



Planning Commission Work Session Legislative Amendment to the Forest Grove Transportation System Plan

Community Development Department, Planning Division

WORK SESSION DATE: July 18, 2022

HEARING DATE: August 8, 2022

FILE NUMBER: 311-22-000026-PLNG

APPLICABLE POLICIES:

- ☐ Oregon Statewide Land Use Planning Goal 12 (Transportation)
- ☐ Oregon Statewide Land Use Planning Goal 9 (Economic Development)
- ☐ Oregon Transportation Planning Rule (OAR Chapter 660, Division 12) Link planning for an adequate land supply to infrastructure planning
- ☐ Oregon Highway Plan Bypass Policies
- ☐ Metro Regional Framework Plan
- ☐ Metro Regional Transportation Functional Plan
- ☐ Forest Grove Comprehensive Plan Goals and Policies

CITY STAFF: Daniel Riordan, Senior Planner
Bryan Pohl, Community Development Director
Greg Robertson, Public Works & Engineering Director

RECOMMENDATION: Staff recommends the Planning Commission conduct a joint work session with City Council on July 18, 2022, before holding a public hearing on August 8th to consider proposed amendments to the Forest Grove Transportation System Plan (TSP). If approved, the proposed amendments would modify the future traffic circulation plan for the Oak Street planning area generally bounded by the Portland and Western Railroad tracks on the south, Kingwood Street on the west, Highway 47 on the north and Quince Street on the east. This work session will provide an opportunity to discuss the TSP amendment request, the decision-making process, the policies to consider and the prior planning work completed for the area.

I. OVERVIEW OF TSP AMENDMENT AND DECISION-MAKING PROCESS

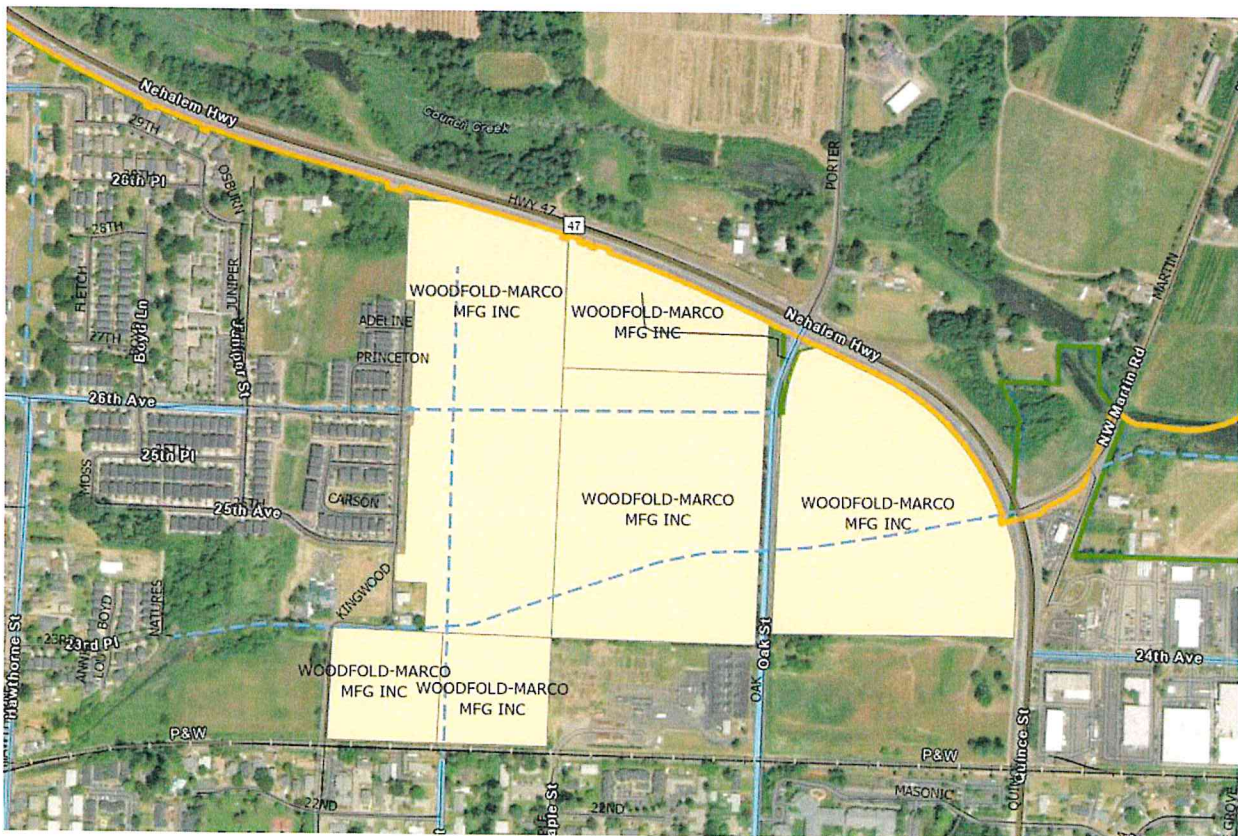
Woodfold-Marco, a local manufacturer of wood accordion doors, owns six parcels totaling approximately 70 gross acres of land in the Oak Street planning area in north-central Forest Grove. The Woodfold property, and the surrounding Oak Street planning area is zoned General Industrial and is largely undeveloped. There is a residence and various outbuildings located at the northern portion of the site adjacent to Oak Street.

Woodfold has been holding the property in reserve for future development. Over the past decade Woodfold has expressed interest in a variety of development concepts for their property including mixed-use or industrial uses. Woodfold is currently interested in preserving their land for large lot

industrial development. The proposed TSP amendment would allow for consolidating parcels with secure perimeter access. The TSP recognizes that specific conceptual roadway alignments will be refined based on further engineering and development review. The TSP is a policy document and not intended for in-depth transportation analysis. Such analysis occurs as part of the development review process.

On June 21, 2022, AKS Engineering and Forestry, on behalf of Rowan Digital Infrastructure and Woodfold, submitted an application to amend the 2014 Forest Grove Transportation System Plan. The property owned by Woodfold is bisected by several proposed collector streets including planned extensions of 26th Avenue, 23rd Avenue and Laurel Street. The map below shows the Woodfold property and the future street network adopted in the Forest Grove Transportation System Plan. Section II below provides more information about the amendment request.

**Oak Street Area
Parcels Owned by Woodfold-Marco
Proposed Collector Street Extensions**



This application is somewhat unusual since a property owner has initiated this request to amend the TSP. Nevertheless, this is a legislative TSP amendment since the transportation network shown in the TSP affects the general population and prescribes policy.

Legislative decisions require the greatest amount of discretion and evaluation is based on subjective approval considerations. Such considerations include how well the proposal meets the goals and policies of the City's comprehensive plan, transportation system plan and regional and

state transportation policies. The applicable goals and policies are addressed further in Section III below.

On August 8th the Planning Commission will be asked to hold a public hearing on the amendments. The property owner, property owner representatives and others will have an opportunity to comment and provide information to the Planning Commission supporting their request. After the public hearing the Commission will be asked to adopt a motion making a recommendation to City Council. The Planning Commission motion should recommend approval, modification, or denial of the request. Since this is a legislative matter the Planning Commission should not make a recommendation contingent on a specific use of the affected property. Rather, the Commission should consider the request based on the adopted goals and policies for the transportation network and the general land use arrangement for the area. The Planning Commission should balance the need for an efficient vehicle, pedestrian and bicycle traffic circulation network with the need to retain land for large lot industrial uses allowed by the General Industrial zoning.

Whatever recommendation the Planning Commission makes it must be based on findings of fact. The Commission's findings should address the applicable transportation and land use goals and policies. In addition, the Planning Commission should be clear as to what information the Commission is using to reach a recommendation especially if conflicting information is presented. Since the Transportation System Plan expresses City policy it is ultimately up to the City Council to determine what is in the best interest of the City in terms of transportation system that serves the broader community needs as well as individual property owners.

It should be noted, future development of property will be reviewed through a separate Type II (Limited Land Use Review) process and not as part of the TSP amendment. Type II decisions are reviewed administratively by staff since these decisions do not require discretion. Public notice and opportunity for comment are provided to property owners and residents within 300 feet of the development site. Type II decisions are appealable to the Planning Commission and City Council. City Council decisions are appealable to the Oregon Land Use Board of Appeals (LUBA).

II. THE TSP AMENDMENT REQUEST

The future roadway network shown in the transportation plan identifies several street extensions bisecting the Woodfold property. The proposed extensions include extending 26th Avenue from Kingwood Street to Oak Street, extending 23rd Avenue to Highway 47 at Martin Road and extending Laurel Street through the area. The proposed street connections are intended to serve the immediate Oak Street area as development occurs and improve traffic circulation in the north-central part of Forest Grove.

The map below shows the modifications to the future street network proposed by the applicant. Changes to the street network include:

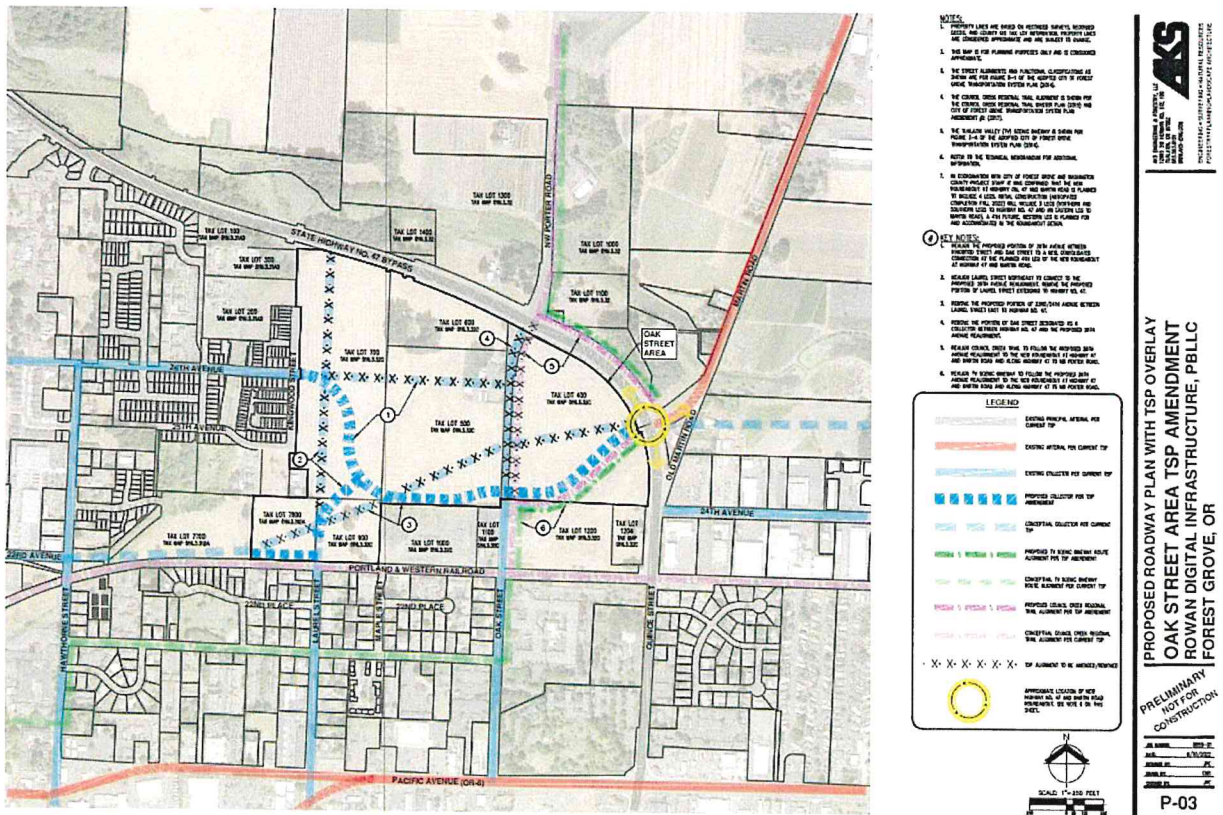
1. Realign the proposed portion of 26th Avenue between Kingwood Street and Oak Street to a new, consolidated connection at the planned fourth leg of the new roundabout at OR 47 and Martin Road.
2. Realign Laurel Street northeast to connect to the proposed 26th Avenue realignment. Remove the portion of Laurel Street extending north of 26th Avenue.
3. Remove the proposed portion of 23rd/24th Avenue between Laurel Street east to OR 47.
4. Remove the portion of Oak Street designated as a collector facility between OR 47 and the proposed 26th Avenue realignment. Oak Street in this area is a Washington County facility

and is currently substandard. Oak Street is proposed to be redesignated from a collector street to a private, local road to be maintained in private ownership.

5. Realign the Council Creek Regional Trail to follow the proposed 26th Avenue realignment.
6. Realign the Tualatin Valley Scenic Bikeway to follow the proposed 26th Avenue realignment.

The proposed revisions would affect the future alignments of the Council Creek Regional Trail and Tualatin Valley Scenic Bikeway. Both corridors run along Oak Street to Highway 47. The Council Creek Regional Trail is intended to provide a pedestrian and bicycle connection to Hillsboro to the east and the Banks-Vernonia Trail to the north. The Tualatin Valley Scenic Bikeway is a 30-mile on-road bicycle route connecting Rood Bridge Park and the Banks Vernonia Trail through rural Washington County and Forest Grove. The route was designated by the Oregon Parks and Recreation Department in partnership with the Washington County Visitors Association. Alternate routes will have to be designated as part of the Transportation System Plan amendment process.

Proposed TSP Amendment



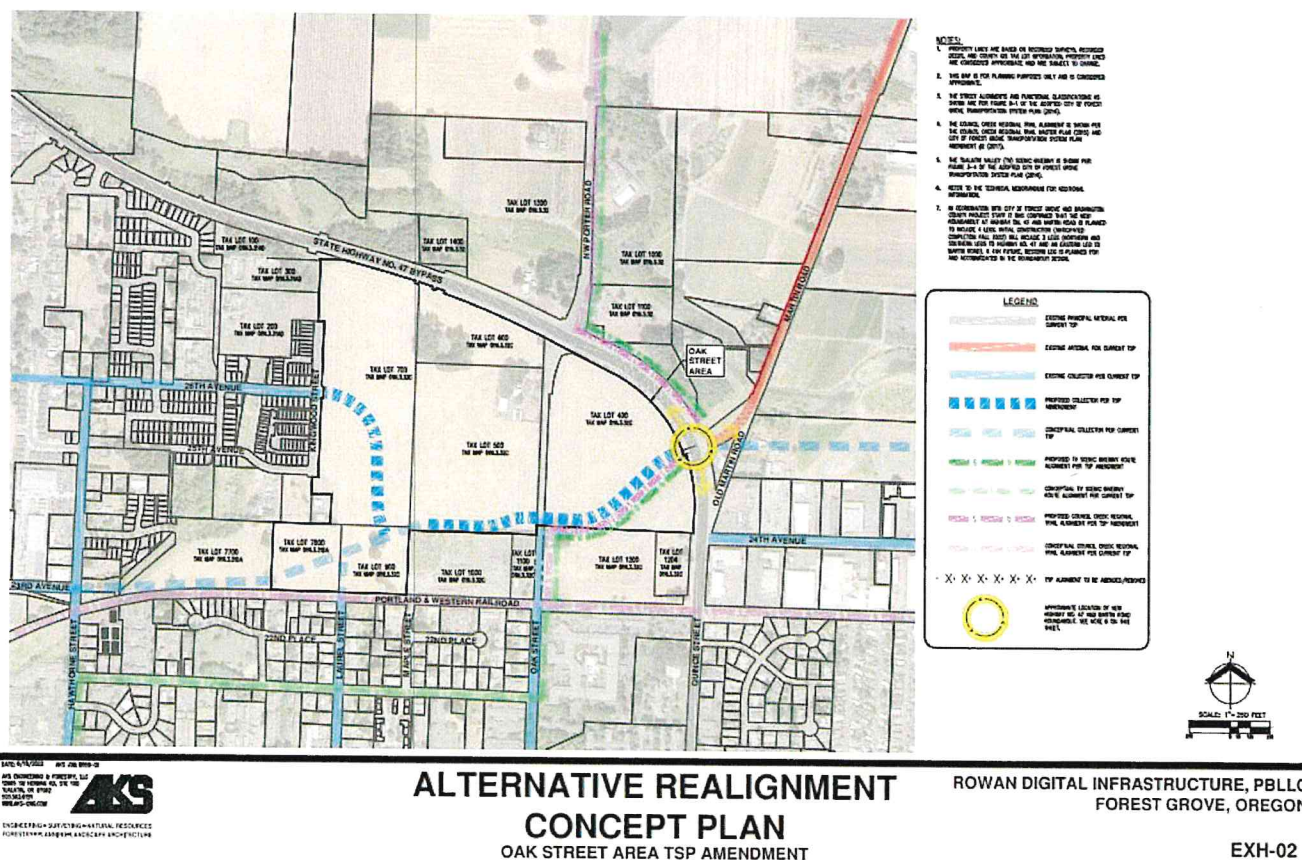
The Casey Meadows neighborhood is located immediately west of Woodfold property. The applicant reached out to the Casey Meadows Homeowners Association to receive feedback on the TSP amendment concept. This discussion resulted in an alternative design for consideration. The alternative concept includes:

1. Realign the proposed portion of 26th Avenue to connect to the proposed 23rd/24th Avenue realignment.
2. Remove the portion of Laurel Street extending toward OR 47.

3. Realign the proposed portion of 23rd/24th Avenue beginning west of Oak Street to the south to maintain a new consolidated connection at the planned fourth leg of the new roundabout at OR 47 and Martin Road.
4. Remove the portion of Oak Street designated as a collector facility between OR 47 and the proposed 23rd/24th Avenue realignment.
5. Realign the Council Creek Regional Trail to follow the proposed 26th Avenue realignment.
6. Realign the Tualatin Valley Scenic Bikeway to follow the proposed 26th Avenue realignment.

The alternative design includes a stop-controlled intersection at 23rd/24th Avenue and 26th Avenue. This concept was supported since it would discourage a “thoroughfare with the additional intersection and could potentially slow traffic by eliminating the long, uninterrupted, curved stretch of the 26th Avenue roadway.

Alternative Concept Plan



III. TSP AMENDMENT POLICY CONTEXT

Transportation and land use are inexorably linked. As such, the City's transportation system plan must be consistent with the applicable land use goals and policies contained in the City's Comprehensive Plan. Good planning requires that the transportation system support the land uses identified on the Comprehensive Plan map. Conversely, planned land uses should

complement the planned transportation network so the transportation system functions efficiently and meets adopted performance standards.

The City's transportation system plan must comply with Oregon Statewide Planning Goal 12 (Transportation) and the Oregon Transportation Planning Rule (Oregon Administrative Rules Chapter 660, Division 12). Since the transportation network in the Oak Street area affects the state highway system the City's transportation system plan must also comply with the Oregon Highway Plan. The Oregon Highway Plan includes policies related to bypasses such as Highway 47 and establishes acceptable level of service requirements for state roads.

In addition to state requirements, local transportation system plans must also adhere to the Metro Regional Transportation Functional Plan (RTFP). The RTFP implements the adopted Metro regional land use growth concept (Region 2040). The RTFP includes requirements for transportation system planning and amendments to local transportation system plans.

As noted above, the Planning Commission should make a recommendation on the proposed modifications to the transportation system plan based on how well the proposal addresses the City's goals and policies for the transportation system contained in the transportation system plan. The pertinent goals and policies are summarized below. The Commission is not obligated to weigh each goal or policy equally and may exercise discretion. Specific policy considerations are noted below. Planning Commissioner members should become familiar with the policy considerations before the August 8th public hearing.

Transportation System Plan Goals and Policies

Goal 1: Develop and maintain a balanced transportation system that provides travel choices and reduces the number of trips by single occupant vehicles.

Policy e. Encourage local employment and commercial opportunities to reduce the number of locally generated regional work and shopping trips.

Planning Consideration: Does the proposal support local employment opportunities? Consider this in the context of the zoning of the area (General Industrial) and type of development supported by the road network affecting the property. Generally, the General Industrial zone allows manufacturing, food processing, call centers, research and development activities, warehouses, wholesale operations, and information related uses.

Goal 2: Develop and maintain a transportation system that reduces the length of travel and limits congestion.

Policy a. Enhance street system connectivity wherever practical and feasible.

Policy b. Maintain traffic flow and mobility on arterial and collector roadways.

Planning Consideration: Does the proposal enhance street system connectivity and maintain traffic flow and mobility on arterial and collector roadways? Consider this in the context of how the proposal could impact Oregon Highway 47.

Goal 3: Develop and maintain a transportation system that is safe.

Policy a. Safe and secure pedestrian and bicycle ways shall be designed between parks and other activity centers.

Planning Consideration: Does the proposal support a safe and secure pedestrian and bicycle ways. Consider this in the context of the impacts to the Council Creek Regional Trail alignment and Tualatin Valley Scenic Bikeway corridor described in Section IV below including crossing Highway 47.

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

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

Policy b. Increase the health and physical well-being of citizens by providing safe and convenient opportunities for walking and bicycling.

Policy c. Protect residential neighborhoods from excessive through traffic and travel speeds while providing reasonable access to and from residential areas.

Policy d. Provide a seamless and coordinated transportation system that is barrier-free, provides affordable and equitable access to travel choices, and serve the needs of all people and businesses, including people with low income, children, seniors and people with disabilities.

Planning Consideration: Does the proposal maintain the livability of Forest Grove, from the Planning Commission's perspective. Consider this in the context of the economic development potential of the property including employment opportunities.

Does the proposal increase the health and well-being of city residents by providing safe and convenient opportunities for walking and bicycling? Think of this in the context of the Council Creek Regional Trail and Tualatin Valley Scenic Bikeway alignments.

Planning Consideration: From the Planning Commission's perspective will the proposal have a positive, negative, or neutral impact on nearby residential neighborhoods in terms of through traffic and travel speeds? Does the proposal provide reasonable access to and from residential neighborhoods?

Planning Consideration: Does the proposal have a disproportionate impact on people with low incomes, children, seniors and persons with disabilities and if so, how?

Goal 5: Promote the development of Forest Grove, the state, and the national economy through the efficient movement of people, goods, services, and information in a safe manner.

Policy d. Provide transportation facilities that support land development that is consistent with the Comprehensive Plan.

Planning Consideration: Does the proposal provide a street network that supports land development consistent with the Comprehensive Plan? The affected area is designated as General Industrial on the Comprehensive Plan map. Generally, the General Industrial zone allows manufacturing, food processing, call centers, research and development activities,

warehouses, wholesale operations, and information related uses. Does the proposal support such uses?

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

Policy a. Streets should be designed to support their intended users.

Policy d. Promote context-sensitive transportation facility design, which fits the physical context, responds to environmental resources, and maintain safety and mobility.

Planning Consideration: *Does the proposal provide a street network that is designed to support users of the street system including autos, trucks, pedestrians and bicyclists?*

Does the proposed street system fit the land use context of the area and does the proposed street system support safety and mobility (traffic circulation) through the area?

Goal 7: Provide a transportation system that meets present needs without compromising the ability of future generations to meet their needs.

Policy a. Encourage an energy efficient transportation system.

Policy b. Increase the use of walking and bicycling for all travel purposes.

Planning Consideration: *Will the proposed street system support an energy efficient transportation system? Think of this in the context providing opportunities for modes of transportation other than automobiles, length of the street connections, and travel distances.*

Goal 8: Provide transportation performance measures set and maintained by the City.

Policy a. A minimum intersection level of service standard shall be set for the City of Forest Grove. All public facilities under the city's jurisdiction shall be designed to meet this standard. (Note: the City's adopted level of service (LOS) standard is LOS D).

Planning Consideration: *Will the proposed street network result in any intersections operating below acceptable service levels? This City's minimum acceptable service level is Level of Service D. The Oregon Department of Transportation's minimum acceptable level of service is a vehicle to highway intersection capacity (v/c) ratio of 0.99. The applicant provided an intersection operation analysis that is available for review at: <https://www.forestgrove-or.gov/planning/project/oak-street-area-transportation-system-plan-amendment>.*

Goal 9: Develop a transportation system that is consistent with the City's Comprehensive Plan and adopted state and regional plans.

Policy a. Coordinate and cooperate with adjacent jurisdictions and other transportation agencies to develop transportation projects that benefit the City of Forest Grove and the region as a whole.

Policy b. Work collaboratively with other jurisdictions and agencies so the transportation system can function as one system.

Planning Consideration: *Is the proposal consistent with the applicable land use policies contained in the Forest Grove Comprehensive Plan and transportation policies contained in the Metro Regional Transportation Framework Plan, Oregon Highway Plan and Oregon Transportation Planning Rule? These considerations are addressed in the applicant's narrative available for review at: <https://www.forestgrove-or.gov/planning/project/oak-street-area-transportation-system-plan-amendment>.*

Goal 10: Efficiently use funding sources to implement transportation system improvement projects recommended in the TSP.

Policy a. Provide a cost-effective transportation system where the public, land use development and users pay their respective share of the system's costs proportional to their respective demands placed on the multimodal system.

Policy c. Ensure maintenance of the transportation system as a priority.

Planning Consideration: *Will the proposed street network be cost-effective to construct and maintain? Think of this in the context of the number and length of street segments.*

Forest Comprehensive Plan Land Use Goals

The Forest Grove Comprehensive Plan includes several goals and policies applicable to this proposal including goals and policies for land use:

Industrial and Employment Objective 3: Ensure the availability of at least one large industrial tract comprising at least 50 gross acres in land area.

Industrial and Employment Objective 9: Coordinate the designation of industrial and other land use activities in the Comprehensive Plan with the Transportation Element.

Industrial and Employment Objective 10: Access to industrial sites shall be from arterials or local industrial streets, oriented away from residential areas wherever feasible.

Metro Regional Transportation Functional Plan

The Metro Regional Transportation Functional Plan (RTFP) establishes requirements for amendments to local transportation system plans. In addition, the RTFP includes demand-to-capacity ratios that must be considered when amending transportation system plans. The mid-day, one-hour peak ratio is 0.90 and the standard PM 2-hour peak is 0.99. The applicant's traffic analysis provides more information demonstrating compliance with the RTFP.

Washington County Transportation System Plan

The City and County TSP's must be coordinated. If the City approves the proposed TSP amendment the Washington County TSP must be amended in the future. Washington County has been notified of the proposed amendment to facilitate coordination.

Oregon Statewide Land Use Planning Goal 9 (Economic Development)

Oregon Statewide Land Use Planning Goal 9 calls for diversification and improvement of the economy. It requires local inventories of commercial and industrial lands, projection of future needs for such lands, and plan and zone enough land to meet those needs.

Local plans should designate the type and level of public facilities and services appropriate to support the degree of economic development desired. The Transportation System Plan identifies the location of collector and arterial roadways, and in some cases local streets, needed to support planned land uses within the city including employment activities. Planned roadways should be located and sized appropriately to serve current and future adjacent land uses.

Oregon Transportation Planning Rule (Statewide Land Use Planning Goal 12)

The Oregon Transportation Rule (TPR) applies to transportation system plan amendments. The TPR implements Oregon Statewide Planning Goal 12 (Transportation) and provides a framework for coordination among state and local use and transportation plans and regulations.

Local transportation system plans are part of the local comprehensive plan. A determination must be made when a plan is amended as to whether the amendment will have a significant effect on an existing or planned transportation facility. A significant effect occurs when a plan amendment changes the functional classification of a street or generates level of traffic or access that is inconsistent with the street classification. The proposed Transportation System Plan amendments will not change the classification of any streets identified in the TSP.

This proposed Transportation System Plan amendments affect a state highway (OR 47) so a determination must be as to whether the amendments will have a significant effect on the state highway facility. Consideration must be given to whether the state facility will meet mobility standards after the change. The Oregon Department of Transportation adopted mobility standard for state highways is called a vehicle to capacity or v/c. The adopted minimum v/c standard is 0.99. A v/c ratio of 0.99 indicates operation is just below 100% capacity. If there is a significant effect due to the proposed amendments the situation must be remedied.

The applicant's narrative and accompanying transportation technical memorandum and intersection operations analysis goes into detail about possible impacts arising from the proposed Transportation System Plan amendments. The analysis indicates the proposed amendments will not have a significant effect on the state highway and will not degrade mobility.

Oregon Highway Access Management and Highway Mobility Policies

The Oak Street area is adjacent to the Oregon Highway 47 bypass. As such, the local street system in the area affects how the bypass functions. The Oregon Highway Plan states:

"Bypasses are highways designed to maintain or increase mobility for through traffic. Generally, they relocate the highway alignment around a downtown, an urban or metropolitan area or an existing highway to provide an alternate route for through traffic using that highway. Sometimes they also function as principal urban arterials. Bypasses require good system management to protect the significant public investment and achieve mobility and livability goals."

The Oregon Highway Plan bypass policy applies to all new bypasses, bypasses designated by the Oregon Transportation Commission, and the following existing bypasses: OR 47, Nehalem Highway (MP 88.69-90.63).

Oregon Highway Plan, Policy 1H addresses access management and connections. This policy states in part:

“Limit the number of public approaches based on the roads function and maintenance of the capacity for regional and statewide transportation circulation. In most cases, connections will be limited only to state highways but in certain cases connections may be to local arterials.”

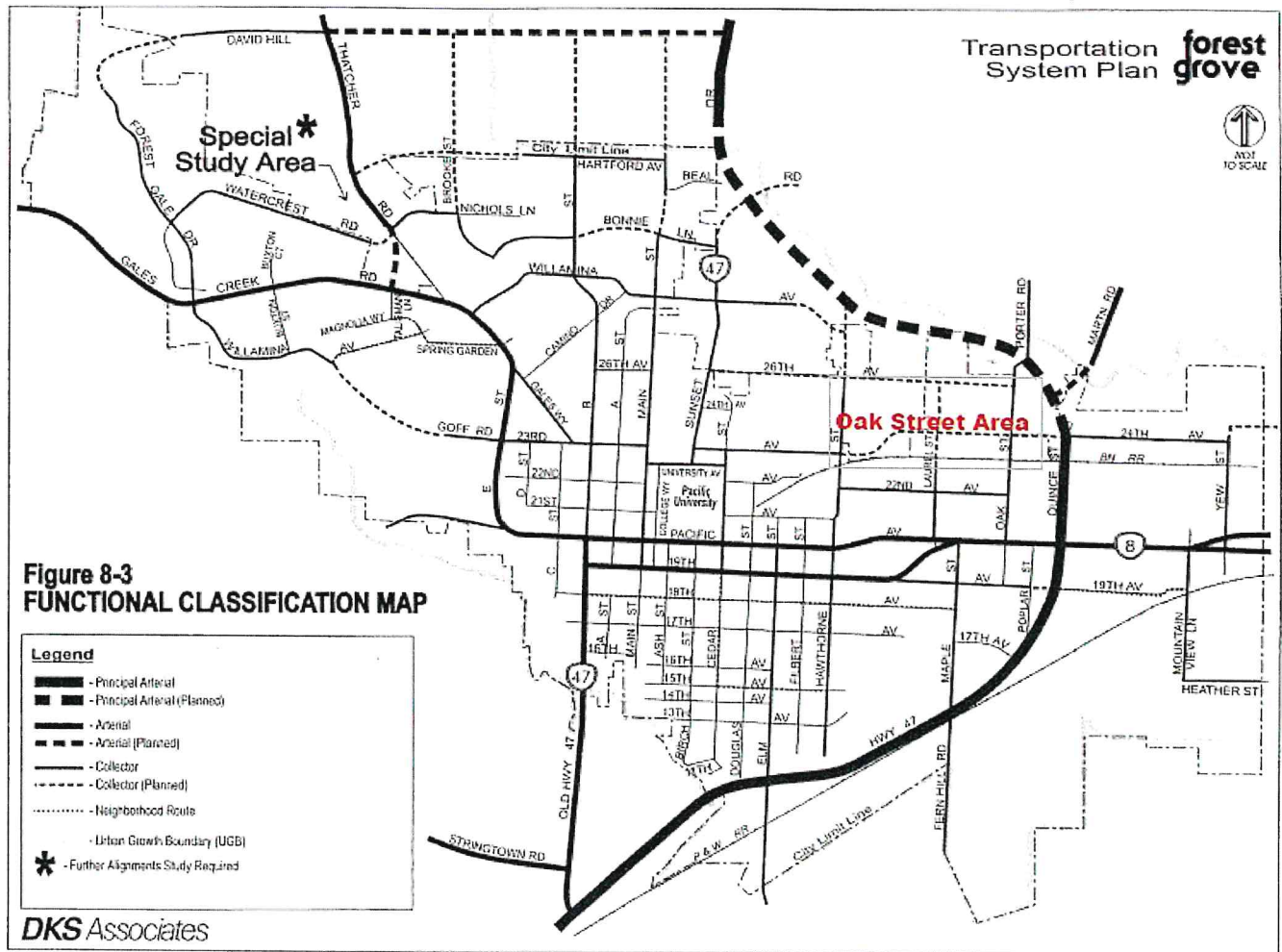
TSP amendments affecting Highway 47 should strive to limit the number of public approaches along the bypass. The applicant requests that Oak Street, north of the electrical substations, be re-designated to a local private street from its current collector designation. Restricting access at the current Oak Street and Highway 47 intersection and directing traffic to the Highway 47 and Martin Road roundabout appears consistent with the intent of Policy 1H above to limit the number of public approaches on the state highway system.

IV. OAK STREET AREA PLANNING HISTORY

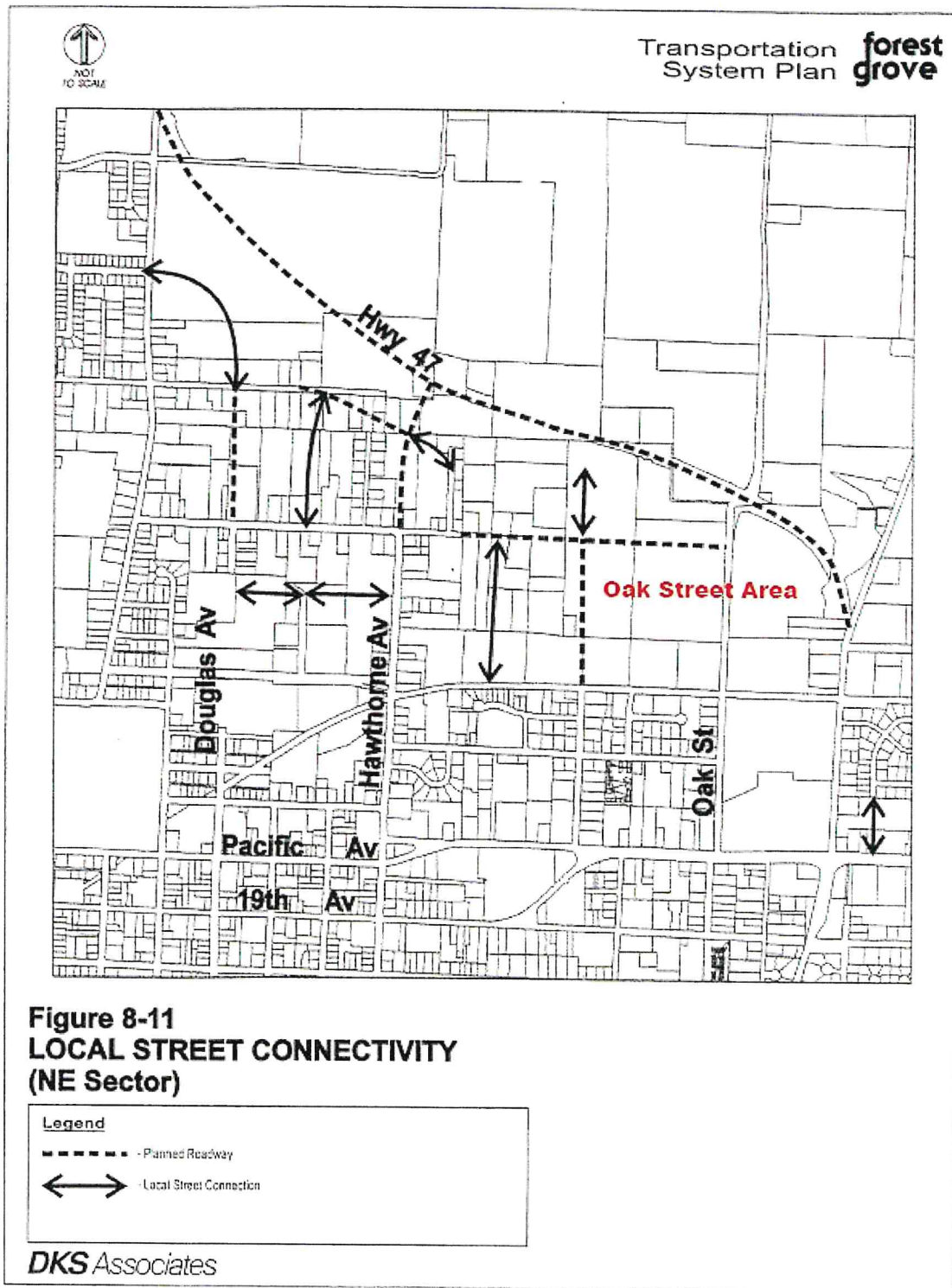
Considerable planning work has been done for the Oak Street area. This includes transportation and land use planning.

The lack of an adequate transportation network in the Oak Street area was addressed in the City's 1999 Transportation System Plan. As shown below, the 1999 road plan shows future extensions of several streets including 26th Avenue, Laurel Street and a new east/west collector street connecting 23rd Avenue to Highway 47 and 24th Avenue.

1999 Transportation System Plan Street Functional Classification Map



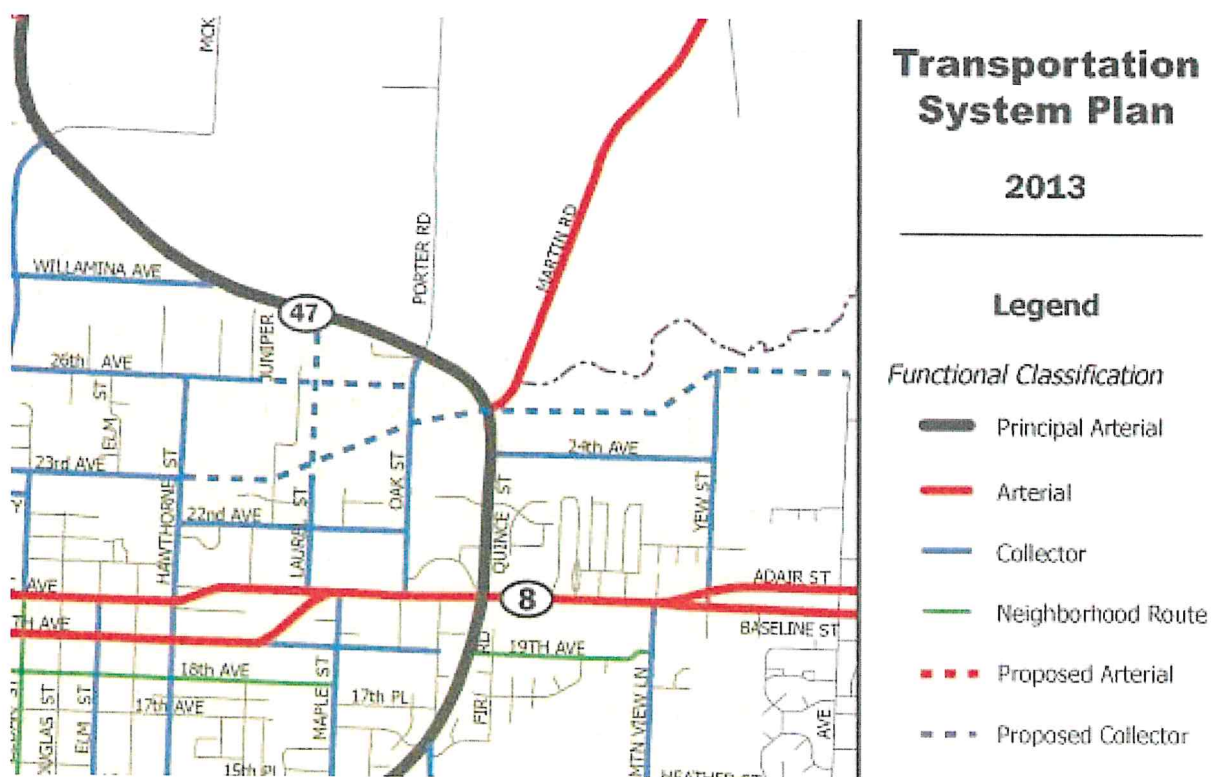
1999 Transportation System Plan Local Street Connectivity Map
Northeast Sector



The 2014 Transportation System Plan also includes these street extensions with a modification to the conceptual alignment for the 23rd Avenue extension. Rather than aligning the roadway with Highway 47 at 24th Avenue the roadway would connect intersect with Highway 47 at Martin Road and a future extension of Holladay Street east of Highway and north of 24th Avenue. Construction of a roundabout at Highway 47 and Martin Road is expected to begin soon.

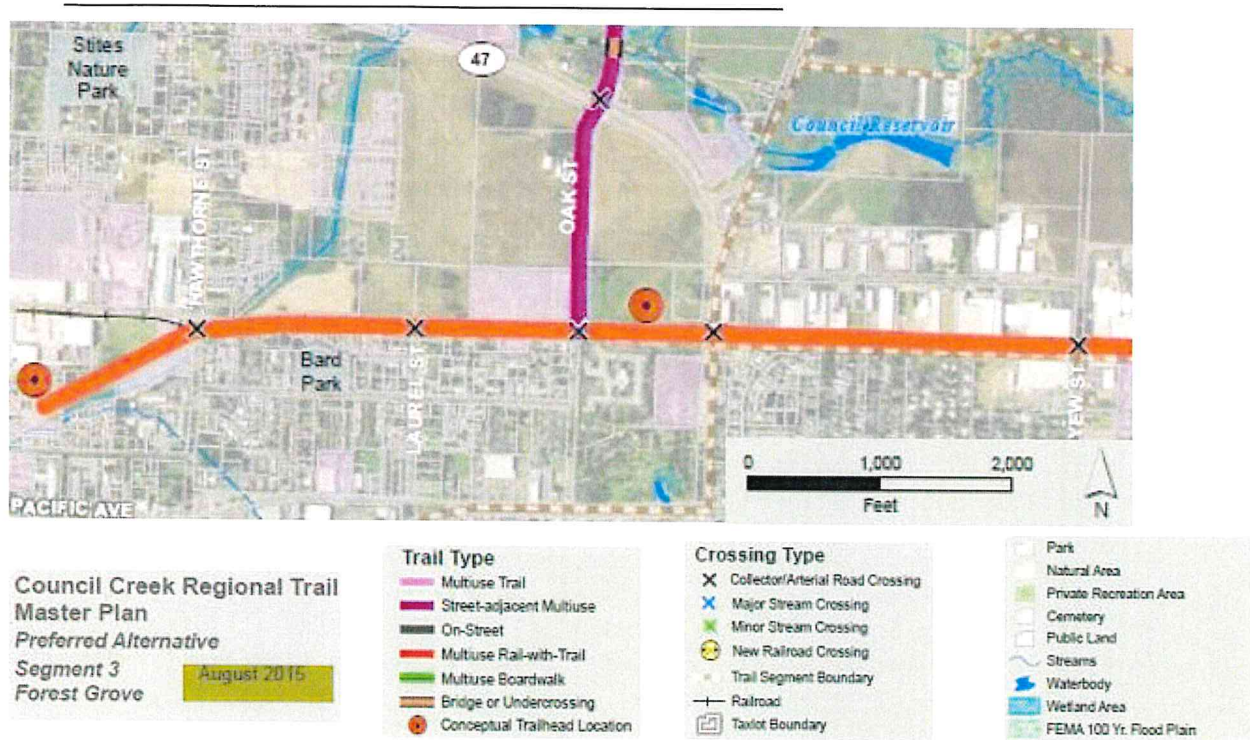
In addition, the collector street system shown above, the 1999 TSP also shows several local street connections in the Oak Street area. These local street connections are shown on the following map.

2013 Transportation System Plan Functional Classification Map



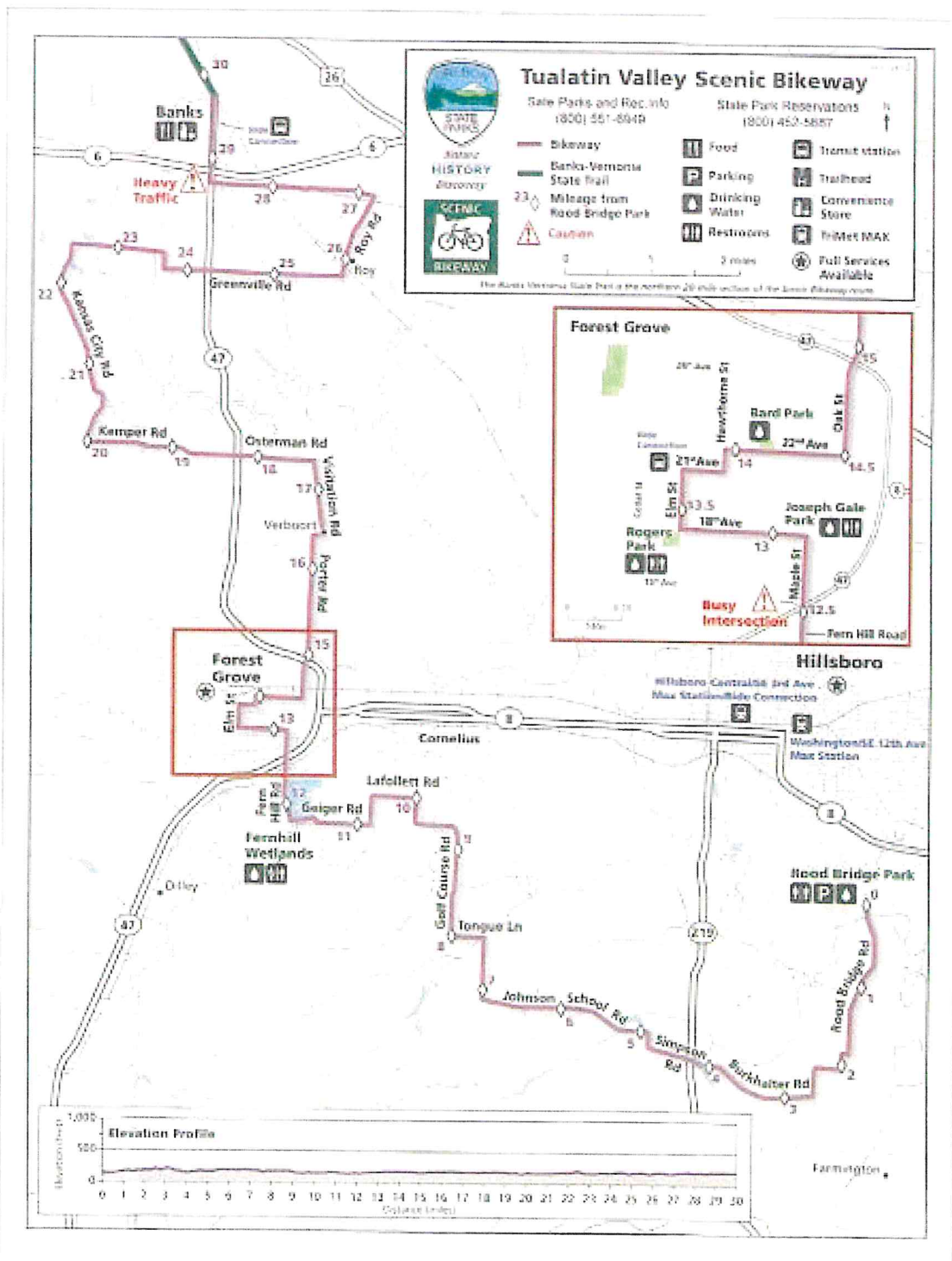
In 2016, the TSP was amended in to include the preferred alignment for the Council Creek Regional Trail through Forest Grove (Ordinance 2016-02). The preferred alignment is shown below. The current preferred alternative through Forest Grove follows the Oregon Department of Transportation/Portland and Western Railroad corridor and Oak Street. The Oak Street alignment is intended to provide a future connection to the Banks-Vernonia Trail.

Council Creek Regional Trail Alignment



In addition to the Council Creek Regional Trail, the Oak Street area includes a portion of the Tualatin Valley Scenic Bikeway corridor. The Tualatin Valley Scenic Bikeway is a 30-mile on-road bicycle route connecting Rood Bridge Park and the Banks Vernonia Trail through rural Washington County and Forest Grove. The route was designated by the Oregon Parks and Recreation Department in partnership with the Washington County Visitors Association.

Tualatin Valley Scenic Bikeway Map



Land use in the Oak Street area has been studied on several occasions. In 2010/2011 the area was looked at for high-density-mixed-use development to support high-capacity transit since the area is adjacent to the Portland and Western Railroad corridor. At the time Metro was evaluating corridors for future high-capacity transit in the region. The map below shows the land use and

transportation network for the transit-oriented development area. At the time Metro was preparing a high-capacity transit study and the railroad was identified as a potential high-capacity transit corridor. High-density-mixed-use areas tend to generate more transit ridership than industrial areas.

2010/2011 Transit-Oriented Development Plan Land Use Concept

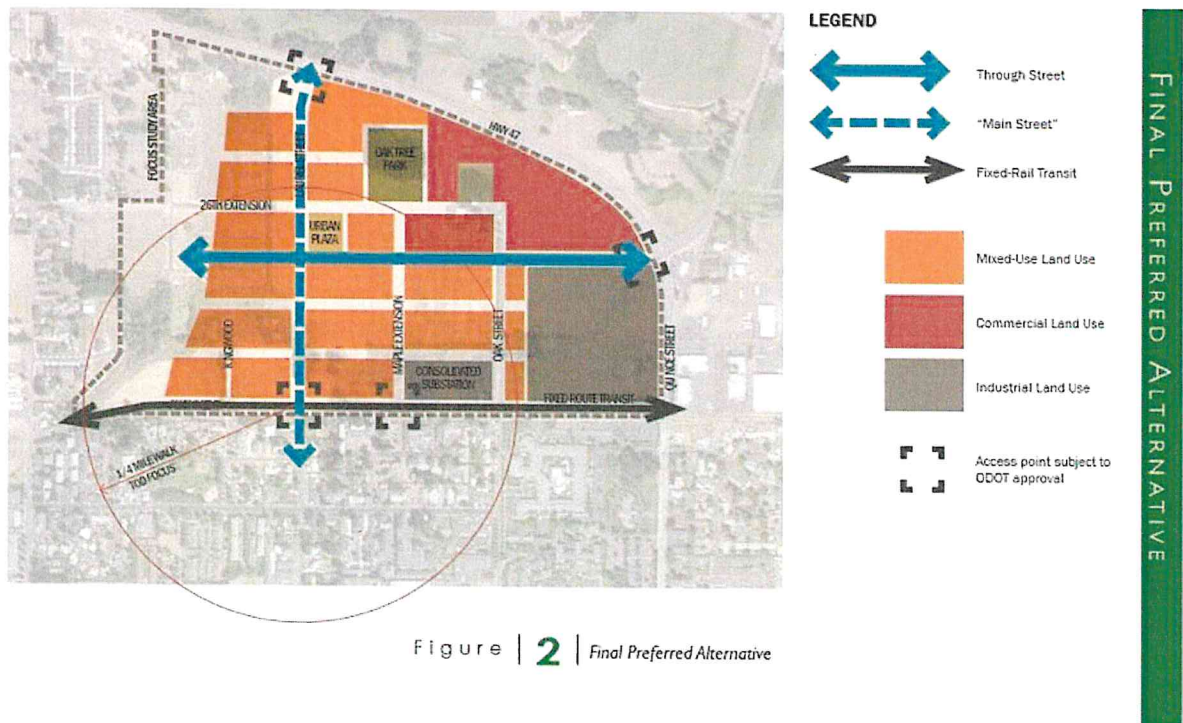


Figure | 2 | Final Preferred Alternative

While there was support for mixed use development in the Oak Street area the City Council decided not to change the zoning of the Oak Street area from General Industrial to residential/mixed use when the Forest Grove Comprehensive Plan was updated in 2014. As a result, the area retained the General Industrial zoning. It wasn't until the City's Economic Opportunities Analysis (EOA) was updated in 2019 that the land use for the Oak Street area was revisited. The EOA update indicated the City has an oversupply of land designated for industrial use for the twenty-year planning period covered by the EOA. This information spurred the Oak Street land use refinement planning process.

The Oak Street land use refinement planning process was nearing completion when the largest land owner in the Oak Street area (Woodfold) approached the City about possible interest in the site for large lot industrial development. As a result, the land use refinement planning process was put on hold pending further consideration of the industrial development. Subsequently the application for modification to the Transportation System Plan was filed for consideration by the Planning Commission and City Council.

A planned development called Kingwood Commons was recently approved in the Oak Street area. The planned transportation network in the area factored into the development approval decision as explained below.

The Kingwood Commons development is near Kingwood Street, west of the Oak Street Area adjacent to property owned by Woodfold-Marco. The project includes 20 attached homes, open space, parking and a water quality tract. The project is near the proposed extension of Laurel Street shown in the TSP.

Since the project is near the proposed extension of Laurel Street the developer was not required to extend Kingwood Street through the development site. Kingwood Street ends at a tract reserved for private access to several lots as shown on the plat map below. The area south of the access tract is reserved for open space. The decision was made with expectation that Laurel Street would be extended negating the need to extend Kingwood Street to the south.

Kingwood Commons Planned Development Area





Work Session

Oak Street Area TSP Amendment



Dan Riordan, Senior Planner

07/18/22

Decision Making Process

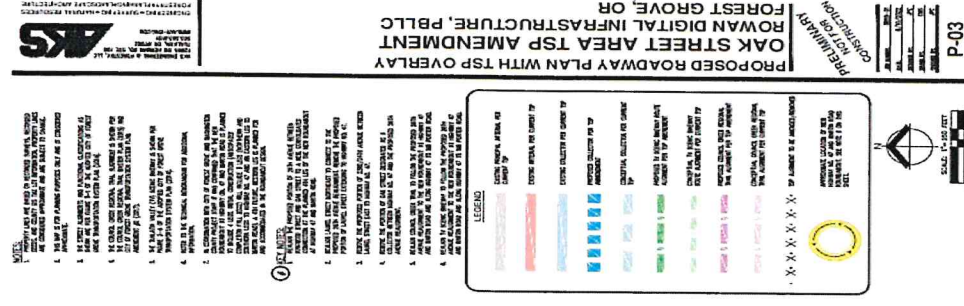
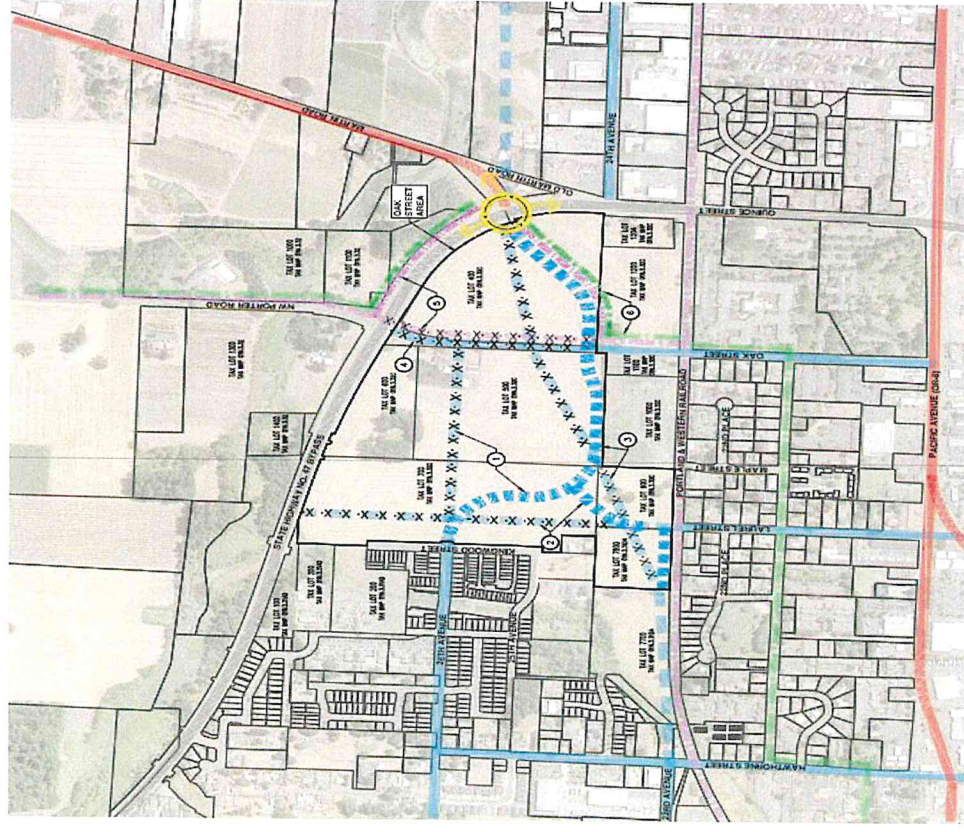
- Woodfold-Marco owns approximately 70 acres of land in the Oak Street Area
- Zoned: General Industrial
- Property is bisected by several proposed collector streets



Decision Making Process

□ Woodfold's representatives are asking for changes to the transportation system affecting the Woodfold property.

□ Property is bisected by several proposed collector streets



Decision Making Process

- ❑ Although a property owner is making the request, this is a legislative matter requiring a Planning Commission recommendation to City Council because:
 - ❑ The transportation system affects the general population.
 - ❑ The Transportation System Plan prescribes policy.
- ❑ Legislative decisions require the greatest amount of discretion and evaluation is based on subjective approval considerations:
 - ❑ Comprehensive Plan policies
 - ❑ Transportation system goals and objectives
 - ❑ State and regional transportation policies

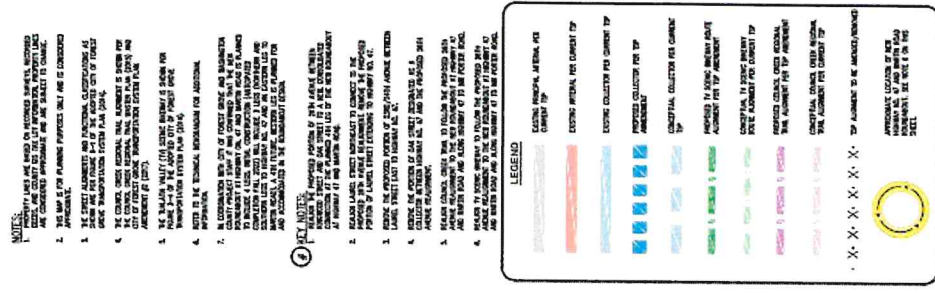
Decision Making Process

- ❑ A Planning Commission public hearing is scheduled on August 8th. After close of the public hearing Planning Commission will be asked to make a motion with a recommendation to City Council.
- ❑ The Planning Commission should approve, modify or deny the proposal. The Planning Commission's decision should be not be conditional.
- ❑ The decision should be based on findings of fact demonstrating how well the proposal meets the goals, objectives, and policies for transportation and the general land uses allowed by the zoning.

Decision Making Process

- ❑ The Planning Commission should balance the need for an efficient vehicle, pedestrian, and bicycle circulation network with the need to retain land for large lot industrial development as allowed in the General Industrial zone.
- ❑ Tonight's work session provides an opportunity to discuss the broad land use and transportation goals, objectives and policies and provides an opportunity to discuss the planning history for the area.
- ❑ Future development of any property in the area will be reviewed by staff through a Type II (Limited Land Use Decision) process.

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PROPOSED ROADWAY PLAN WITH TSP OVERLAY
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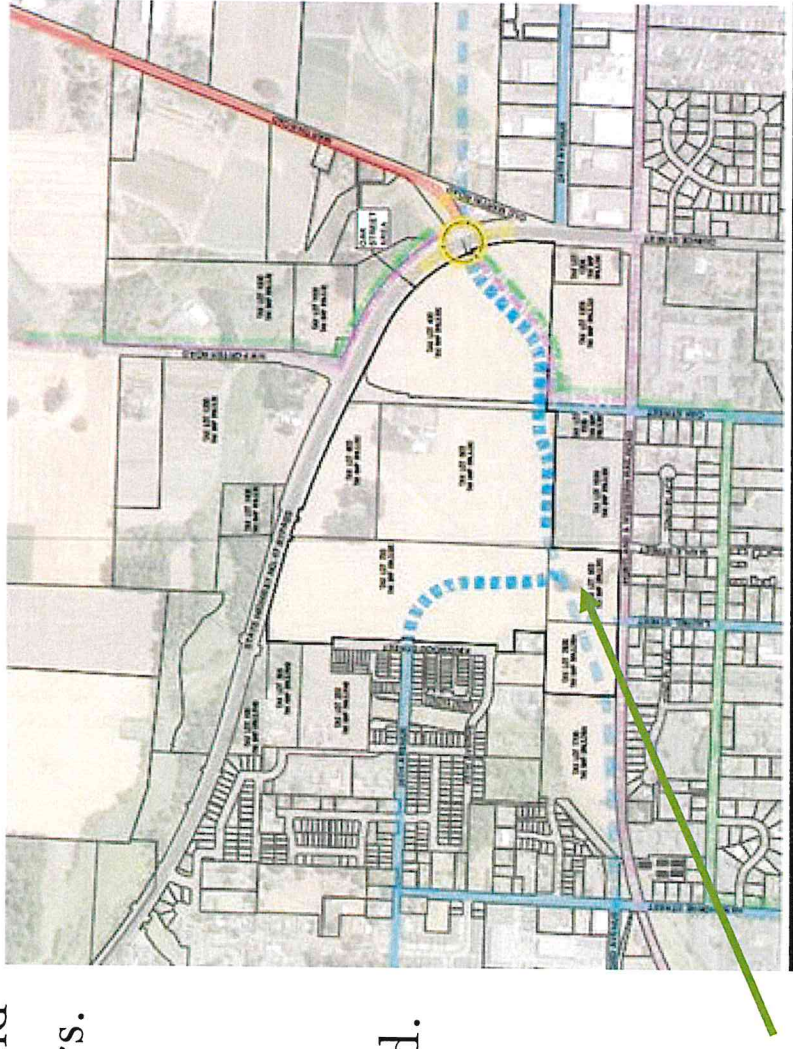
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TSP Amendment Request

- ❑ Modifying the adopted future street network plan involves making trade-offs that could affect the subject property as well as the broader community.
- ❑ Maximizing development potential of property for industrial use by limiting street connections could contrary to encouraging walking, bicycling and reducing out of direction travel and providing alternative routes for traffic circulation.
- ❑ Reducing connections on Highway 47 could improve mobility on the bypass by reducing opportunities for collisions.

TSP Amendment Alternative

- ❑ The applicant held two neighborhood meetings and met with area stakeholders.
- ❑ As a result of these discussion an alternative concept plan was prepared.
- ❑ Minor modification to create a stop controlled intersection at 23rd / 24th Avenue and the realigned 26th Avenue.



TSP Policy Context

- ❑ Transportation System Plan Goals and Objectives
- ❑ Comprehensive Plan Land Use Goals
- ❑ Statewide Planning Goal 9 (Economic Development)
- ❑ Oregon Transportation Planning Rule (Statewide Planning Goal 12)
- ❑ Oregon Highway Access Management and Highway Mobility Policies

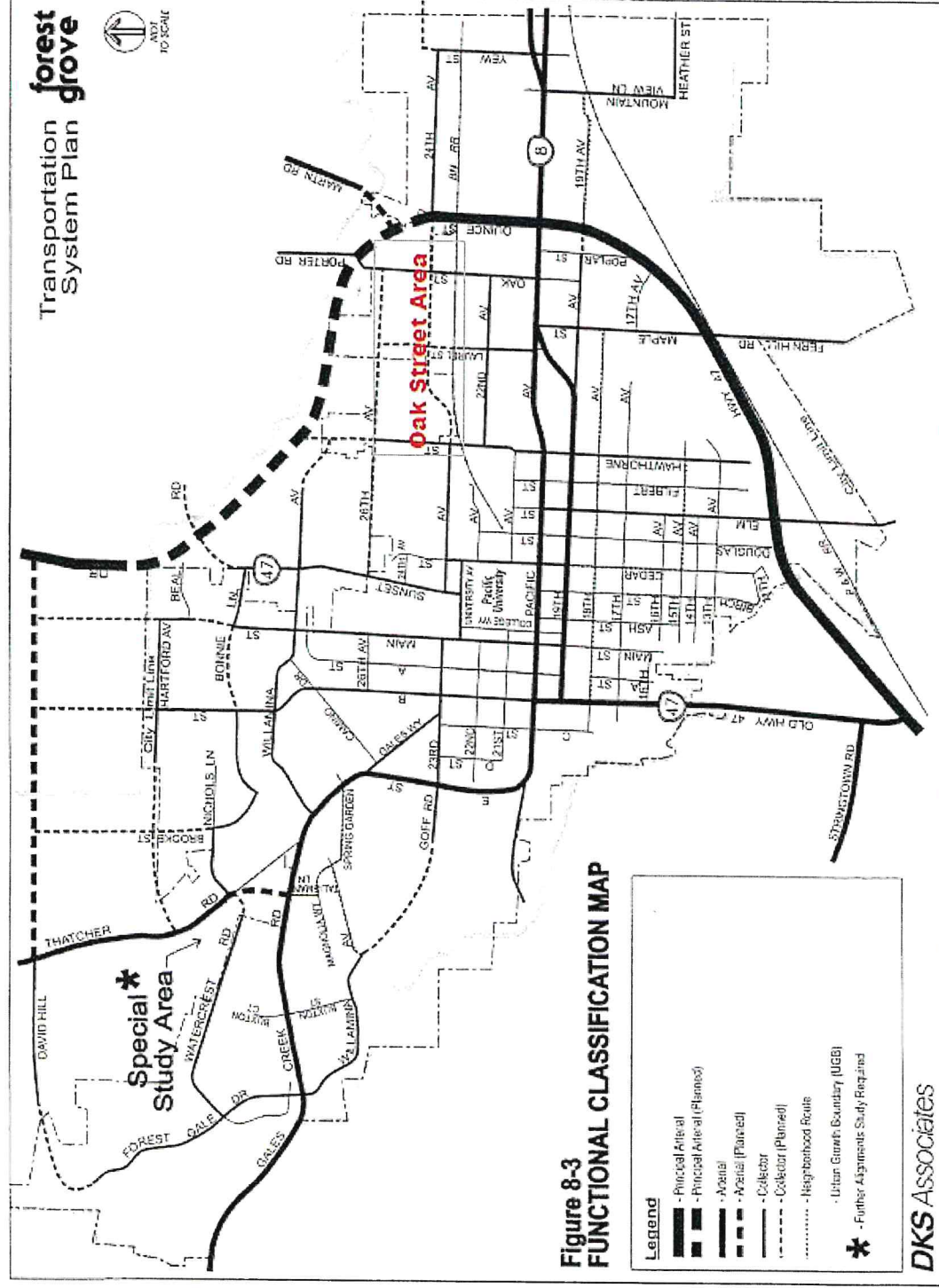
Planning Considerations

- ☐ Does the proposed transportation system support development allowed by the zoning: General Industrial?
- ☐ Does the proposal enhance street system connectivity and maintain traffic flow on arterial and collector roadways?
- ☐ Does the proposal support a safe and secure pedestrian and bicycle ways?

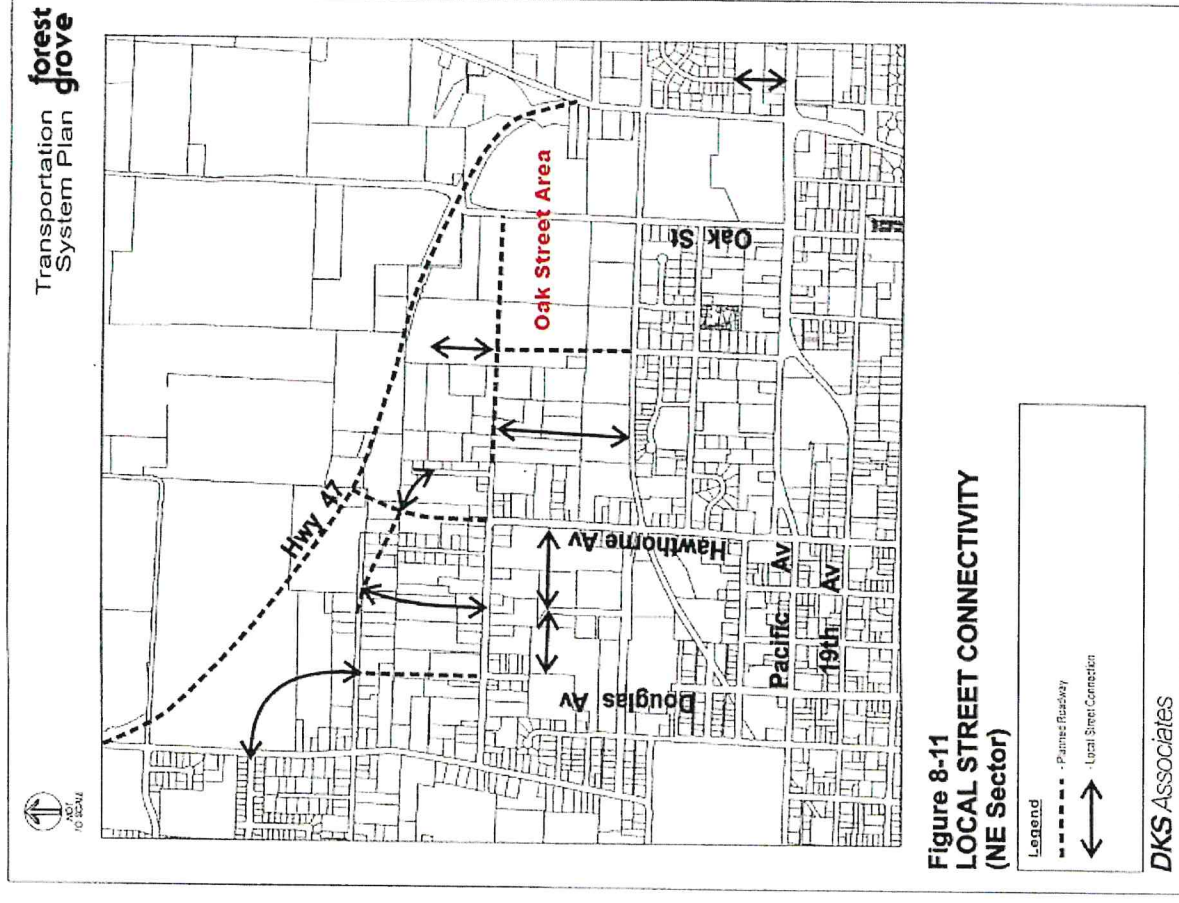
Planning Considerations

- ☐ Form the Planning Commission's perspective will the proposal have a positive, negative or neutral impact on nearby residential neighborhoods in terms of through traffic and travel speeds.
- ☐ Does the proposal have a disproportionate impact on people with low incomes, children, seniors and persons with disabilities?
- ☐ Will the proposal result in any intersections operating below acceptable levels of service?
- ☐ Will the proposed street network be cost-effective to construct and maintain? Is the proposed street network energy-efficient?

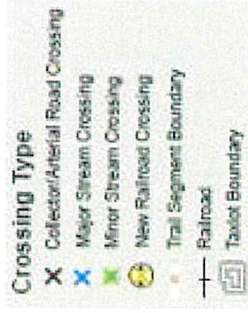
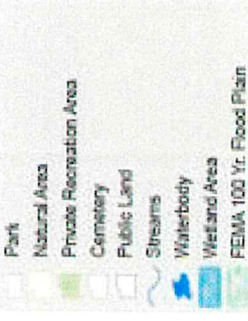
Oak Street Area Planning History



Oak Street Area Planning History



Oak Street Area Planning History



**Council Creek Regional Trail
Master Plan
Preferred Alternative
Segment 3
Forest Grove**

August 2015



Oak Street Area Planning History

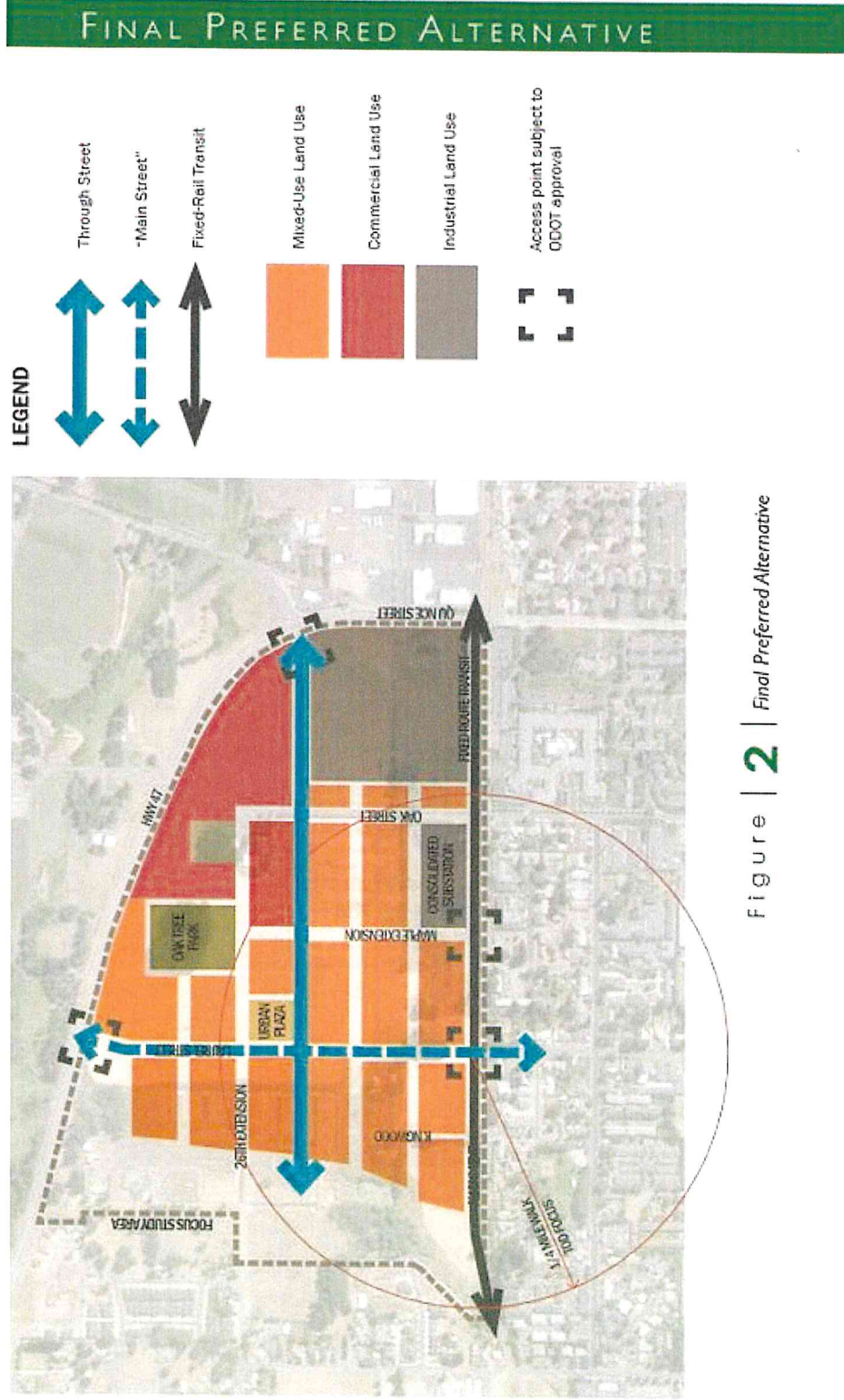


Figure | 2 | Final Preferred Alternative

Oak Street Area Planning History



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