zones by Land Use” map);
- Calculated the square feet of total land area commercially zoned;
- Calculated the amount of land listed as used for commercial activity in the commercial zones versus other land uses within that zoning designation;
- Compared the ratio of commercial to non-commercial land in Forest Grove with the ratio for the entire metro region; and,
- Considered the amount of commercial building space that could be accommodated on commercially zoned land.

This analysis shows that Forest Grove has approximately 12.3 million square feet of land area zoned in commercial categories. Of this area, approximately half is currently occupied by non-commercial land uses such as single and multi-family residential.

The ratio of land zoned commercial in Forest Grove is approximately five times the ratio zoned for commercial in the metro area as a whole. Using the Metro RLIS database, land zoned commercial in the region is approximately two percent of all zoned land. In contrast, the ratio of commercial to non-commercial land in Forest Grove is approximately ten percent.

The metro region, which includes Forest Grove, is a mostly self-sufficient market for retail. The two percent of land zoned commercial includes a number of uses which are not retail, including large concentrations of office employment which are not likely to occur in a peripheral location like Forest Grove. Applying this two percent ratio as a standard should result in more retail and commercial space than is necessary in Forest Grove. If land use in Forest Grove met current market efficiency levels for auto-oriented commercial, there would be approximately three million square feet of commercial buildings in Forest Grove. For instance, twelve million square feet of land can hold one million square feet of office (including surface parking) for 4,000 employees using only one quarter (3 million square feet) of the land. Twelve million square feet could hold eighty 50,000 square foot grocery stores. Put another way, twelve million square feet is comparable to the amount of land in the Portland downtown blocks (see “Forest Grove Commercial Zoning Overlaid on Downtown Portland”). Forest Grove is unlikely to have a market need, or use, for that level of development.

Forest Grove draws from a wider area than the town itself. There may be a need for space beyond the usual requirements of a town this size, but given the analysis above, the current land use patterns suggest an inefficient use of the land commercially zoned and a pattern of commercial zoning which does not respond to current land markets. The need for more land to be zoned commercial is not supported by this analysis. Rather there is a need to find ways of redistributing zoning to better respond to the market with the limited land base within the urban growth boundary.



Forest Grove Commercial Zoning

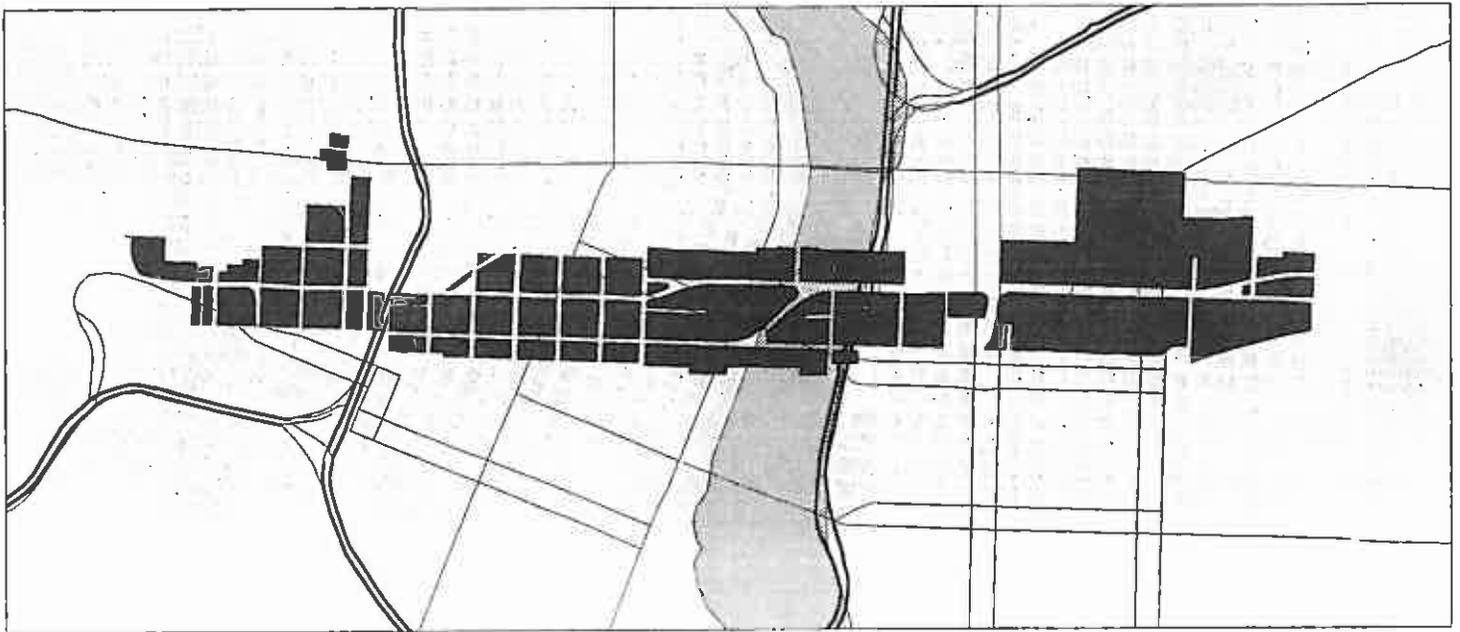




Commercial Zones By Land Use

□	Unclassified	(15)
■	COM	(281)
▨	MFR	(21)
⊠	PUB	(55)
▧	SFR	(139)
▩	VAC	(56)





Forest Grove Commercial Zoning Overlaid on Downtown Portland
(Map Coverage is 3 Miles in Width)





On the last day of the Charrette the team and the city painted a light pole as a symbol of the beginning of the new town center plan.

Implementation - Report by Pacific Rim Resources

The future of Forest Grove's downtown is part and parcel tied in with the future of the City's and region's economy, development/ redevelopment within the Town Center, and the future directions/ development of Pacific University. Accordingly, a Town Center Advisory Committee (TCAC) should be established to provide direction for implementation of the Plan, assure a strong City-University connection, explore joint public private (including University) opportunities, and continue to engage the community in the Town Center discussions. A Town Center Committee with a responsibility and interest larger than the downtown, but less than the entire city may help to break down old barriers and build new relationships. This is particularly helpful as we look ahead to building a base for plan implementation and it is clear that a new group of interested parties, made up of both old-timers and newcomers, can be helpful in building community and political support for the Town Center, which includes coordination with Pacific University. To support these continuing efforts, a lead City staff person should be designated to staff the TCAC and to pursue implementation strategies, suggested below.

The TCAC/City agenda should include, at a minimum, the following strategic steps:

1. Add Forest Grove and Cornelius Town Centers implementation to the joint economic development efforts already underway by the two cities; encourage economic development organizations to undertake market analyses and marketing efforts to promote the Town Centers as part of their efforts.
2. As part of the City's budget processes, advocate for the prioritization of capital improvements which enhance the Town Center.
3. Lead the effort to revise City codes to reclassify Town Center streets, address recommended Town Center design guidelines and address the historic quality of the area, zone code and map changes to address Town Center Plan recommendations, including mixed uses and shared parking.

4. Based on the parking inventory prepared during the Town Plan effort, and including on-street parking as part of the overall supply, develop an overall private-public parking strategy, including shared parking opportunities.
5. Lead the discussion of whether a “renewal” program should be considered. Consider models which encourage public-private opportunities such as Salem and Vancouver.
6. Identify, institute, and promote grant and loan programs and use of incentives to assist/encourage reinvestment in downtown and Town Center properties.
7. Develop a joint demonstration/pilot project in cooperation with the University, City and property owners for a key site, block, intersection or block frontage to show potential for reinvigorating Forest Grove’s downtown and town center. This could be a commercial, public improvement, housing, or mixed use project.
8. Work with chamber and FG-Cornelius economic development group to add a town center/downtown focus (keep in mind that Cornelius also has town center planning efforts under way, and it is fair to assume that neither downtown is on the eco. devo. map at present.
9. Find a way for merchants to do shared marketing; however, the newspaper seems to be the best way to do this at present as a promotional thing.
10. Find a way for University, city and private owners to do a shared parking program, including on-street parking as part of the inventory.

Following is a list of the possible roles for the Public to take in the Plan:

Regulatory

- Revise/clarify zoning
- Create an overlay district which might include special standards, design review, mixed uses, shared parking, or special incentives

Infrastructure

- Street and sidewalk standards
- Sidewalk and street improvements, crosswalks at mid-block
- Special materials - pavers, brick, etc.
- Street trees, street furniture, street lighting
- Street closures or special pedestrian designs

Public Support

- Streamline permitting process
- Design assistance, including historic designation assistance
- Staffing commitment to town center
- Market studies
- Actively seek investors
- Grant applications
- Demonstration projects

Public/Private Partnerships

- Create a downtown or town center association
- Marketing effort
- Joint parking program
- Set up a Local Improvement District or other special district
- Loan program for private improvements such as awnings (Salem, Portland)
- Tax incentives
- Set up a renewal district (use Portland or Salem as models)

Public Investment

- Civic square or open space
- Assist with financing (BMIR loans)
- Public parking
- Land assembly

An Engineering Outlook on the Major Facility Improvements
Indicated in the Draft Town Center Plan by W&H Pacific

I. Transportation

A. Highway 47 Northern Arterial By-Pass

The proposed bypass will divert a significant number of trucks off of Sunset Drive and Pacific Avenue. It also has the potential to divert a significant number of automobiles around the downtown area which could significantly impact the downtown businesses.

It is recommended that the City do the following to mitigate this impact:

1. Install destination signing on the bypass and at other strategic locations directing motorists to the downtown area.
2. Contact Washington County and the Oregon Department of Transportation (ODOT) suggesting a review of the design of the intersection improvement on the bypass at Sunset Drive. Consider alternate intersection designs which would encourage automobiles traveling south on the bypass to continue south on Sunset Drive to the downtown area for shopping and cultural opportunities. Trucks and through-traffic would continue to use the bypass.

One possibility would be to construct a free right turn only lane from southbound Highway 47 to southbound Sunset Drive. This would provide an easy movement for drivers as opposed to a right turn at the signal as currently designed.

B. Rerouting Copeland Lumber and Van Doren Red-E-Mix Concrete Trucks Through Downtown

In addition to the through truck traffic traveling along Sunset Drive and Pacific Avenue, there are a significant number of delivery trucks using this route.

Two significant points of origin and destination for local trucks are the Copeland Lumber yard on Main Street north of 23rd Avenue and the Cement Plant on Main Street and 26th Avenue.

It is Recommended that the City restrict local truck traffic on Main Street between Pacific Avenue and 21st Avenue. Southbound trucks on Main Street can turn west onto 21st Avenue and then turn south on A Street to Pacific Avenue. These trucks could then head west on Pacific Avenue or continue south on A

Street to 19th Avenue and then head east on 19th Avenue.

Copeland Lumber was contacted during the charrette and is agreeable to this.

The following improvements would be required to implement this strategy:

1. Widen the west side of A Street to its ultimate width of 42 feet curb to curb from 21st Avenue to approximately 100 feet south.
2. Improve the curb return radius to 35 feet \pm at the southeast corner of 21st Avenue and A Street to accommodate trucks turning right from A Street onto 21st Street.

C. Rerouting Local Delivery Trucks Through

Once the bypass is complete, local delivery trucks may need to travel through the downtown area. These trucks should be restricted from using Main Street and College Way.

The recommended truck route for local delivery trucks would be as follows:

1. Sunset Drive from the bypass to 23rd Avenue.
2. 23rd Avenue from Sunset Drive to Cedar Street.
3. Cedar Street to Pacific Avenue and 19th Avenue.

This new truck route could be implemented before the completion of the bypass. However, this would require that ODOT designate this as the new Route 47. The process to implement this could take one year and possibly longer. In addition, some pavement improvements may be needed along Cedar Street.

D. Decoupling Pacific Avenue and 19th Avenue

Upon completion of the bypass, it is recommended that Pacific Avenue and 19th Avenue be returned to two-way streets.

In order to accomplish this, the City should undertake a traffic study to look at this specific issue and determine if there would be any significant negative impacts. This study should also address the operation of the bus facility at the northeast corner of B Street and 19th Avenue and determine how bus operations would be impacted by this decoupling.

The improvements necessary to implement this recommendation are:

1. Redesign of the Pacific Avenue and 19th Avenue intersection.

2. Redesign of the Pacific Avenue and B Street intersection.
3. Widening 19th Avenue to its ultimate width between A Street and Council Street.
4. Restriping and resigning Pacific Avenue and 19th Avenue and portions of the adjacent side streets.
5. Reconfiguration of the traffic signals along Pacific Avenue and 19th Avenue.

INFRASTRUCTURE REPORT
by W&H Pacific

Overview

Under Metro's 2040 Plan, Forest Grove has been designated a Town Center. To accommodate the growth anticipated in this area, W&H Pacific has reviewed the conditions of the existing infrastructure within the Town Center study area. Infrastructure systems examined include transportation network, roadway, water, sewer, and storm sewer systems. This report contains an overview of the existing conditions of Forest Grove infrastructure.

The Town Center study area is roughly bounded by Cedar Street to the east, University Avenue to the north, B Street to the west, and 19th Avenue to the south. College Way is the current route of Highway 47 to the north of the city; however, the right of way acquisition process has begun in order to construct a bypass to the east of the town center. This bypass will connect with the segment of Highway 47 south of the city, which intersects Tualatin Valley Highway east of the town center area.

Draft information in support of Metro's RTP update to achieve the 2040 plan includes designation of 19th and Pacific Avenues as Regional Boulevards in the Core area, with the remainder of the couplet as Regional Streets. Tualatin Valley Highway to the west of couplet is proposed as a throughway.

Transportation Network

The streets in the town center area are classified as follows:

Local Street: 21st, 22nd, and 23rd Avenues, Filbert, Elm, Douglas, Birch, and Ash Streets, and University Avenue (Cedar Street to Sunset Drive);

Minor Arterial: Main Street and Cedar Street between 19th and 23rd Avenues;

Principal Route: Pacific and 19th Avenues, College Way, and University Avenue (Sunset Drive to College Way).

Current PM peak volumes provided by Metro show about 825 vehicles (both directions) on College Way, 815 vehicles westbound on Pacific Avenue and 500 vehicles eastbound on 19th Avenue. Additional volumes and directional breakdowns are shown on Figure 1.

Roadway Pavement

Our analysis of the roadway pavement condition included a review of available city records and drawings, discussions with City Engineering and Field Maintenance Staff, and a visual inspection of the pavement surfaces.

A review of city documents revealed little information. Some sanitary sewer, water, and storm sewer plans were available. However, no roadway improvement plans were available for the downtown area. None of the available plans showed any pavement section

data or boring log information.

A meeting with City Engineering and Maintenance Staff on 7/11/96 provided the following information:

- . Based on past roadway improvements, it appears that all streets in the downtown area have adequate base sections with the exception of Pacific and Council.
- . Many roadways have received numerous overlays which have resulted in high crowns, steep cross slopes and reduced curb faces. This was very evident in the visual inspection.
- . The intersection of main and 19th may have a subgrade failure. (This was observed in the field inspection as well.)
- . The pavement keeps slipping along Main. In our opinion, this is the result of a poor bond between overlays and is caused by truck braking forces at the intersections.
- . The City had taken some boring samples, but the reports had been misplaced.

In July of 1996, we performed a visual inspection of the following street sections.

	Street	From	To
1.	Main Street	21st	19th
2.	Pacific	College Way	A Street
3.	A Street	19th	21st
4.	21st	B Street	College Way
5.	College Way	19th	21st
6.	Council	19th	Pacific
7	B Street	Pacific	21st

Our inspection confirmed the information we were given by the City Staff. It was evident that A Street from 19th to 21st, and 21st from Main Street to College Way had recently received an overlay. It was also evident that the underlying pavement had been in bad condition. Ruts and alligator crackings of the underlying pavement were visible. This was confirmed in a meeting with Rob Foster (Director of Public Works) on 1/13/97 at which time he informed us that 21st had received a "two inch overlay on a very poor street section." The same condition exists for A Street.

In April 1997, We performed another field walk and visual inspection of the streets listed. Our notes from that inspection are attached.

Many of the streets in downtown Forest Grove show classic signs of pavement failure due to heavy truck loading. Numerous overlays and patches are visible as well. However, there are only limited areas where base and/or subgrade failures are visible.

It is our opinion that future overlays of most streets in the downtown area would not be the best way to spend limited City funds. The life expectancy of any new overlay would be 3-5 years at best. In addition, the existing crowns are excessive and curb face heights have been greatly reduced in most areas due to numerous overlays in the past, as you also noted in your memo. At this point, we would recommend no further expenditure of funds on maintenance other than patching of potholes. The City should set aside funds and develop a program of reconstruction of the pavement sections.

We would also recommend that the City obtain a geotechnical report which includes boring at strategic locations on each street and ultimately recommend a pavement section to be used. By strategically locating the borings, it may be possible to delineate areas of base or subgrade failures. However, there is no guarantee that this will find any or all such locations. Nondestructive pavement testing would be needed but could be costly.

Our professional opinion is that a good boring pattern would be adequate and nondestructive pavement testing would be of little additional benefit. The streets could then be reconstructed on a block by block basis to keep traffic disruption to a minimum. In addition, continuous inspection of the asphalt removal process would identify any subgrade failure which could be repaired as needed.

Water System

The existing water system in the downtown area is fed from the south by a 24 inch main line that terminates at Filbert and 18th Avenue, and from the north by a 24 inch main line that terminates at Pacific Avenue and A Street.

Our research indicates that the existing pipe system in the downtown area is adequate size to serve the existing clients. In order to serve the projected increase in densities, the two 24 inch main lines should be connected. In addition, an 8 inch line should be constructed in College Way between 21st Avenue and Pacific Avenue to close a loop in the existing system.

There are numerous cast iron water lines with lead joint fittings within the downtown area. Due to the existence of these lead joints, these lines should be replaced as improvements to each street are made. The minimum size of these new lines should be 8 inch.

Sanitary Sewer System

Based on a review of the available data, it appears that the overall capacity of the sewer system is adequate to serve existing and future development. If a major point source contributor were to locate within the project area, such as a business that generates an extremely large volume of waste water or a discharge with extremely high waste loadings, then sewer system upgrades could be necessary.

Many sewer lines within the project area are located within alleys. In some instances the sewers may actually be under existing buildings. Many of the existing lines were built around 1915 and have infiltration problems. These lines should be considered for replacement as area improvements are made in order to reduce the infiltration problem.

Storm Sewer System

There are several existing storm sewer improvements within the project area. These improvements appear to be adequate to serve the project area and no new facilities are anticipated.

The existing inlets do not have sump bottoms for water quality. Many of the existing inlets have no bottoms at all. These inlets should be replaced. Many roof drains currently drain to the streets or to the sewer system. These will have to be addressed as each area is improved.

Regulatory Intent

Intent

Signs shall be designed and installed to enhance both building and street. All exterior signs shall be approved by the City Planning Office.

Building Sign Allowance

Each building may install a total of 2 signs from the following types: Window, Wall and Freestanding. In addition, one Projecting sign may be installed per business, plus directional and building directory signs as indicated at right.

Exempt Signs

1. Temporary cultural and public service window posters, when posted inside businesses shall be permitted.
2. Temporary promotional or special window signs posted inside businesses, shall be permitted for 14 days.
3. Special signs, such as custom neon, shall be submitted for approval to the City Planning Office.

Prohibited Signs

1. Internally illuminated signs.
2. Signs on roofs, chimneys and balconies.
3. Off-site advertisements.
4. Flashing, blinking or moving, or mobile signs.
5. Banners, except for public events approved by the City.

Restricted/Regulated Signs

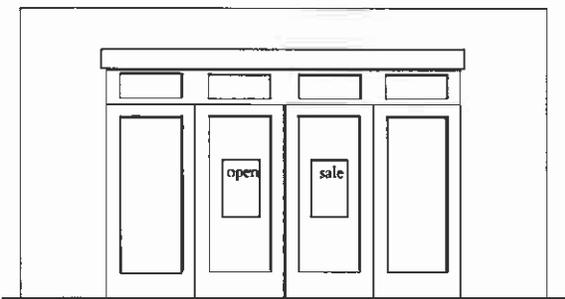
1. Billboards
2. Neon or other gas filled signs

Sign Lighting

1. Signs shall be backlit, top or bottom lit with single or multiple sources.

Window Signs

1. Maximum sign size shall be 10% of window area or 4 square feet, whichever is less.
2. Signs shall be silk screen or hand painted.
3. Signs shall be limited to one sign per window or door for each street or main entry facade.



Wall Signs

1. Maximum sign size shall be 5% of ground floor facade area or 24 sf, whichever is less.
2. Maximum height shall be 18 feet above the sidewalk.
3. Signs only at buildings facing public streets or ways.
4. One wall sign up to 6 sf area shall be permitted on any side or entrance open to the public.
5. Applied lettering may be substituted for wall signs.
6. One building directory sign identifying occupants, a maximum 3 sf in area, shall be permitted in addition to other types of signs, providing location is adjacent to the entry and projecting a maximum of 6 inches from the wall.
7. One entry sign per service entry, maximum of 2 sf, shall be permitted.
8. One directional sign, maximum 2 sf, facing a rear or side parking lot, shall be permitted.



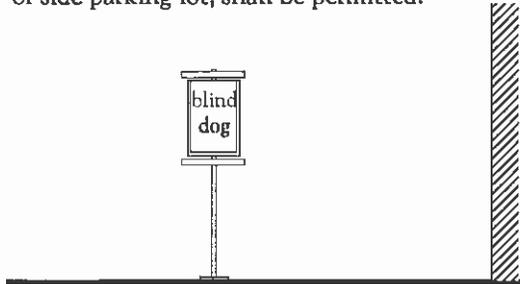
Projecting Signs

1. Maximum sign area shall be 6 sf.
2. Distance from the lower edge of the signboard to the ground shall be minimum 7 feet.
3. Single story buildings: Top signboard edge shall be no higher than the wall from which it projects.
4. Multistory buildings: Top signboard edge shall be no higher than the sill or bottom of the average second story window height.
5. Distance from building wall to signboard shall be maximum 6 inches.
6. Maximum signboard width shall be 3 feet.
7. Projected signs shall be limited to one per business.
8. One entry sign per service entry, maximum of 2 sf, shall be permitted.
9. One directional sign, maximum 2 sf, facing a rear or side parking lot, shall be permitted.



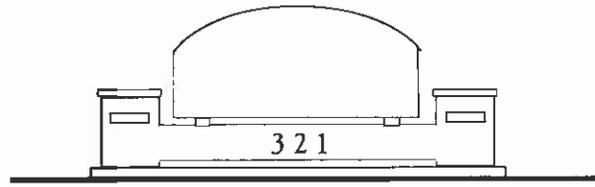
Freestanding Signs

1. Minimum building setback at sign location shall be 5 feet.
2. Maximum sign area shall be 8 sf.
3. Maximum signboard height at top edge or any supporting or decorative element shall be 7 feet.
4. Maximum 4 feet from main building entrance.
5. One sign per building shall be permitted.
6. One directional sign, maximum 2 sf, facing a rear or side parking lot, shall be permitted.



Residential and Commercial Development Signs

1. One freestanding sign shall be permitted at public right of way access.
2. Maximum sign area 4 sf.
3. Maximum letter and other graphic height shall be 4 inches.
4. Maximum signboard height at top edge or any supporting or decorative element shall be 8 feet by 3 feet in width.
5. Sign shall not interfere with pedestrian or vehicular circulation.



Awning and Canopy Signs

1. One sign per awning per facade shall be permitted.
2. Maximum sign area shall be 10 sf on main awning face, and 4 sf on awning valance.
3. Lettering may appear on sloped or curved portions but shall not dominate them. Lettering and signboard may be integrated along the valance or fascia or free standing letters may be mounted on top of and extending above the fascia..

