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FOREST GROVE PLANNING COMMISSION MEETING
COMMUNITY AUDITORIUM, 1915 MAIN STREET
TUESDAY, JANUARY 17, 2017-- 7:00 P.M.

PLANNING COMMISSION

Tom Beck, Chair

**Lisa Nakajima
Carolyn Hymes
Dale Smith**

**Hugo Rojas
Phil Ruder, Vice Chair
Sebastian B. Lawler**

The Planning Commission welcomes your attendance and participation. If you wish to speak on an agenda item, please feel free to do so. However, in fairness to others, we respectfully ask that you observe the following:

- * Please follow sign-in procedures on the table by the entrance to the auditorium.
- * Please state your name and address clearly for the record.
- * Groups or organizations are asked to designate one speaker in the interest of time and to avoid repetition.
- * When more than one citizen is heard on any matter, please keep your comments to five minutes and avoid repetition in your remarks. Careful attention to the previous speaker's points will help in this regard.
- * The Planning Commission carefully considers all the facts before a decision is made. Brief statements are most helpful in reaching a decision based on sound judgment.

Planning Commission meetings are electronically recorded and are handicap accessible. Assistive Listening Devices (ALD) or qualified sign language interpreters are available for persons with impaired hearing or speech. For any special accommodations, please contact the City Recorder at 503.992.3235, at least 48 hours prior to the meeting.

AGENDA

- (1.) Roll Call
- (2.) Public Meeting
 1. Public Comment Period for Non-Agenda Items
 2. **Public Hearing:**
A legislative amendment to Forest Grove Development Code §10.8.130 *Widths and Locations of Driveways and Curb Cuts*. The purpose of the amendment would be to provide flexibility for driveway widths in residential zones. The current maximum driveway width is 24 feet; the amendment, if approved, would allow some driveways to have a maximum width of 30 feet.
 3. Action Item: None Scheduled
 4. **Work Session Items: Westside Planning Project – Infrastructure & Funding Approach**
- (3) Business Meeting
 1. Approval of Minutes
 2. Reports from Commissioners/Subcommittees
 3. Director's Report
 4. Announce next meeting
 5. Adjourn



Forest Grove Code Text Amendment Staff Report and Recommendation

Community Development Department, Planning Division

REPORT DATE: January 9, 2017

HEARING DATE: January 17, 2017

REQUEST: A legislative amendment to Forest Grove Development Code §10.8.130 *Widths and Locations of Driveways and Curb Cuts*. The purpose of the amendment would be to provide flexibility for driveway widths in residential zones. The current maximum driveway width is 24 feet; the amendment, if approved, would allow some driveways to have a maximum width of 30 feet.

FILE NUMBER: 311-16-000189-PLNG

PROPERTY LOCATION: Not applicable

LEGAL DESCRIPTION: Not applicable

APPLICANT: Venture Properties, Inc., 4230 Galewood Street #100, Lake Oswego, Oregon 97035

APPLICABLE STANDARDS AND CRITERIA: City of Forest Grove Development Code:
☐ §10.1.700 et. seq. *Legislative Land Use Decision*
☐ §10.2.600 et. seq. *Development Code Text Amendment*

REVIEWING STAFF: James Reitz, AICP, Senior Planner

RECOMMENDATION: Staff recommends approval of the amendment

I. BACKGROUND

Forest Grove's regulations pertaining to driveway width have changed several times over the past few decades. The current driveway width standards date from 2009 with the adoption of the Development Code (DC). Driveways for residential properties can be up to 24 feet wide (DC §10.8.130(B)).

The Zoning Ordinance (ZO) in effect from 1980 to 2009 allowed residential driveway widths of up to 30 feet (ZO §9.833), while the ZO in effect from 1971-1980 apparently did not specify a maximum width. Instead "Maximum curb cut width shall be as determined by the City Engineer." This code did however, have an additional provision: that driveways on the same lot had to be separated by at least 30 feet. See Exhibit C for the text of both ZO sections.

The applicant is currently building homes in both the Pacific Crossing and Silverstone subdivisions. Pacific Crossing is a planned development approved in 2005; at that time 30-foot-wide driveways were permitted. Because the project was a phased subdivision approved prior to the 2009 DC taking effect, the City has continued to allow wider driveways in that project.

Silverstone is also a planned development. It was approved in 2014. Driveway widths in this project are subject to current DC requirements.

The applicant notes that there is demand for homes with three-car garages, and has requested an amendment to the DC to allow a commensurate driveway width.

Public notice of this proposal was provided to the Plans Review Board, the Department of Land Conservation and Development (DLCD), and published in the *News Times* on January 11, 2017. As of the date of this report, no comments have been received from the public. City department comments are noted below.

II. DESCRIPTION OF PROPOSAL

The applicant has submitted the following proposal description:

*Venture Properties, Inc. proposes to expand the maximum driveway widths for residential lots that have a street frontage of 60 feet or greater. This increase will allow property owners to have sufficient access to their homes on larger lots that have three-car garages. This increase will also allow for at least one (likely more) additional off-street parking spaces, which would balance or make up for any loss to on-street parking created by the wider driveway approach. Therefore, we propose the following change in language (**in bold**) to the Forest Grove Development Code Section 10.8.130(B):*

10.8.130 WIDTHS AND LOCATIONS OF DRIVEWAYS AND CURB CUTS

- A. Minimum Driveway Widths at the street right-of-way line shall be fifteen (15) feet for institutional, commercial, industrial, and multi-family residential uses, and ten (10) feet for single-family and two-family residential uses. *No amendments proposed.*
- B. Maximum Driveway Widths at the street right-of-way line shall be as follows:
 - 1. 24 feet in residential zones **for lots with less than 60 feet of street frontage**
 - 2. **30 feet in residential zones for lots with street frontages of 60 feet or greater**
 - 2.3. 36 feet in institutional, town center or commercial zones
 - 3.4. 40 feet in industrial zones
- C. Location of Curb Cut. No portion of a curb cut shall be located closer to an intersecting street right-of-way line than:
 - 1. 100 feet on an arterial street with four or more travel lanes
 - 2. 50 feet on an arterial street with two or three travel lanes
 - 3. 50 feet on a collector street
 - 4. 20 feet on a local street
- D. Minimum Distance between Curb Cuts. On arterial and collector streets, minimum distances shall be maintained as follows between adjacent curb cuts on the same side of any such street:
 - 1. 85 feet where the speed limit is 20 mph or less
 - 2. 105 feet where the speed limit is 25 mph

3. 125 feet where the speed limit is 30 mph
4. 150 feet where the speed limit is 35 mph
5. 185 feet where the speed limit is 40 mph
6. 230 feet where the speed limit is 45 mph
7. 275 feet where the speed limit is 50 mph or greater

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

Because homes do take access from Collector streets, Subsection (E) permits those driveways to be closer than Subsection (D) would normally permit, based on the speed limit.

It should be noted that any amendment to the Development Code would apply to all residentially-zoned property, not just those sites in new subdivisions. Under this proposal, all residential lots with greater than 60 feet of street frontage could have wider driveways.

III. REVIEW AND ANALYSIS

This proposal was routed to the Plans Review Board, a staff-level group consisting of members of the Building, Engineering, Fire, Light and Power, Planning, Police and Public Works departments. This group reviews all development proposals and code amendments. Three departments had comments.

The Engineering Department does not object to the proposed amendment, but notes that each request would be unique because each lot is unique. While lots in a new subdivision may exhibit a certain dimensional uniformity, they are unique because of the variable locations of catch basins, fire hydrants, intersections, water meters, etc., all of which must be taken into account to ensure that their functionality is not compromised. Put another way, while the Development Code may be amended to allow wider driveways, there may be circumstances whereby wider driveways still could not be permitted. The Engineering Department has also observed that since there is no code restricting the number of driveways serving a single lot, nor a requirement that driveways are separated by a certain minimum distance, it is not uncommon for homebuilders to place two driveway approaches side-by-side, effectively doubling the driveway width. Several recent examples of side-by-side driveways can be found in The Parks subdivision and Pacific Crossing, among others (see example photo in Exhibit B).

The Light and Power Department has noted similar concerns about expanding driveway widths. Wider driveways would limit the area available to site electrical facilities such as transformers and junction boxes.

The Planning Division further notes that wider driveways would also reduce the area available for street trees, and further limit the availability of on-street parking.

Staff researched how some other local jurisdictions regulate the width of residential driveways. While all stipulate minimum widths, not all stipulate maximum widths. Of those that do, there is no consistency. With the exception of Cornelius, the other jurisdictions allow driveway widths ranging from between 30 and 40 feet. Some also regulate how many are allowed or how close driveways may be located to one another.

Jurisdiction	Maximum Width	% of 60 Feet	Minimum Separation / Comments
Canby	40 feet	66%	30 feet required between driveways
Cornelius	25 feet	42%	None
Forest Grove	24 feet	40%	None
Lake Oswego	30 feet	50%	Only 1 driveway permitted on lots with less than 75 feet of frontage
McMinnville	24 feet	40%	Lots 75 to 100 feet wide are allowed a 30-foot-wide driveway; lots with more than 100 feet of frontage are allowed a 34-foot wide driveway
Oregon City	30 feet	50%	None
Tualatin	37 feet	62%	None
Washington County	35 feet	58%	For lots with greater than 60 feet of frontage

With the exception of Cornelius and McMinnville, all other jurisdictions allow at least 50% of the street frontage of a 60-foot-wide lot to be used as driveway.

As noted in the *Background* section above, Forest Grove also used to regulate how close residential driveways could be located to one another. Not having such a regulation has resulted in multiple examples of two approaches being installed serving the same driveway, separated by a small hump (see photos in Exhibit B). The result is an even greater driveway expanse. If the Planning Commission recommends amending the Development Code to allow wider residential driveways, it should also consider restricting how closely residential driveways may be spaced.

IV. APPROVAL CRITERIA AND FINDINGS

Development Code §10.2.630 *Review Criteria* lists two standards to be satisfied to adopt a text amendment:

A. The text amendment is consistent with relevant goals and policies of the Forest Grove Comprehensive Plan; and

Applicant's Response: As described in the parking section of the Comprehensive Plan's Chapter 11 (Transportation), "parking standards shall be updated to reflect evolving needs and best management practices." Venture Properties, Inc. has witnessed a stronger demand for three-car garages that can accommodate large recreational vehicles. These large vehicles require a wider driveway approach in order to navigate into a driveway. This increase in demand for RV parking demonstrates an evolving need, which is justification for a text amendment to allow for wider driveways.

Additionally, numerous goals and policies within the Comprehensive Plan support creating recreational opportunities. The proposed text amendment would indirectly promote greater recreational opportunities by providing homeowners the ability to park their recreational vehicles on their own property. Specifically, Community Sustainability Goal 8 states: "Create complete neighborhoods, through land use regulations, with [...] recreational opportunities." Policy 6.1 states: "Support local efforts designed to capitalize on Forest Grove's location near agricultural and recreational amenities." Health Services Goal 3 also promotes good health through land development policies that encourage recreational opportunities.

Therefore, the proposed text amendment is consistent with relevant goals and policies of the Forest Grove Comprehensive Plan. This criterion is met.

Finding: There are no specific Comprehensive Plan goals and policies pertaining to driveway widths. The Transportation System Plan (a component of the Comprehensive Plan) does however, identify some *Access Management* strategies. Those strategies include:

- *Work with land use development applications to consolidate driveways where possible.*
- *Limit new single-family residential access on arterials and collectors.*

Finding: The intent of both of the above provisions is to limit the number of access points on all streets, but in particular on collector and arterial streets. The text amendment to allow wider driveways would not conflict with these provisions. A text amendment to limit the number of driveways serving a single lot would serve to limit the number of access points. A text amendment to require minimum spacing requirements between driveways serving a single lot could also limit the number of access points, if a lot didn't have sufficient width to meet the minimum spacing standard.

Finding: The TSP also lists several *Neighborhood Traffic Management* strategies that may pertain to this request. They include *"the following examples of neighborhood traffic management strategies:*

- *Curb extensions*
- *Narrow streets*
- *On-street parking"*

Finding: One purpose of implementing the above strategies is that traffic speeds are often reduced. Streets with curb extensions could limit where driveways may be located, as well as their widths, because curb extensions consume greater street frontage.

Finding: Streets widths can be as narrow as 24 feet, which can limit the maneuvering space for vehicles. Increasing driveway width could permit easier access since additional vehicular maneuvering space would be available.

Finding: On-street parking is generally allowed on all local and collector streets, which also can limit maneuvering space. Increasing driveway width would permit easier access since additional maneuvering space would be available. However, while wider driveways would increase the amount of on-site parking available for that resident, it would also reduce the amount of on-street parking available to the neighboring properties and the general public.

Finding: Other public infrastructure improvements must also be taken into consideration to ensure that their functionality is not compromised. To ensure that driveways maintain a safe minimum distance from fire hydrants, utility poles, electrical transformers and other public infrastructure, the City Engineer should review and approve the location of all driveways.

Finding: Increasing the allowable widths for residential driveways would reduce the area available for the installation of street trees.

Finding: The Development Code does not at present restrict the number or spacing of driveways serving a single residential lot. As a result, multiple lots have been developed with two side-by-side driveways whose total width exceeds not only a 24-foot-width, but a 30-foot

width as well. Absent an additional text amendment to either limit the number of driveways per residential lot or the spacing required between driveways, this practice would continue. If 30-foot-wide driveways are permitted, two such driveways could entirely occupy a 60-foot-wide lot.

Summary and Conclusion: Adoption of the proposed amendment to allow residential driveway widths of up to 30 feet would still be less than the maximum widths allowed in other jurisdictions, and would not conflict with the goals and policies of the Comprehensive Plan. However, it would reduce the availability of on-street parking, decrease the area available for street tree installation, could conflict with public infrastructure, and could result in a lot's frontage being entirely developed as a driveway. Staff is therefore proposing **two revisions** to the proposed amendment: to require a minimum separation between driveways on the same residential lot of at least 30 feet; and requiring that all driveways be reviewed and approved by the City Engineer to ensure that all driveways do not conflict with public infrastructure.

B. The text amendment is consistent with relevant statewide and regional planning goals, programs and rules.

Applicant's Response: *The proposed text amendment supports the Statewide Planning Goals. For instance, Statewide Planning Goal 12 (Transportation) specifies: "To provide and encourage a safe, convenient and economic transportation system. Wider driveways allows for a safer transportation system and provides a greater convenience to Forest Grove's homeowners. RV owners who are unable to park their vehicle on their own property will have to pay to store it at a storage facility. This inconvenience generates additional vehicle trips and places a greater impact to the local transportation system. The proposed text amendment also supports the Goals of Metro's Regional Framework Plan Goal 1 of Chapter 2 (Transportation). This goal specifies that land use and transportation decisions are linked to optimize and support a variety of community needs, including recreational opportunities. Allowing for certain transportation facilities, such as wider driveways, does indirectly create an opportunity for Forest Grove residents to enjoy Oregon's recreational offerings, through the convenience of storing a recreational vehicle at one's own home.*

Therefore, the proposed text amendment is consistent with relevant goals of the region and state. This criterion is met.

Finding: No Statewide Planning Goal pertains to the width of driveways, nor do any regional planning goals, program or rules.

IV. ALTERNATIVES

The Planning Commission may recommend that the City Council approve the proposal as submitted, approve it with modifications, deny it, or the Commission may continue deliberations to a date certain.

V. RECOMMENDATION

Based on the findings above, staff recommends approval of the proposal with the revisions below (proposed new text in **bold**), as well as with any revisions found appropriate by the Planning Commission.

10.8.130 WIDTHS AND LOCATIONS OF DRIVEWAYS AND CURB CUTS

- A. Minimum Driveway Widths at the street right-of-way line shall be fifteen (15) feet for institutional, commercial, industrial, and multi-family residential uses, and ten (10) feet for single-family and two-family residential uses.
- B. Maximum Driveway Widths at the street right-of-way line shall be as follows:
 - 1. In residential zones –
 - a. ~~24 feet in residential zones for lots with less than 60 feet of street frontage~~
 - b. **30 feet in residential zones for lots with street frontages of 60 feet or greater**
 - c. **There shall be a minimum distance of 30 feet between any two adjacent curb cuts on the same lot**
 - 2. 36 feet in institutional, town center or commercial zones
 - 3. 40 feet in industrial zones
- C. Location of Curb Cut. *No amendments proposed.*
- D. Minimum Distance between Curb Cuts (on arterial and collector streets). *No amendments proposed.*
- E. In measuring the distance between curb cuts on arterial and collector streets, existing curb cuts, or accesses serving single-family and two-family dwellings shall not be considered. *No amendments proposed.*
- F. **City Engineer's Authority to Restrict Driveway Widths and Locations. To ensure that driveways do not conflict with public infrastructure, the City Engineer has the authority to restrict the width and location of any driveway.**

VI. LIST OF EXHIBITS

The following exhibits were received, marked, and entered into the record as evidence for this application at the time this staff report was written. Exhibits received after the date of this report will be marked beginning with the next consecutive letter and will be entered into the record at the time the public hearing is opened, prior to oral testimony.

Exhibit A	Proposed Development Code Text Amendments
Exhibit B	Photo Examples of Wide Residential Driveways
Exhibit C	FG Driveway Code From 1980-2009 and 1971-1980 Zoning Ordinances

EXHIBIT A

Application Narrative

September 14, 2016

Jon R. Holan
Community Development Director
City of Forest Grove
1924 Council Street
Forest Grove, Oregon 97116-0326

RE: Proposed Development Code Text Amendment to 10.8.130.B

Mr. Holan:

On behalf of Venture Properties, Inc., AKS Engineering & Forestry submits this request for an amendment to the Forest Grove Development Code. Per Forest Grove Development Code Section 10.2.610, amendments to the Development Code text may be initiated by the Director, the Planning Commission, or by the City Council. Any person may request that the Director or Planning Commission initiate a text amendment. Therefore, we submit this letter to you, requesting initiation of an amendment to Section 10.8.130.B—Widths and Locations of Driveways and Curb Cuts.

The Forest Grove Development Code requires that if initiated, this request will be considered through a Type IV legislative procedure. This written statement includes findings of fact demonstrating that the request complies with all applicable approval criteria. This information provides the necessary basis for the text amendment to be initiated and approved by the City of Forest Grove.

Proposal

Venture Properties, Inc. proposes to expand the maximum driveway widths for residential lots that have a street frontage of 60-feet or greater. This increase will allow property owners to have sufficient access to their homes on larger lots that have three-car garages. This increase will also allow for at least one (likely more) additional off-street parking spaces, which would balance or make up for any loss to on-street parking created by the wider driveway approach. Therefore, we propose the following change in language to the Forest Grove Development Code, Section 10.8.130.B:

10.8.130 WIDTHS AND LOCATIONS OF DRIVEWAYS AND CURB CUTS

- A. Minimum Driveway Widths at the street right-of-way line shall be fifteen (15) feet for institutional, commercial, industrial, and multi-family residential uses, and ten (10) feet for single-family and two-family residential uses.
- B. Maximum Driveway Widths at the street right-of-way line shall be as follows:
 - 1. 24 feet in residential zones for lots with less than 60-foot street frontages
 - 2. 30 feet in residential zones for lots with street frontages of 60-feet or greater
 - 23. 36 feet in institutional, town center or commercial zones
 - 34. 40 feet in industrial zones

Review Criteria

The following responses have been prepared to address the applicable review criteria listed below:

-
- A. *The text amendment is consistent with relevant goals and policies of the Forest Grove Comprehensive Plan;*

Response: As described in the parking section of the Comprehensive Plan's Chapter 11 (Transportation), "parking standards shall be updated to reflect evolving needs and best management practices." Venture Properties, Inc. has witnessed a stronger demand for three-car garages that can accommodate large recreational vehicles. These large vehicles require a wider driveway approach in order to navigate into a driveway. This increase in demand for RV parking demonstrates an evolving need, which is justification for a text amendment to allow for wider driveways.

Additionally, numerous goals and policies within the Comprehensive Plan support creating recreational opportunities. The proposed text amendment would indirectly promote greater recreational opportunities by providing homeowners the ability to park their recreational vehicles on their own property. Specifically, Community Sustainability Goal 8 states: "Create complete neighborhoods, through land use regulations, with [...] recreational opportunities." Policy 6.1 states: "Support local efforts designed to capitalize on Forest Grove's location near agricultural and recreational amenities." Health Services Goal 3 also promotes good health through land development policies that encourage recreational opportunities.

Therefore, the proposed text amendment is consistent with relevant goals and policies of the Forest Grove Comprehensive Plan. This criterion is met.

- B. *The text amendment is consistent with relevant statewide and regional planning goals, programs and rules.*

Response: The proposed text amendment supports the Statewide Planning Goals. For instance, Statewide Planning Goal 12 (Transportation) specifies: "To provide and encourage a safe, convenient and economic transportation system." Wider driveways allows for greater maneuverability of larger vehicles like RVs. Additional maneuverability allows for a safer transportation system and provides a greater convenience to Forest Grove's homeowners. RV owners who are unable to park their vehicle on their own property will have to pay to store it at a storage facility. This inconvenience generates additional vehicle trips and places a greater impact to the local transportation system. The proposed text amendment also supports the Goals of Metro's Regional Framework Plan Goal 1 of Chapter 2 (Transportation). This goal specifies that land use and transportation decisions are linked to optimize and support a variety of community needs, including recreational opportunities. Allowing for certain transportation facilities, such as wider driveways, does indirectly create an opportunity for Forest Grove residents to enjoy Oregon's recreational offerings, through the convenience of storing a recreational vehicle at one's own home.

Therefore, the proposed text amendment is consistent with relevant goals of the region and state. This criterion is met.

Conclusion

The required findings have been made and this letter demonstrates that the application is consistent with the applicable provisions of the Forest Grove Development Code. Therefore, the Applicant respectfully requests that you initiate the proposed amendment to Section 10.8.130.B.

AKS ENGINEERING & FORESTRY, LLC

A handwritten signature in black ink, appearing to read "M Doukas", with a stylized flourish at the end.

Mimi Doukas, AICP, RLA—Associate

EXHIBIT B

Examples of Wide Driveways

In Forest Grove

“Standard” 3-Car Garage & Driveway

Pacific Crossing Subdivision
30-Foot-Wide Driveway & Drive Approach



A place where businesses and families thrive.

RV Garage and Driveway

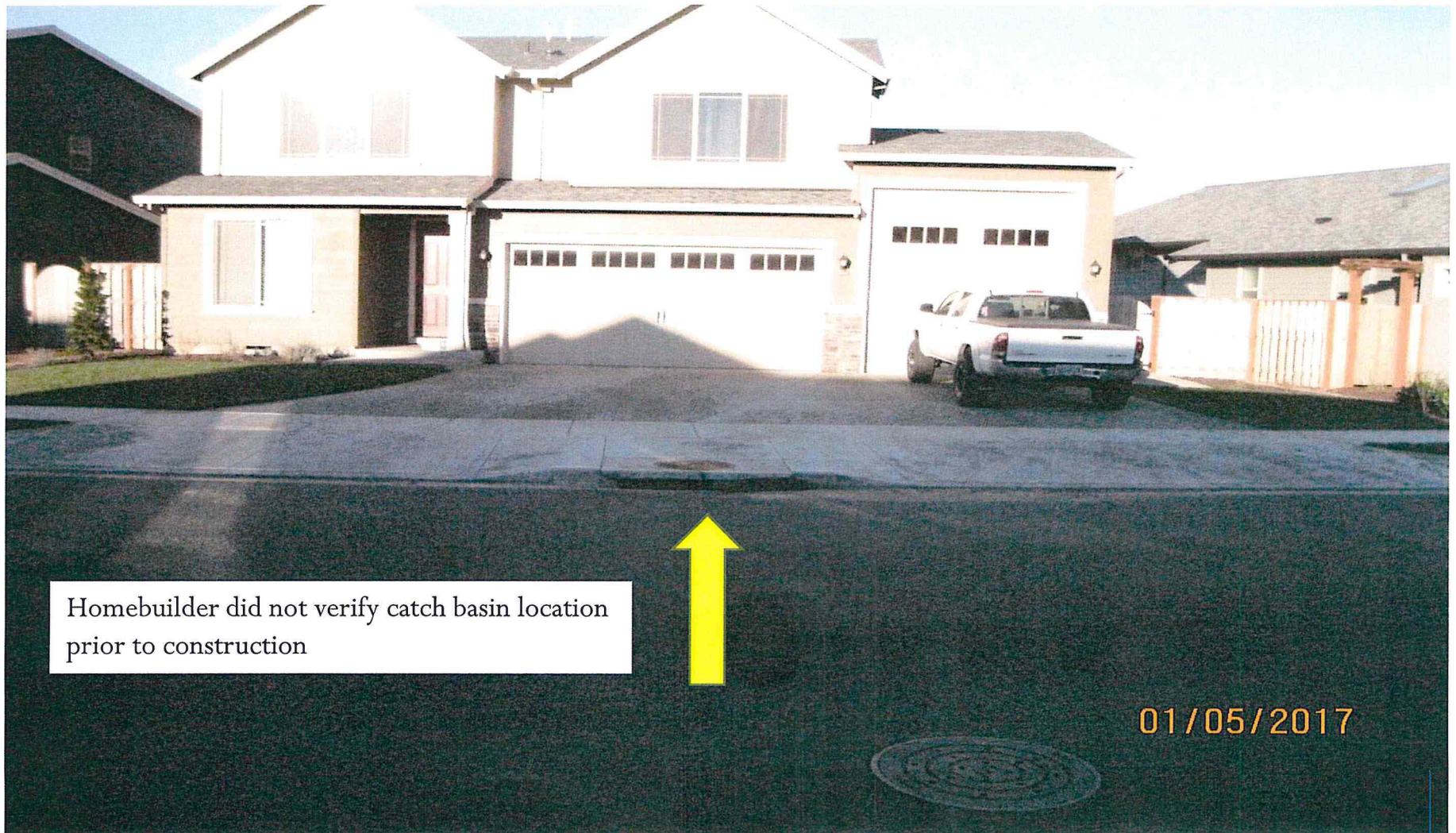
Pacific Crossing Subdivision
30-Foot-Wide Drive Approach



A place where businesses and families thrive.

RV Garage & Double Drive Approach

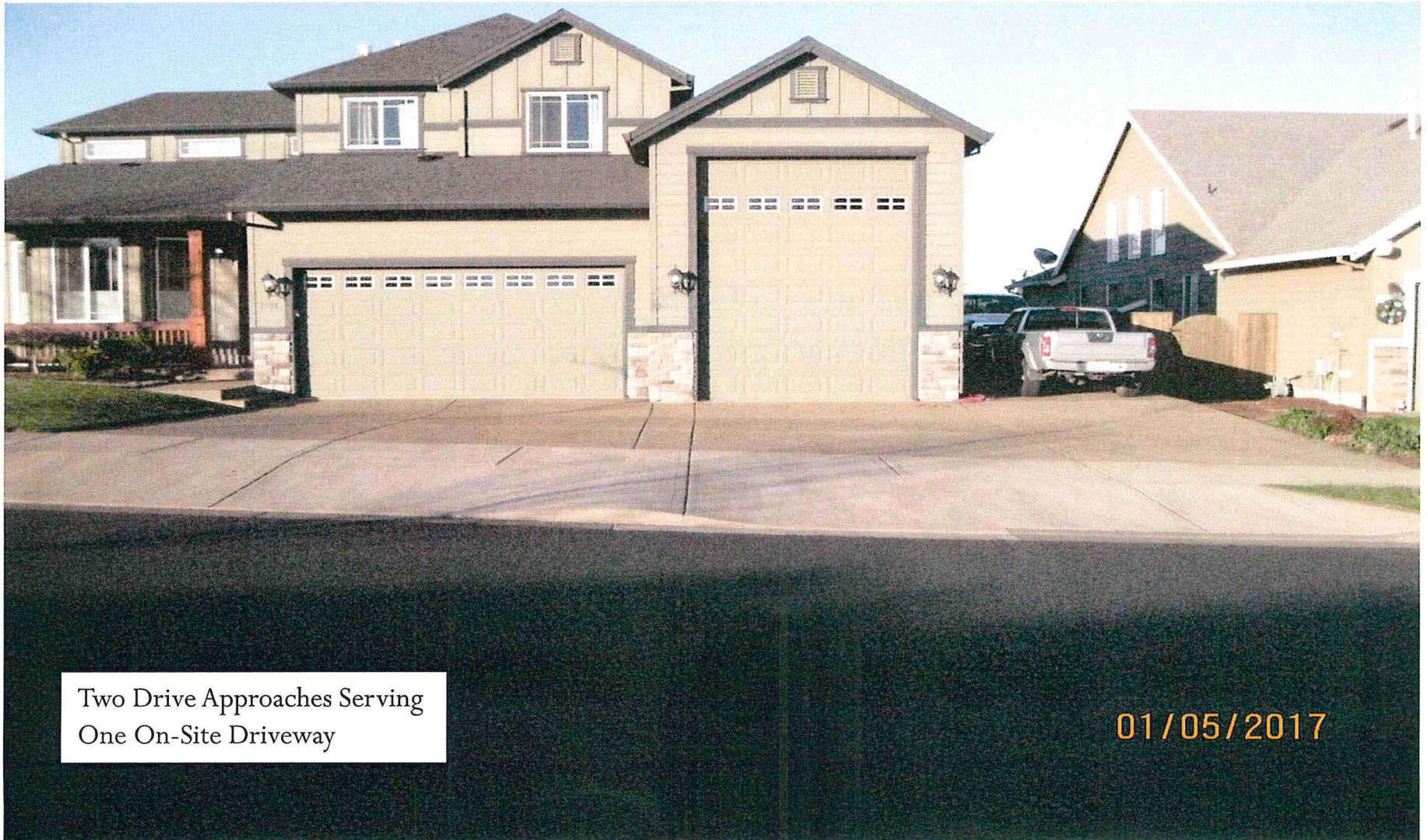
Pacific Crossing Subdivision



A place where businesses and families thrive.

RV Garage & Double Drive Approach

The Parks @ Forest Grove Subdivision



Two Drive Approaches Serving
One On-Site Driveway

01/05/2017

A place where businesses and families thrive.

Double Drive Approach

Sills Addition Subdivision



Home Built in 1956 - Second Drive
Approach Added in 1990s

01/05/2017

A place where businesses and families thrive.

EXHIBIT C

1980-2009 Zoning Ordinance §9.833 Widths and Locations of Driveways and Curb Cuts

- (1) Minimum driveway width at the street right-of-way line shall be 15 feet for commercial, industrial, and multi-family residential uses, and 10 feet for single-family and two-family residential uses.
- (2) Maximum driveway widths at the street right-of-way line shall be as follows:
 - (a) 30 feet in an R-5, R-7, R-10, SR, A-1, or A-2 zone.
 - (b) 35 feet in a CBD, CC, CH, or CN zone.
 - (c) 40 feet in a LI or GI zone.

1971-1980 Zoning Ordinance §10-753 Width and Location of Curb Cuts

- (1) Minimum curb cut width shall be 15 feet.
- (2) Maximum curb cut width shall be as determined by the City Engineer.
- (3) No curb cuts shall be allowed within five feet of an adjacent property line except when two adjacent property owners elect to provide joint access to their respective properties, as provided in Section 10-750(2).
- (4) No curb cuts shall be allowed within 30 feet of an intersecting right-of-way.
- (5) There shall be a minimum distance of 30 feet between any two adjacent curb cuts on the same lot.