



Oregon
Theodore R. Kulongoski, Governor

Department of Land Conservation and Development

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NOTICE OF ADOPTED AMENDMENT

03/05/2014

TO: Subscribers to Notice of Adopted Plan
or Land Use Regulation Amendments

FROM: Plan Amendment Program Specialist

SUBJECT: City of Forest Grove Plan Amendment
DLCD File Number 001-14

The Department of Land Conservation and Development (DLCD) received the attached notice of adoption. A Copy of the adopted plan amendment is available for review at the DLCD office in Salem and the local government office.

Appeal Procedures*

DLCD ACKNOWLEDGMENT or DEADLINE TO APPEAL: Wednesday, March 19, 2014

This amendment was submitted to DLCD for review prior to adoption pursuant to ORS 197.830(2)(b) only persons who participated in the local government proceedings leading to adoption of the amendment are eligible to appeal this decision to the Land Use Board of Appeals (LUBA).

If you wish to appeal, you must file a notice of intent to appeal with the Land Use Board of Appeals (LUBA) no later than 21 days from the date the decision was mailed to you by the local government. If you have questions, check with the local government to determine the appeal deadline. Copies of the notice of intent to appeal must be served upon the local government and others who received written notice of the final decision from the local government. The notice of intent to appeal must be served and filed in the form and manner prescribed by LUBA, (OAR Chapter 661, Division 10). Please call LUBA at 503-373-1265, if you have questions about appeal procedures.

***NOTE:** The Acknowledgment or Appeal Deadline is based upon the date the decision was mailed by local government. A decision may have been mailed to you on a different date than it was mailed to DLCD. As a result, your appeal deadline may be earlier than the above date specified. NO LUBA Notification to the jurisdiction of an appeal by the deadline, this Plan Amendment is acknowledged.

Cc: Daniel Riordan, City of Forest Grove
Gordon Howard, DLCD Urban Planning Specialist
Anne Debbaut, DLCD Regional Representative

<paa> YA



NOTICE OF ADOPTED CHANGE TO A COMPREHENSIVE PLAN OR LAND USE REGULATION

FOR DLCD USE

 001-14 (20163)
 File No.: [17784]
 Received: 2/27/2014

Local governments are required to send notice of an adopted change to a comprehensive plan or land use regulation **no more than 20 days after the adoption.** (See [ORS 190.012-014](#)). The rules require that the notice include a completed copy of this form. **This notice form is not for submittal of a completed periodic review task or a plan amendment reviewed in the manner of periodic review.** Use [Form 4](#) for an adopted urban growth boundary including over 50 acres by a city with a population greater than 2,500 within the UGB or an urban growth boundary amendment over 100 acres adopted by a metropolitan service district. Use [Form 5](#) for an adopted urban reserve designation, or amendment to add over 50 acres, by a city with a population greater than 2,500 within the UGB. Use [Form 6](#) with submittal of an adopted periodic review task.

Jurisdiction: City of Forest Grove

Local file no.: ZNC-14-0008

Date of adoption: 2/10/2014

Date sent: 2/26/2014

Was Notice of a Proposed Change (Form 1) submitted to DLCD?

Yes: Date (use the date of last revision if a revised Form 1 was submitted): 1/6/2014

No

Is the adopted change different from what was described in the Notice of Proposed Change? Yes ☐ No ☒

If yes, describe how the adoption differs from the proposal:

Local contact (name and title): Daniel Riordan

Phone: (503) 992-3226

E-mail: driordan@forestgrove-or.gov

Street address: 1924 Council Street

City: Forest Grove

Zip: 97116-

PLEASE COMPLETE ALL OF THE FOLLOWING SECTIONS THAT APPLY

For a change to comprehensive plan text:

Identify the sections of the plan that were added or amended and which statewide planning goals those sections implement, if any:

For a change to a comprehensive plan map:

Identify the former and new map designations and the area affected:

Change from	to	acres.	A goal exception was required for this
change.			
Change from	to	acres.	A goal exception was required for this
change.			
Change from	to	acres.	A goal exception was required for this
change.			
Change from	to	acres.	A goal exception was required for this change.

Location of affected property (T, R, Sec., TL and address):

The subject property is entirely within an urban growth boundary

The subject property is partially within an urban growth boundary

If the comprehensive plan map change is a UGB amendment including less than 50 acres and/or by a city with a population less than 2,500 in the urban area, indicate the number of acres of the former rural plan designation, by type, included in the boundary.

Exclusive Farm Use – Acres:	Non-resource – Acres:
Forest – Acres:	Marginal Lands – Acres:
Rural Residential – Acres:	Natural Resource/Coastal/Open Space – Acres:
Rural Commercial or Industrial – Acres:	Other: – Acres:

If the comprehensive plan map change is an urban reserve amendment including less than 50 acres, or establishment or amendment of an urban reserve by a city with a population less than 2,500 in the urban area, indicate the number of acres, by plan designation, included in the boundary.

Exclusive Farm Use – Acres:	Non-resource – Acres:
Forest – Acres:	Marginal Lands – Acres:
Rural Residential – Acres:	Natural Resource/Coastal/Open Space – Acres:
Rural Commercial or Industrial – Acres:	Other: – Acres:

For a change to the text of an ordinance or code:

Identify the sections of the ordinance or code that were added or amended by title and number:

For a change to a zoning map:

Identify the former and new base zone designations and the area affected:

Change from RMH	to B-Standard	Acres: 7.1
Change from RMH	to RML	Acres: 5.9
Change from GI	to INST	Acres: 5.5
Change from RML	to A-Medium	Acres: 13.6

Identify additions to or removal from an overlay zone designation and the area affected:

Overlay zone designation:	Acres added:	Acres removed:
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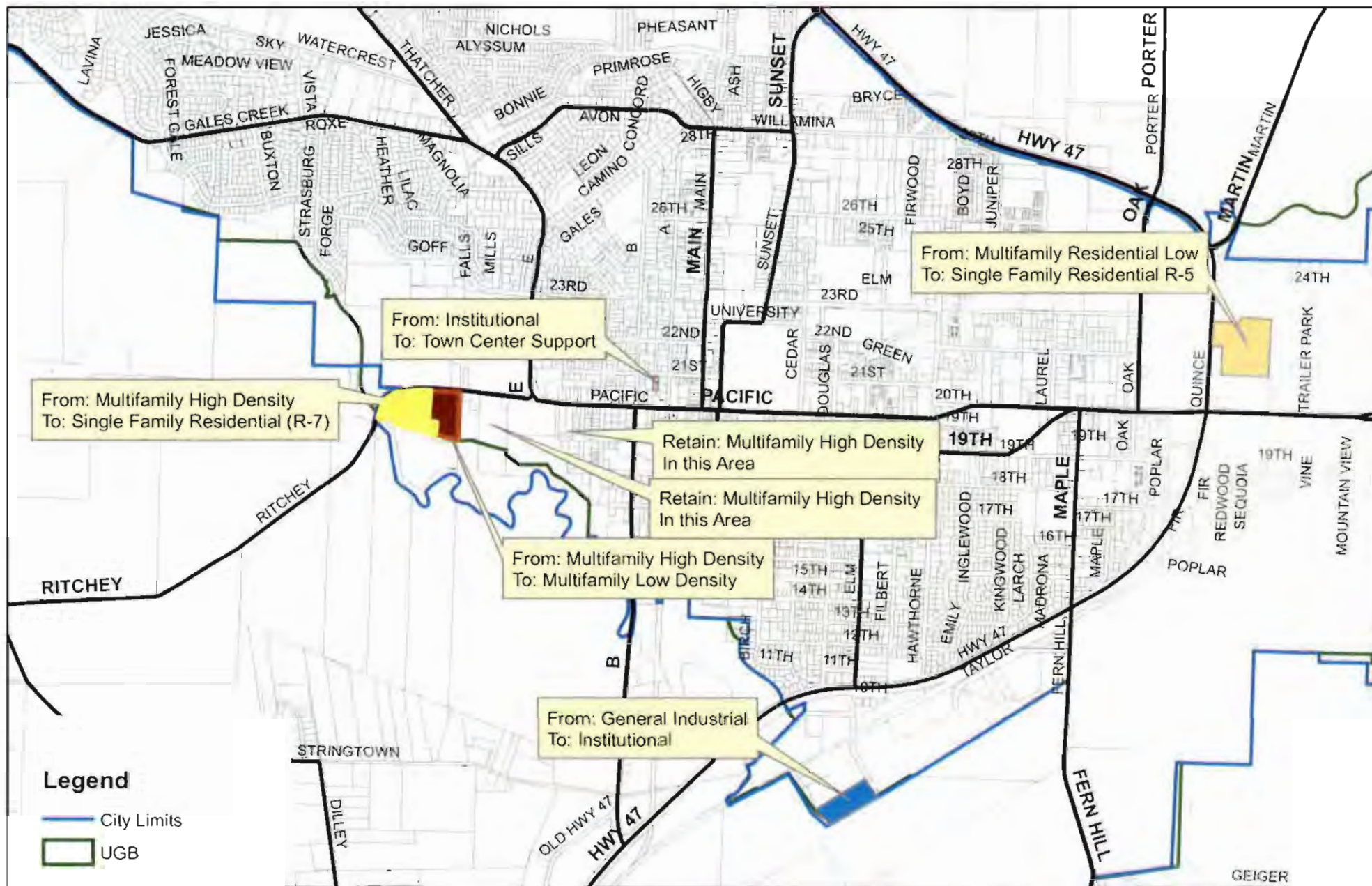
Location of affected property (T, R, Sec., TL and address): Throughout city

List affected state or federal agencies, local governments and special districts:

Identify supplemental information that is included because it may be useful to inform DLCD or members of the public of the effect of the actual change that has been submitted with this Notice of Adopted Change, if any. If the submittal, including supplementary materials, exceeds 100 pages, include a summary of the amendment briefly describing its purpose and requirements.

Additional change to zoning map: From: Institutional to Town Center Support: .035 acres

A-Medium: Single Family Residential (8.71 dwellings per acre)
B-Standard: Single Family Residential (6.22 dwellings per acre)
RML: Residential Multiple Family Low (12 units per acre)
RMH: Residential Multiple Family High (20.28 dwellings per acre)
GI: General Industrial
INST: Institutional



ORDER NO. 2014-04

**ORDER REZONING CERTAIN TRACTS OF LAND CONSISTENT WITH THE
UPDATE TO THE COMPREHENSIVE PLAN MAP (FILE NO. CPA-13-01369);
FILE NO. ZNC-14-00008**

WHEREAS, the City desires to legislatively amend the Official Zoning Map for certain tracts of land as shown on Exhibit A consistent with the Comprehensive Plan Map adopted by the City Council on January 27, 2014; and

WHEREAS, the Planning Commission held a duly-noticed Public Hearing on the update to the Comprehensive Plan Map on November 18, 2013; and

WHEREAS, the Planning Commission adopted a recommendation and made findings supporting the update Comprehensive Plan Map on December 16, 2013; and

WHEREAS, the City Council held a duly-noticed Public Hearing on the Planning Commission recommendations on January 13, 2014; and

WHEREAS, the City Council adopted Ordinance No. 2014-01 making changes to the Comprehensive Plan Map on January 27, 2014; and

WHEREAS, the City Council held a duly-noticed Public Hearing on February 10, 2014, to rezone certain tracts of land consistent with the update to the Comprehensive Plan; and

WHEREAS, notice of the February 10, 2014, City Council Public Hearing was mailed to property owners within the notification area as required by Article 1 of the Forest Grove Development Code; and

WHEREAS, notice of the February 10, 2014, City Council Public Hearing was published in the *NewsTimes* on February 5, 2014, as required by Article 1 of the Forest Grove Development Code; and

WHEREAS, a report was prepared as required by law and the City Council having considered the report and testimony at the public hearing does hereby favor amendment to the Official Zoning Map for consistency with the update to the Comprehensive Plan Map for certain tracts of land shown on Exhibit A.

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

Section 1. The City of Forest Grove City Council hereby approves amending the Official Zoning Map as shown on Exhibit A.

Section 2. The City Council findings and conclusions and the staff report dated February 10, 2014.

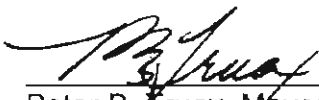
Section 3. This Order is effective immediately upon its enactment by the City Council.

PRESENTED AND PASSED on the 10th day of February, 2014.



Anna D. Ruggles, City Recorder

APPROVED by the Mayor this 10th day of February, 2014.



Peter B. Truax, Mayor

February 10, 2014

PROJECT TEAM: Daniel Riordan, Senior Planner
Jon Holan, Community Development Director
Michael Sykes, City Manager

ISSUE STATEMENT: City initiated changes to the Official Zoning Map to implement specific recommendations related to the update of the Forest Grove Comprehensive Plan Map.

BACKGROUND: On January 27, 2014, City Council approved the update to the City of Forest Grove Comprehensive Plan Map, pursuant to Ordinance No. 2014-01. Staff recommends initiating several amendments to the City's Official Zoning Map to implement several of the adopted changes to the Comprehensive Plan Map. The recommended amendments to the Official Zoning Map affect the following locations:

- Area south of Pacific Avenue west of E Street to Ritchey Road (Gales Creek Terrace Area);
- Property including the location of the downtown Forest Grove Post Office (1822 21st Avenue);
- Property owned by the Friends of Historic Forest Grove located south of Highway 47 at the terminus of Elm Street (240 Elm Street). This site also includes the historic AT Smith House; and
- Forestmeade Neighborhood located north of Pacific Avenue just east of Quince Street.

DISCUSSION:

Overview of Recommended Zoning Map Changes

- South of Pacific Avenue/West of Forest Grove Town Center: This area is approximately 39.7 gross acres and 33.7 net acres. The recommendation is to change the zoning designation consistent with the Comprehensive Plan map approved on January 27, 2014. This action will change the zoning From: Multifamily High Density Residential (20.28 dwellings per net acre) To: Multifamily

High Density Residential (20.28 units per net acre), Multifamily Low Density (12 units per net acre) and Single Family Residential R-7 (6.22 dwellings per net acre). The zoning change will reduce the development density based on distance from the Town Center south of Pacific Avenue and generally west of Tom McCall Upper Elementary School. Under this concept, areas furthest from the Town Center (generally along Ritchey Road) would be changed from High Density Residential to Single Family Residential having an average 7,000 square foot of land area. An area designated Multifamily Low Density would be applied between the Single Family Residential R-7 designation and the Multifamily High Density Residential designation west Tom McCall Middle School as shown on Attachment A.

- Forest Grove Post Office (1822 21st Avenue): The Forest Grove post office is located on 21st Avenue in the Forest Grove Town Center on a 15,250 square foot parcel. The current zoning designation is Institutional reflecting the current use of the site. The proposal is to change the zoning from Institutional to Town Center Support similar to other property in the general area. The Town Center Support designation will expand future opportunities for reuse of the site if and when the Forest Grove post office relocates. Postal services are an outright permitted use in the Town Center Support zone. Therefore, the zoning change will not affect the continuation of the post office at the current location.
- Forestmeade Subdivision (east of Quince Street and generally north of Pacific Avenue): The Forestmeade Subdivision was platted in 1968. The subdivision is built-out with single family detached homes and duplexes. The proposal is to change the zoning for the area to reflect the established land use pattern. The current zoning is Multifamily Low Density (12 dwelling units per net acre). The proposed zoning is Single Family Residential R-5 (8.71 dwelling units per net acre). Duplexes are permitted outright within the Single Family Residential (R-5) zone.
- AT Smith House/Friends of Historic Forest Grove: The historic AT Smith House and adjacent property is located at 240 Elm Street within the Taylor Way industrial area south of Highway 47. The current zoning of the property is General Industrial. The proposed zoning is Institutional reflecting the current use of the property and ownership by the Friends of Historic Forest Grove. The Institutional zone allows for a variety of activities including cultural institutions,

Analysis of Applicable Goals and Policies

Amendments to the Comprehensive Plan are considered by the Planning Commission and City Council based on several considerations. These considerations include:

- A. Applicable policies contained in the Comprehensive Plan;
- B. Applicable policies of the Metro Regional Framework Plan Urban Growth Management Functional Plan; and
- C. Oregon Statewide Land Use Planning Goals.

A. Comprehensive Plan Policies

Applicable goals and policies of the Comprehensive Plan include:

- Citizen Participation Goals;
- Economy Goals and policies;
- Housing Goals and Policies;
- Land Use Goals and Policies;
- Urbanization Goals and Policies

B. Metro Goals and Policies

Metro Goals and Policies include the Urban Growth Management Functional Plan. Attachment D demonstrates how the Periodic Review work products address the Urban Growth Management Functional Plan.

C. Statewide Land Use Planning Goals include

- Goal 1: Citizen Involvement
- Goal 2: Land Use Planning
- Goal 9: Economic Development
- Goal 10: Housing
- Goal 14: Urbanization

Review Criteria

- A. The zone change is consistent with the Comprehensive Plan Map. When the Comprehensive Plan has more than one implementing zone as shown on the Correspondence Table in Article 3, it must be shown that the proposed zone is the most appropriate, taking into consideration the purposes of each zone and the zoning pattern of surrounding land.
- 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 potential 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 the 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 on the projected service demands of the site and the ability of the public services to accommodate those demands.
- F. The establishment of a zone district is not subject to the meeting of conditions.

FINDINGS AND CONCLUSIONS:

Pacific Avenue west of Forest Grove Town Center:

From: High Density Residential

To: Medium Density Residential and B-Standard/R-7 (Single Family Residential, 6.22 dwellings per net acre).

Analysis: The proposal is to reduce the development density in this area based on distance from the Town Center. The area south of Pacific Avenue and west of Ritchey Road is currently designated High Density Residential on the Forest Grove Comprehensive Plan Map. Under this concept, areas furthest from the Town Center would be changed from High Density Residential to B-Standard with single family residential having an average 7,000 square foot of land area. There are designated R-7 would be approximately 16.9 acres in gross land area. An area of approximately 6.6 acres would be designated Medium Density Residential between the B-Standard/R-7 designation and High Density Residential Land west of about E Street to provide a transition from high density to low density development. Approximately 21.3 gross acres of land would remain High Density Residential. The High Density Residential area roughly corresponds with Gales Creek Terrace subdivision proposal which as expired.

It is staff's understanding that a developer has entered into negotiations to purchase property in the area affected by the proposed land use changes. The negotiations have been predicated based on the land remaining as High Density Residential. Staff understands at least two purchase and sale agreement contracts have been entered into. The developer supports the current proposal to redesignate a portion of the subject area from Multifamily High Density to Multifamily Low Density and Single Family Residential (R-7).

Finding: *Area has been designated Multi-family high density since 1980. Reduction of density with greater distance from the Town Center better meets the Comprehensive Plan land use criteria for designation of land by locating the highest density residential land closest to the Town Center, arterial streets and transit service. This designation*

allows for future development and preserves the residential character of the area along Ritchey Road. Conclusion: Re-designation of the area south of Pacific Avenue west of the Town Center is consistent with the applicable policies contained in the comprehensive plan. Applicable policies include the following:

Local Land Use Goals

1. Residential areas shall be developed in a safe, aesthetically pleasing, and efficient manner.

Finding: The proposed land use concept for the area south of Pacific Avenue west of the Town Center to Ritchey Road includes a graduated density pattern with the highest density (RMH) nearest to the Town Center and the lowest (Single Family Residential B-Standard/R-7) furthest from the Town Center near Ritchey Road. This concept provides for a variety of housing and flexibility for an aesthetically pleasing development pattern and efficient arrangement of housing types. The proposed land use concept promotes a variety of housing options including multiple family attached, multiple family detached, single family attached and single family detached units. For the reasons stated above the proposed land use concept recommended by the Planning Commission meets the intent of Local Land Use Goal #1.

Local Land Use Policy 1:

1. Multi-family developments shall be near the commercial core of major arterials.

Finding: The proposed zoning for the subject area includes the highest density land use designation (High Density Residential/RMH) near the commercial core and adjacent to Pacific Avenue where it is designated as an arterial street on the Transportation System Plan map. Therefore, the proposed land use designations recommended by the Planning Commission are consistent with this policy.

The proposed land use concept meets the intent of the land use location criteria identified below. The high density residential development is located on land with generally 10% slope or less. In addition, the high density residential land is located proximate to Pacific Avenue where it is designated as an arterial street. Furthermore, the high density residential land is located about ¼ mile from mass transit and community-serving commercial uses. As a rule of thumb, locations within ¼ mile are considered to be within convenient walking distance. The area is served by urban services such as streets, police and fire protection and municipal water.

The areas identified for medium density and low density residential development are not penetrated by major arterial roads or railroads. Furthermore, the medium and low density areas are located within convenient driving distance to schools and neighborhood commercial areas. The area is served by urban services such as streets, police and fire protection and municipal water.

Land Use	Description	Criteria for Allocation
HIGH DENSITY RESIDENTIAL DEVELOPMENT	Up to 20.28 units / Net residential acre (apartments, town houses, and condominiums)	<ul style="list-style-type: none"> ▪ Hazard free location suitable for heavy building ▪ 10% or less slope ▪ Location near major arterials with buffer strips ▪ Convenient walking distance to open space, mass transit, and community-serving commercial area ▪ Availability of full urban services
MEDIUM DENSITY RESIDENTIAL DEVELOPMENT	Up to 12 units a net residential acre (duplexes, townhouses, and condominiums)	<ul style="list-style-type: none"> ▪ Hazard free location suitable for homesites ▪ 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 DEVELOPMENT	4.35 to 8.71 units a net residential acre (single-family)	<ul style="list-style-type: none"> ▪ Hazard free location suitable for homesites ▪ 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

The land use concept arranges lower density development, single-family, on the edges of the urban area. Nearer the city center, higher density residential development, multi-family and duplex, are concentrated. This is consistent with the Land Use Chapter of the Forest Grove Comprehensive Plan. Another important factor determining the distribution of residential land use on the Plan Map are the goals and policies in the Land Use element as previously stated. The land use concept is consistent with the policy calling for multi-family units to be near major arterials.

The criteria regarding hazard free location is addressed below.

Earthquake Hazards The public testimony provided on January 13th indicated the subject area is located within an earthquake hazard zone. The Oregon Department of Geology and Mineral Industries (DOGAMI) published a series of maps for the region showing relative earthquake hazards. The degree of earthquake hazard is based on three factors. These factors include:

- Ground motion amplification;

- Liquefaction; and
- Slope instability.

Liquefaction is a term used to describe areas of water-saturated sand creating areas of soft soils when shaken. Given these factors the entire Forest Grove Planning area is susceptible to some level of earthquake risk. Additional engineering may be necessary to reduce damage to infrastructure and buildings from earthquake hazards. This will be assessed during the development review process. It should be noted that risk can be mitigated through design and engineering but not entirely eliminated.

The area nearest the floodplain and urban growth boundary is identified as having the highest relative risk to earthquake hazards (Zone A). The area west of B Street, south of Pacific Avenue and generally north of 19th Avenue is identified as being within Relative Earthquake Hazard Zone B. Earthquake hazard Zones A and B affect all of Forest Grove except for the area north of Gales Creek Road and west of Thatcher Road.

The Natural Resources and Natural Hazards Chapter of the Comprehensive Plan recognizes the earthquake risk in the Planning area. The City's Emergency Operations Plan establishes procedures for responding to a seismic event to minimize the risk to life and property.

Floodplain and Wetlands the subject area is located adjacent to the urban growth boundary. In this area of the region the urban growth boundary generally follows the 100-year flood plain for Gales Creek. There is some uncertainty with respect to the developable area near the floodplain boundary. Based on prior analysis conducted in 2005/2006 the developable area is generally above the 180 foot elevation contour line. This is due the presence of a levy providing some protection from flood waters.

In general, development is restricted within the floodway and floodplain by Washington County and the Forest Grove Development Code. In addition, development is restricted near wetlands and within vegetative corridors established by Clean Water Services. Development potentially impacting vegetative corridors requires review by Clean Water Services and issuance of a Service Provider Letter before development permits are issued by the City. There are no identified wetland areas in the subject area based on the review of the local wetland inventory review completed in 2011.

Local Housing Goals

The proposed land use concept is consistent with the housing goals contained in the Housing Chapter of the Comprehensive Plan including:

1. *Encourage the provision of affordable good quality housing in adequate numbers to all segments of Forest Grove's population including but not limited to people of all races, age, sex, religion, national origin, mental and physical handicaps, marital status or family size.*

Finding: The proposed land use concept provides opportunity for residential land uses with the proposed designations including Multifamily High Density, Multifamily Low

Density, and Single Family Residential (B-Standard/R-7). With these densities the provision of affordable good quality housing in adequate numbers to accommodate all segments of Forest Grove's population. For this reason, the proposed land use concept meets the intent and is consistent with Local Housing Goal #1.

2. *Provide for an adequate supply of new housing to meet demand, thus avoiding shortages and adverse impacts on price, rents, and choice of housing.*

Finding: The proposed land use concept retains residential designations supporting needed housing types identified in the City's 2009 Economic Opportunity Analysis. Such housing types include multiple family attached, single family attached and single family detached dwellings. An assessment of overall residential housing capacity related to the adopted Comprehensive Plan land use concept and subsequent implementing zoning actions are explained below and summarized on Attachment B.

Finding: For the reasons stated above, the proposed land use concept and changes to the Forest Grove Comprehensive Plan Map recommended by the Forest Grove Planning Commission are consistent with intent of the Forest Grove Comprehensive Plan.

Statewide Land Use Planning Goals Compliance

Goal 2: Land Use Planning – Goal 2 establishes a land use planning process and policy framework as a basis for all decision and actions related to use of land and to assure an adequate factual base for such decisions and actions. The proposed land use concept establishes a framework of the how land may be developed within the subject area. The land use concept recommends the designation of specific land use categories on the Comprehensive Plan map based on the housing needs identified in the City's 2009 Economic Opportunity Analysis (pages 66 through 80) and Housing Chapter of the Comprehensive plan.

Goal 10: Housing- To provide for the housing needs of citizens of the state. Land use concept provides for a variety of housing units including multiple family attached, single family attached, and multiple family detached. Therefore, the proposed land use concept is consistent with Goal 10.

Metropolitan Housing Rule – Density determination $430 \text{ units}/33.7 \text{ net acres} = 12.76$ dwellings per net acre. This exceeds the Metropolitan Housing Rule requirement of at least 8 units per net acre. Therefore, the proposed land use concept complies with the Metropolitan Housing Rule.

Metro Urban Growth Management Functional Plan Compliance

Chapter 1: Land Use

Fundamental 1: Encourage a strong local economy by providing an orderly and efficient use of land, balancing economic growth around the region and supporting high quality education

Fundamental 2: Encourage the efficient use of land within the UGB including buildable industrial and commercial land and focus development in 2040 mixed use centers and corridors.

Policy 1.2.1(d): Coordinating public investment with local comprehensive and regional functional plans.

Policy 1.2.1(e): Creating a balanced transportation system, less dependent on the private automobile, supported by both the use of emerging technology and the location of jobs, housing, commercial activity, parks and open space.

Policy 1.3.1(a) Encourage affordable housing opportunities in the region by offering a diverse range of housing types, available within the region, and within cities and counties inside Metro's Urban Growth Boundary. (b) being available to households of all income levels that live or have a member working in each jurisdiction and subregion.

Policy 1.3.2: Include in the Urban Growth Management Functional Plan voluntary affordable housing production goals to be adopted by local jurisdictions in the region as well as land use and non-land use affordable housing tools and strategies.

Urban Growth Management Functional Plan

Title 7: Housing Choice

Under Title 7 of the Metro Urban Growth Management Functional Plan cities and counties within the Metro region shall ensure that their comprehensive plans and implementing ordinances:

- A. Include strategies to ensure a diverse range of housing types within their jurisdictional boundaries;
- B. Include in their plans actions and implementation measures designed to maintain the existing supply of affordable housing as well as increase the opportunities for new dispersed affordable housing within their boundaries.
- C. Include plan policies, actions, and implementation measures aimed at increasing opportunities for households of all income levels to live within their jurisdictions in affordable housing.

Finding: The proposed land use concept is consistent with Metro Urban Growth Management Functional Plan Title 7 for the following reasons:

- 1. The recommended comprehensive plan map promotes a range of housing types within the area south of Pacific Avenue and within the jurisdictional boundaries of Forest Grove
- 2. The proposed land use designations increase opportunities for new dispersed affordable housing whether multiple family attached, single family attached or single family detached.

3. The proposed land use designations increases opportunities for households of all income levels to live within their jurisdictions in affordable housing.

Analysis of Zoning Criteria 10.2.770

- A. The zone change is consistent with the Comprehensive Plan Map as approved by the City Council on January 27, 2014. The proposed zones are the most appropriate, taking into consideration the purposes of each zone, the zoning pattern of surrounding land and the development pattern along Ritchey Road.
- B. The zone change is consistent with relevant goals and policies of the Comprehensive Plan, as identified by the Director. The proposed zones provide for a land efficient development and variety of housing potentially available to a variety of households and income levels.
- 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 potential uses vary. The factors to be considered in determining suitability are parcel size and location. The site is suitable for the proposed zone and potential uses including multiple family attached, multiple family detached, single family attached and single family detached units.
- 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 the 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. The proposed zoning change reduces development densities and build-out capacity. This serves to reduce potential traffic generation assumed in the current Transportation System Plan.
- 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 on the projected service demands of the site and the ability of the public services to accommodate those demands. The subject area is located within the urban growth boundary and the City's service area for water, sanitary sewer, storm sewer, police and fire protection. Water, sanitary sewer, and storm sewer will be extended as condition of future development. The area is already served by the Forest Grove Police Department and Fire Department.
- F. The establishment of a zone district is not subject to the meeting of conditions. The proposed zones are not subject to meeting conditions.

Forestmeade Subdivision (east of Quince Street and generally north of Pacific Avenue):

From: Medium Density Residential

To: A-Medium (Single Family Residential, 8.71 dwelling units per net acre).

Analysis: This area is currently designated Medium Density Residential on the Forest Grove Comprehensive Plan map. The subject area is approximately 10.6 acres in land area and includes 50 lots. The area is characterized by duplexes on lots that are generally 10,000 square feet in land area (5,000 square feet per unit). The concept is to designate the area Single Family Residential A-Medium) to reflect the existing single family detached and duplex land use found in the area. Duplexes are permitted outright within the proposed Comprehensive Plan designation.

Analysis of Zoning Criteria 10.2.700

- A. The proposed zone change is consistent with the Comprehensive Plan Map. In addition, the proposed zone change is appropriate taking into consideration the purposes of the proposed zone and the development patter of the subject site.
- B. The zone change is consistent with the relevant goals and policies of the Comprehensive Plan including protecting single family residential neighborhoods from incompatible uses.
- C. The site is suitable for the proposed zone since the area is developed with duplexes on 5,000 square foot lots and the Single Family Residential R-5 zone allows for this type of development
- D. The zone is consistent with the adopted Transportation System Plan since the area is currently developed and built out.
- E. The area is currently served by public services including water supply, sanitary waste disposal, stormwater disposal and police and fire protection.
- F. The establishment of the zoning district is not subject to the meeting of conditions.

Friends of Historic Forest Grove (Taylor Way Industrial Area):

From General Industrial (Comprehensive Plan and Zoning Map)

To: Semi-Public on Comprehensive Plan Map and Institutional on Zoning Map

Analysis: The Friends of Historic Forest Grove owns two parcels of property within the southwestern portion of the Taylor Way Industrial Area. The site is approximately 6.14 acres in gross land area. One parcel includes the historic AT Smith House. The second parcel is undeveloped. The concept is to change the designation of property owned by the Friends of Historic Forest Grove from General Industrial to Institutional reflecting the semi-public nature of the property. The subject property is located at the periphery of the Taylor Way industrial area and is not surrounded by land designated for industrial development as shown on Attachment F. A Metro Title 4 industrial land analysis will be required to support the Comprehensive Plan Map and Zoning Map changes. The Comprehensive Plan and Zoning Map changes will facilitate use of the undeveloped

portion of the property owned by the Friends of Historic Forest Grove as an open space or recreational use.

Analysis of Zoning Criteria (10.2.770)

- A. The proposed zone change is consistent with the Comprehensive Plan Map. In addition, the proposed zone change is appropriate taking into consideration the site contains the historic AT Smith House identified as a local historic resource.
- B. The zone change is consistent with the relevant goals and policies of the Comprehensive Plan including protecting designated historic resources.
- C. The site is suitable for the proposed Institutional zone since the proposed zone allows a conditional uses activities compatible with historic resources such as cultural institutions, community recreation, and offices.
- D. The zone is consistent with the adopted Transportation System Plan since the area is currently developed and the current use will generate less traffic than the current General Industrial district.
- E. The area is within the urban growth boundary and the City's service area for water supply, sanitary waste disposal, stormwater disposal and police and fire protection.
- F. The establishment of the zone district is not subject to the meeting of conditions.

Forest Grove Post Office (1822 21st Avenue):

From: Public/Institutional
To: Town Center Support.

Analysis: The Forest Grove Post Office located at 1822 21st Avenue is designated Public on the Forest Grove Comprehensive Plan map and Institutional on the Forest Grove Zoning Map. The property owner requested the Comprehensive Plan map change. The property was designated Public/Institutional due to the presence of the post office. However, the property is held in private ownership. The subject site is approximately 6,700 square feet in area. The proposal is to change the Institutional designation to Town Center Support similar to other properties in the general area within the Town Center. Re-designating the site will provide greater potential for re-use in the future.

Analysis of Zoning Criteria 10.2.770

- A. The proposed zone change is consistent with the Comprehensive Plan Map. The current use is the Forest Grove Post Office. The Town Center Support zone will allow or continuation of the current use and will expand opportunities for other uses in the future.
- B. The zone change is consistent with the relevant goals and policies of the Comprehensive Plan including promoting a strong and vibrant Town Center and promoting retail activities and job creation.
- C. The site is suitable for the proposed zone since the site is developed and suitable for uses allowed by the Town Center Support zone.

- D. The zone is consistent with the adopted Transportation System Plan since the site is currently developed and already factored into the traffic estimates contained in the Transportation System Plan
- E. The area is within the urban growth boundary and the City's service area for water supply, sanitary waste disposal, stormwater disposal and police and fire protection. The site is currently served by water, sanitary waste disposal, stormwater disposal and police and fire protection.
- F. The establishment of the zone district is not subject to the meeting of conditions.

Analysis of Residential Housing Capacity

Metro Urban Growth Management Functional Plan Title 1 establishes a policy for no net loss in overall residential housing capacity. The recommended zoning changes for the area south of Pacific Avenue west of E Street include reducing residential housing capacity. This reduction in housing capacity will be offset by other zoning actions related to implementation of the revised Comprehensive Plan Map. Attachment B provides an overview of residential housing capacity estimates after the Comprehensive Plan Map is fully implemented

To ensure compliance with Metro Title 1, it is necessary to adopt the full range of zoning and Development Code amendments to implement the Comprehensive Plan Map. This must be accomplished within one-year after the Oregon Department of Land Conservation and Development approves the Comprehensive Plan.

STAFF RECOMMENDATION: Staff recommends the City Council approve the attached Order amending the Official Zoning Map as described in this report.

ATTACHMENTS:

Attachment A: Map of Proposed Zone Changes
Attachment B: Residential Housing Capacity Estimates

Residential Capacity Analysis Findings

January 16, 2014

Location	Current Designation	Proposed Designation	Acreage Gross/Net
South of Pacific	RMH	RMH/RML/R-7	39.7/33.7
Town Center	TC	TC	71/61 ¹
Thatcher Rd./David Hill Road	C-Low (R-10)	MU	30.6/14.2
Sunset Drive/Willamina	IL	MU	23.5/19.9
Gales Creek Road/Thatcher Road	CPD	MU	6.4/5.4
Forestmeade Neighborhood	RML	R-5	13.3/11.4

Location	Current Residential Capacity	Planned Residential Capacity	Estimated Change
South of Pacific ²	541	430	-111
Town Center ³	1,237 ⁴	2,474 ⁵	+1,237
Thatcher/David Hill Road	41	178	+137
Sunset Drive/Willamina	0	180	+180
Gales Creek Road/Thatcher Road	0	101	+101
Forestmeade Neighborhood	136	99	-37
TOTAL			+1,507

Note: The City of Forest Grove commits to adopting the necessary Zoning Map and Development Code text to achieve the stated planned residential capacities identified above within one-year from Oregon Department of Land Conservation and Development approval of the Forest Grove Comprehensive Plan Update.

Zoning Map Classifications

R-5 (Single Family Residential – 8.71 dwellings per net acre)

R-7 (Single Family Residential – 6.22 dwellings per net acre)

R-10 (Single Family Residential – 4.35 dwellings per net acre)

RML (Multifamily Residential Low – 12.0 dwellings per net acre)

RMH (Multifamily Residential High – 20.28 dwellings per net acre)

TC (Town Center – 20.28 dwellings per net acre)

CPD (Commercial Planned Development)

IL(Light Industrial)

MU (Proposed Mixed-Use Development Zone – 20.28 dwellings per net acre)

¹ Not including Pacific University campus.

² Estimate represents analysis contained in the December 16, 2013, written staff report to the Planning Commission.

³ Estimated current number of dwelling units = 460 units. Source; City of Forest Grove Planning Division and Metro State of the Centers Report (May 2011).

⁴ Figure does not include Pacific University.

⁵ Estimated based on increasing outright permitted target density from 20.28 units/acre to 40 units/acre.

South of Pacific Avenue Area (west of Town Center)
Findings and Conclusions

Finding: Area has been designated Multi-family high density since 1980. Reduction of density with greater distance from the Town Center better meets the Comprehensive Plan land use criteria for designation of land. Designation allows for development and preserves the residential character of the area along Ritchey Road. Conclusion: Re-designation of the area south of Pacific Avenue west of the Town Center is consistent with the applicable policies contained in the comprehensive plan. Applicable policies include:

Land Use

Local Land Use Goals

1. Residential areas shall be developed in a safe, aesthetically pleasing, and efficient manner.

Finding: The proposed land use concept for the area south of Pacific Avenue west of the Town Center to Ritchey Road includes a graduated density pattern with the highest density (RMH) nearest to the Town Center and the lowest (Single Family Residential B-Standard/R-7) furthest from the Town Center near Ritchey Road. This concept provides for a variety of housing and flexibility for an aesthetically pleasing development pattern and efficient arrangement of housing types. The proposed land use concept promotes a variety of housing options including multiple family attached, multiple family detached, single family attached and single family detached units. For the reasons stated above the proposed land use concept recommended by the Planning Commission meets the intent of Local Land Use Goal #1.

Local Land Use Policy 1:

1. Multi-family developments shall be near the commercial core of major arterials.

Finding: The proposed zoning for the subject area includes the highest density land use designation (High Density Residential/RMH) near the commercial core and adjacent to Pacific Avenue where it is designated as an arterial street on the Transportation System Plan map. Therefore, the proposed land use designations recommended by the Planning Commission are consistent with this policy.

The proposed land use concept meets the intent of the land use location criteria identified below. The high density residential development is located on land with generally 10% slope or less. In addition, the high density residential land is located proximate to Pacific Avenue where it is designated as an arterial street. Furthermore, the high density residential land is located about ¼ mile from mass transit and community-serving commercial uses. As a rule of thumb, locations within ¼ mile are considered to be within convenient walking distance. The area is served by urban services such as streets, police and fire protection and municipal water.

The areas identified for medium density and low density residential development are not penetrated by major arterial roads or railroads. Furthermore, the medium and low density areas are located within convenient driving distance to schools and neighborhood commercial areas. The area is served by urban services such as streets, police and fire protection and municipal water.

age, sex, religion, national origin, mental and physical handicaps, marital status or family size.

Finding: The proposed land use concept identifies a variety of land use residential land use designations including Multifamily High Density, Multifamily Low Density, and Single Family Residential (B-Standard/R-7). This encourages the provision of affordable good quality housing in adequate numbers to accommodate all segments of Forest Grove's population. For this reason, the proposed land use concept meets the intent and is consistent with Local Housing Goal #1.

- 2. Provide for an adequate supply of new housing to meet demand, thus avoiding shortages and adverse impacts on price, rents, and choice of housing.*

Finding: The proposed land use concept provides for a supply of land suitable for new housing needed to partially meet expected housing demand. The table below shows the residential capacity findings for the current and proposed land use designations. These estimates are based on the net acreages for each land use category identified in the subject area.

South of Pacific Avenue Capacity Analysis

<i>Current Capacity (Dwellings)</i>	<i>Planned Residential Capacity (Dwellings)</i>	<i>Estimated Change (Dwellings)</i>
541	430	-111

Finding: For the reasons stated above, the proposed land use concept and changes to the Forest Grove Comprehensive Plan Map recommended by the Forest Grove Planning Commission are consistent with intent of the Forest Grove Comprehensive Plan.

Statewide Land Use Planning Goals Compliance

Goal 2: Land Use Planning – Goal 2 establishes a land use planning process and policy framework as a basis for all decision and actions related to use of land and to assure an adequate factual base for such decisions and actions. The proposed land use concept establishes a framework of the how land may be developed within the subject area. The land use concept recommends the designation of specific land use categories on the Comprehensive Plan map based on the housing needs identified in the City's 2009 Economic Opportunity Analysis (pages 66 through 80) and Housing Chapter of the Comprehensive plan.

Goal 10: Housing- To provide for the housing needs of citizens of the state. Land use concept provides for a variety of housing units including multiple family attached, single family attached, and multiple family detached. Therefore, the proposed land use concept is consistent with Goal 10.

Metropolitan Housing Rule – The Metropolitan Housing Rule (OAR 660-007-035(2)) establishes minimum residential density requirements for new construction. Under this provision, the City of Forest Grove must provide for an overall density of eight or more dwelling units per net buildable acre. Based on the planned residential development capacity shown above the subject property could accommodate 430 dwellings based on the proposed land use designations. Since the subject area is approximately 33.7 net acres the resulting density is 12.76 dwellings per net acre. This exceeds the Metropolitan Housing Rule requirement of at least 8 units per net acre. Therefore, the proposed land use concept complies with the Metropolitan Housing Rule.

Metro Urban Growth Management Functional Plan Compliance

Chapter 1: Land Use

Fundamental 1: Encourage a strong local economy by providing an orderly and efficient use of land, balancing economic growth around the region and supporting high quality education. Finding: The proposed land use South of Pacific Avenue promotes an orderly and efficient land use pattern accommodating a variety of housing types.

Fundamental 2: Encourage the efficient use of land within the UGB including buildable industrial and commercial land and focus development in 2040 mixed use centers and corridors. Finding: The proposed land use pattern for the area south of Pacific Avenue represents an efficient use of land by encouraging a range of densities near the Forest Grove Town Center.

Policy 1.3.1(a) Encourage affordable housing opportunities in the region by offering a diverse range of housing types, available within the region, and within cities and counties inside Metro's Urban Growth Boundary. (b) being available to households of all income levels that live or have a member working in each jurisdiction and subregion. Finding: The proposed land use pattern for the area south of Pacific Avenue encourage a diverse range of housing types from multiple family attached units to single family detached units. Housing units will be available to a diverse range of households representing a variety of income levels.

Urban Growth Management Functional Plan

Title 7: Housing Choice

Under Title 7 of the Metro Urban Growth Management Functional Plan cities and counties within the Metro region shall ensure that their comprehensive plans and implementing ordinances:

- A. Include strategies to ensure a diverse range of housing types within their jurisdictional boundaries;
- B. Include in their plans actions and implementation measures designed to maintain the existing supply of affordable housing as well as increase the opportunities for new dispersed affordable housing within their boundaries; and
- C. Include plan policies, actions, and implementation measures aimed at increasing opportunities for households of all income levels to live within their jurisdictions in affordable housing.

Finding: The proposed land use concept is consistent with Metro Urban Growth Management Functional Plan Title 7 for the following reasons:

- 1. The recommended comprehensive plan map promotes a range of housing types within the area south of Pacific Avenue and within the jurisdictional boundaries of Forest Grove;
- 2. The proposed land use designations increase opportunities for new dispersed affordable housing whether multiple family attached, single family attached or single family detached; and
- 3. The proposed land use designations increases opportunities for households of all income levels to live within their jurisdictions in affordable housing.



NewsTimes

Legal Ads/Public Notice:

To be published: February 5, 2014

NOTICE OF PUBLIC HEARING

CITY OF FOREST GROVE CITY COUNCIL

PROPOSED AMENDMENTS TO THE FOREST GROVE

OFFICIAL ZONING MAP

File No. ZNC-14-0008

NOTICE IS HEREBY GIVEN that the Forest Grove City Council will hold a Public Hearing on **Monday, February 10, 2014**, at 7:00 PM or thereafter, in the Community Auditorium, 1915 Main Street, Forest Grove, to consider amendments to the Official Zoning Map for specific properties located in Forest Grove. The amendments are being initiated under a Type IV (Legislative) process pursuant with Forest Grove Development Code Section 10.1.700 through 10.1.740.

During the Public Hearing the City Council will consider public testimony and a staff recommendation on the proposed amendments. **The proposed changes may affect your property and permissible uses of your land.** All interested parties may appear and provide testimony to the City Council. Only those persons participating may appeal the City's decision on this matter in accordance with applicable State statutory provisions relating to appeals of decisions amending an acknowledged comprehensive plan.

The City must adopt specific findings of fact addressing the following criteria as described in Forest Grove Development Code Sections 10.2.770:

- A. The zone change is consistent with the Comprehensive Plan Map. When the Comprehensive Plan has more than one implementing zone as shown on the corresponding table in Forest Grove Development Code Article 3, it must be shown the proposed zone is the most appropriate, taking into consideration the purposes of each zone and the zoning pattern of surrounding land.
- 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 impacts of a proposed zone and its potential uses vary. The factors to be considered in determining suitability and 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 the 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 on the projected service demands of the site and the ability of the public services to accommodate those demands.
- F. The establishment of a zone district is not subject to the meeting of conditions.

A copy of the staff report will be available for inspection seven days prior to the hearing at the office of the Community Development Department, 1924 Council Street, Forest Grove, or by visiting the City's website at www.forestgrove-or.gov/city-hall/comp-plan-update-phase-2.html. Written comments or testimony may be submitted at the hearing or sent to the City Recorder Anna Ruggles at PO Box 326, 1924 Council Street, Forest Grove, OR 97116, prior to the hearing. For information about the proposal, please contact Daniel Riordan, 503-992-3226, or e-mail driordan@forestgrove-or.gov.

Overview of Recommended Zoning Map Changes

- **South of Pacific Avenue/West of Forest Grove Town Center:** From: Multifamily High Density Residential (20.28 dwellings per net acre) To: Multifamily High Density Residential (20.28 units per net acre), Multifamily Low Density (12 units per net acre) and Single Family Residential R-7 (6.22 dwellings per net acre). The proposal is to reduce the development density based on distance from the Town Center south of Pacific Avenue and generally west of Tom McCall Upper Elementary School. Under this concept, areas furthest from the Town Center (generally along Ritchey Road) would be changed from High Density Residential to Single Family Residential having an average 7,000 square foot of land area. An area designated Multifamily Low Density would be applied between the Single Family Residential R-7 designation and the Multifamily High Density Residential designation west Tom McCall Middle School.
- **Forestmeade Subdivision (East of Quince Street and generally north of Pacific Avenue):** From: Multifamily Low Density (12 dwelling units per net acre) To: Single Family Residential R-5 (8.71 dwelling units per net acre). This area is currently designated Medium Density Residential on the Forest Grove Comprehensive Plan map. The area is characterized by duplexes on lots that are generally 10,000 square feet in land area (5,000 square feet per unit). The concept is to designate the area Single Family Residential (R-5) to reflect the existing single family detached and duplex land use found in the area. Duplexes are permitted outright within the Single Family Residential (R-5) zone.
- **Taylor Way Industrial Area:** From General Industrial To: Institutional. The Friends of Historic Forest Grove owns two parcels of property within the southwestern portion of the Taylor Way Industrial Area. One parcel includes the historic AT Smith House. The second parcel is undeveloped. The concept is to change the designation of property owned by the Friends of Historic Forest Grove from General Industrial to Institutional reflecting the semi-public nature of the property.
- **Forest Grove Post Office (1822 21st Avenue):** From: Institutional To: Town Center Support. The Forest Grove Post Office located at 1822 21st Avenue is designated Public on the Forest Grove Comprehensive Plan map and Institutional on the Forest Grove Zoning Map. The proposal is to change the Institutional designation to Town Center Support similar to other property in the general area.

Anna D. Ruggles, CMC, City Recorder
City of Forest Grove

Published February 5, 2014

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Attn: Plan Amendment Specialist
Dept. of Land Conservation and Dev.
635 Capitol St. NE, Suite 150
Salem, OR 97301-2540

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FEB 27 2014
LAND CONSERVATION
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