



Annexation Zoning Map Amendment Staff Report and Recommendation

Community Development Department, Planning Division

HEARING DATE: June 4, 2018

REQUEST: Type III (quasi-judicial) zone change to amend the Forest Grove Zoning Map to assign the Business Industrial Park (BIP) zoning designation to a 38.6 acre parcel of land shown on Attachment A subject to an annexation petition. The subject property is currently zoned by Washington County as Future Development with a 20 acre minimum lot size. The property is designated Campus Employment on the Forest Grove Comprehensive Plan Map.

PRIMARY FILE NUMBER: 311-18-000007-PLNG

PROPERTY LOCATION: 600 Elm Street

LEGAL DESCRIPTION: Affected Tax Lots: 1S3070000100, 1S306D000700, and 1S307AB01200

APPLICANT: Hally and Mary Haworth, 8338 SW Springhill Rd., Gaston, OR 97119

APPLICABLE STANDARDS AND CRITERIA:

- ☐ Development Code Section 10.1.600 et. seq. (Type III Process – Quasi-Judicial Land Use Decisions)
- ☐ Development Code Section 10.2.150 et. seq. (Annexation)
- ☐ Development Code Section 10.2.770 et. Seq. (Zone Change Review Criteria)

REVIEWING STAFF: Daniel Riordan, Senior Planner

RECOMMENDATION: The Planning Commission adopt findings (Attachment C) and provide a recommendation to the City Council to adopt an order amending the Forest Grove Zoning Map to designate a 38.6 acre parcel of land located at 600 Elm Street as Business Industrial Park (BIP) upon annexation consistent with the Forest Grove Comprehensive Plan Map Campus Employment designation.

I. BACKGROUND

Mr. and Mrs. Haworth own property near the terminus of Elm Street south of the current city boundary near the Taylor Way Industrial Park. A portion of the Haworth ownership, totaling approximately 38.6 gross acres, was added to the urban growth boundary by the Oregon Legislature in 2014 as part of the urban/rural reserve “grand bargain.” Subsequently, the Comprehensive Plan Map was amended by City ordinance (Ordinance 2016-09) to designate the site Campus Employment.

The Haworth’s approached the City about annexation in November 2016. The Haworth’s are working with the City’s economic development manager to qualify the property as “shovel ready” under the State of Oregon industrial site certification program. Annexation furthers the site qualification process by removing a barrier to development. Annexation also provides the opportunity to extend needed public infrastructure to the site including water, sanitary sewer and storm sewer lines.

Development Code Section 10.2.150 (Annexation Procedure) and 10.2.160 (Assignment of Zoning Designations) identifies requirements for annexation of territory into the City. As indicated by Section 10.2.160, a complete annexation application requires a concurrent zone change complying the review criteria in Development Code Section 10.2.770 (Zone Change Review Criteria). Development Code Section 10.1.605 (Type III Applications and Approval Criteria) requires a Planning Commission *recommendation* to City Council for quasi-judicial zone changes such as this.

The proposal is to change the zoning of the subject property from Washington County Future Development (FD-20) to Forest Grove Business Industrial Park (BIP) upon annexation (Attachment B). This report addresses the zoning aspect of the annexation proposal.

The Haworth’s submitted their annexation application and petition in November 2016. However, the annexation could not be processed at that time since the urban growth boundary bisects the Haworth ownership and the Haworth’s desired to annex only their property within the urban growth boundary. To annex only the territory within the urban growth boundary a land partition and property line adjustment were necessary. Both the partition and property line adjustment have been completed. On March 26, 2018, subsequent to the partition and property line adjustment the Haworth’s resubmitted their annexation application. The annexation application was deemed complete by staff on April 13, 2018.

II. PROPERTY DESCRIPTION

The subject property is located adjacent to the current City boundary near the terminus of Elm Street. (Attachment A). The property generally flat with a gentle slope toward the Tualatin River floodplain. Gales Creek is located west of the subject property.

The property is above is 100-year floodplain elevation which also serves as the urban growth boundary. The urban growth boundary also serves as the annexation boundary.

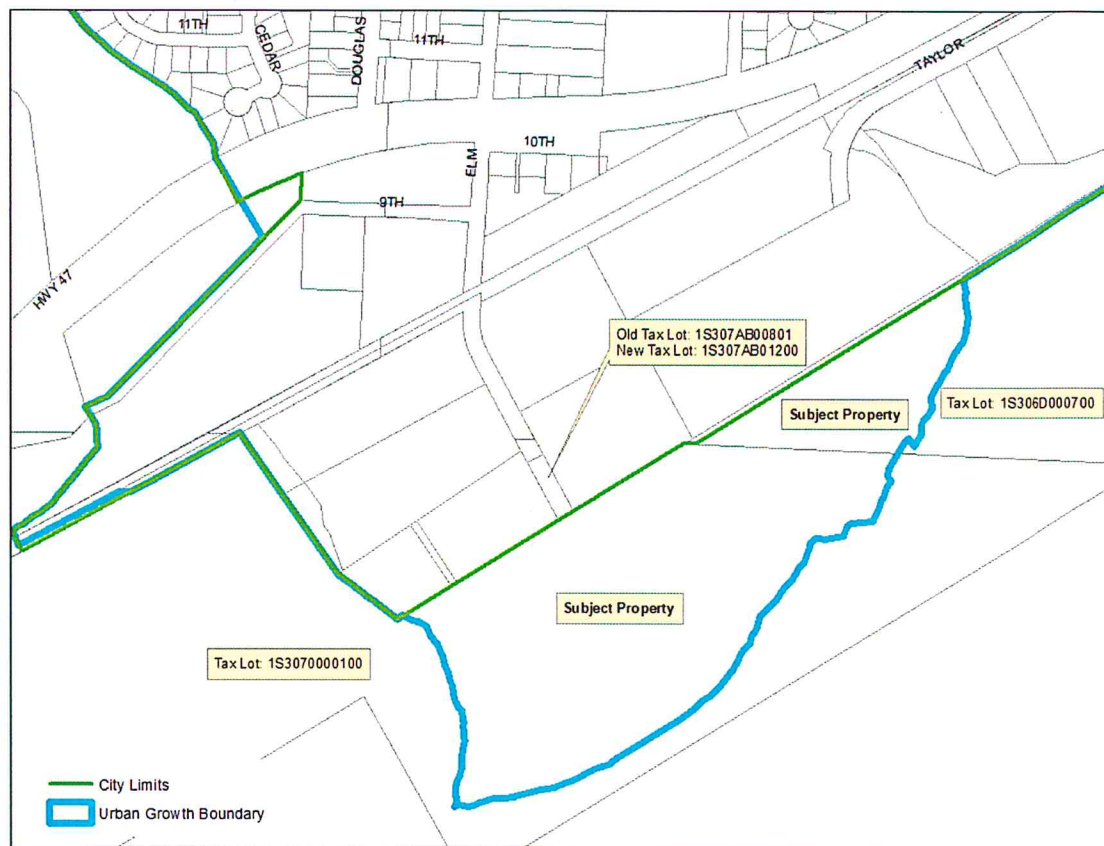
The property is largely vacant with several agricultural buildings and a dwelling. Historically the property has been in agricultural use and continues as such.

Access to the site is provided from Elm Street. Elm Street is a collector street in the Forest Grove Transportation System Plan. Elm Street provides direct access to Oregon Highway 47 to the north. Internal access within the site is provided by unimproved dirt roads skirting the northern property line. The dirt road provides access to the buildings located on the site.

A Bonneville Power Administration easement and overhead power lines run along the northern boundary of the property. The easement is 50 feet in width and follows the current city boundary.

The vicinity map below shows the subject property and its relationship with surrounding area. The green line on the map represents the current city limits. The blue line shows the urban growth boundary. The Haworth's own parcels 1S307AB01200, 1S3070000100, and 1S306D000700.

Vicinity Map



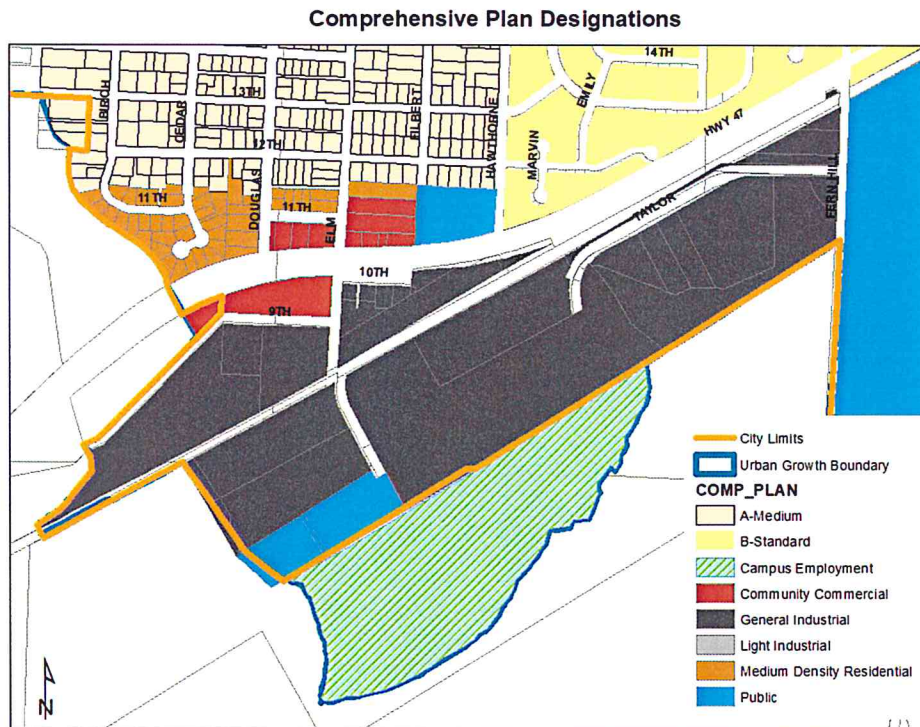
Vicinity Analysis

The aerial photos below shows points of interest near the subject property. The area to the north of the subject territory includes the Taylor Way Industrial Park, the MGC Pure site, the Forest Grove School District alternative learning center classrooms and the Forest Grove School District's bus barn. The A.T. Smith House is also located immediately north of the subject property. The City owns land for a possible future park north of the property along Elm Street. The area to north of the subject property is largely developed with land extensive and light industrial uses. The area to the south and west is largely agricultural and natural areas along Gales Creek and the Tualatin River.



Comprehensive Plan and Zoning Analysis

The Forest Grove Comprehensive Plan map designates the area subject to annexation as Campus Employment. The map below shows the Comprehensive Plan map designation of the territory subject to annexation and the surrounding area within the urban growth boundary.

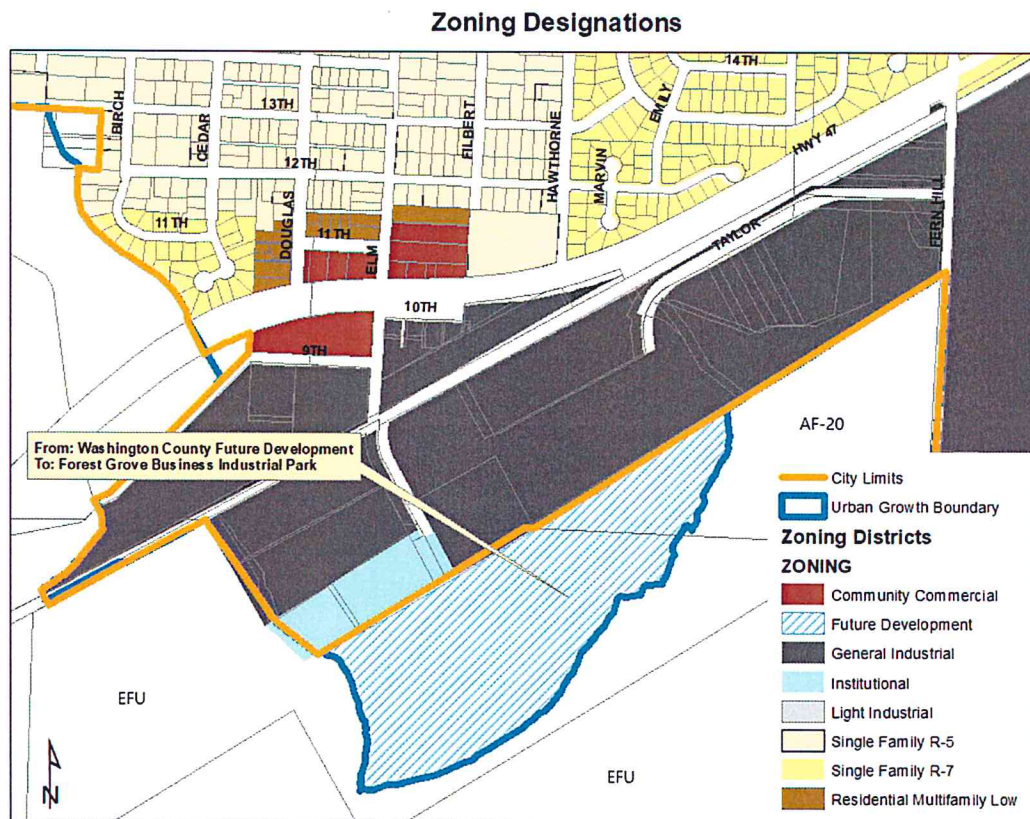


The Comprehensive Plan describes the Campus Employment district as follows:

"The Campus Employment designation is intended for development of industrial and office parks with a high level of amenity value including landscaping and open space. Typical uses include high technology companies, call centers, research and development firms, and business incubators. Industrial activities typically take place in enclosed structures. The district is intended to contain supportive retail development and business services."

The Campus Employment designation is implemented by the City's Business Industrial Park (BIP) zoning designation. The use regulations and development standards for the City's industrial zoning districts including the Business Industrial Park are described in Attachment B for reference.

The zoning north of the subject territory is largely General Industrial. The exceptions are the AT Smith Housing site and vacant property owned by the City between the AT Smith House and Elm Street. Both properties are zoned Institutional on the Forest Grove zoning map. The image below shows the Zoning designations for the area within the urban growth boundary. The area shown as Future Development on the map below is the area proposed for the Business Industrial Park zoning designation upon annexation to the City.



The subject territory is currently zoned by Washington County as Future Development (FD) with a 20-acre minimum lot size. The FD zone is a holding zone applied to property within the urban growth boundary subject to annexation by a city. The County zone is replaced by a city zoning designation consistent with the city's comprehensive plan map at time of annexation

The area south and west of the subject territory is zoned by Washington County as Exclusive Farm Use (EFU). The area immediately to the east of the territory subject to annexation is Agricultural and Forestry with a twenty acre minimum lot size. This area is shown as (AF-20) on the map above.

The table below provides a summary of the Comprehensive Plan map and Zoning Map designations for the site subject to annexation and nearby vicinity.

Comprehensive Plan and Zoning Summary

	Comprehensive Plan Map Designation	Zoning Map Designation
Site	Campus Employment	Current: Washington County FD-20 Proposed: Business Industrial Park
North	General Industrial Public	General Industrial Institutional
South	Not Applicable	Washington County Exclusive Farm Use
East	Within City: General Industrial	Washington County Agriculture/Forestry General Industrial
West	Not Applicable	Exclusive Farm Use

III. REVIEW CRITERIA

The subject territory is subject to an annexation petition for consideration by City Council. Forest Grove Development Code (FGDC) section 10.2.160 states:

“Before an annexation application is deemed complete, the applicant shall initiate a zone change pursuant to Section 10.2.750 et. seq. Zoning of the property shall meet the review criteria in Section 10.2.770.”

The review criteria applicable to a zone change are shown below. Attachment C (Draft Findings and Conclusions) describes how the zone change review criteria are met by the annexation petition.

- 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 Article 3, it must be shown that the proposed zone is the most appropriate, taking into consideration the purpose 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 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 change if it may impact transportation facilities.

E. Public facilities and services for water supply, sanitary waste disposal, storm water 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.

IV. RECOMMENDATION

Staff recommends the Planning Commission adopt findings (Attachment C) and provide a recommendation to City Council to adopt an order amending the Forest Grove Zoning Map upon annexation to designate a 38.6 acre parcel located at 600 Elm Street as Business Industrial Park (BIP) consistent with the Forest Grove Comprehensive Plan Map Campus Employment designation.

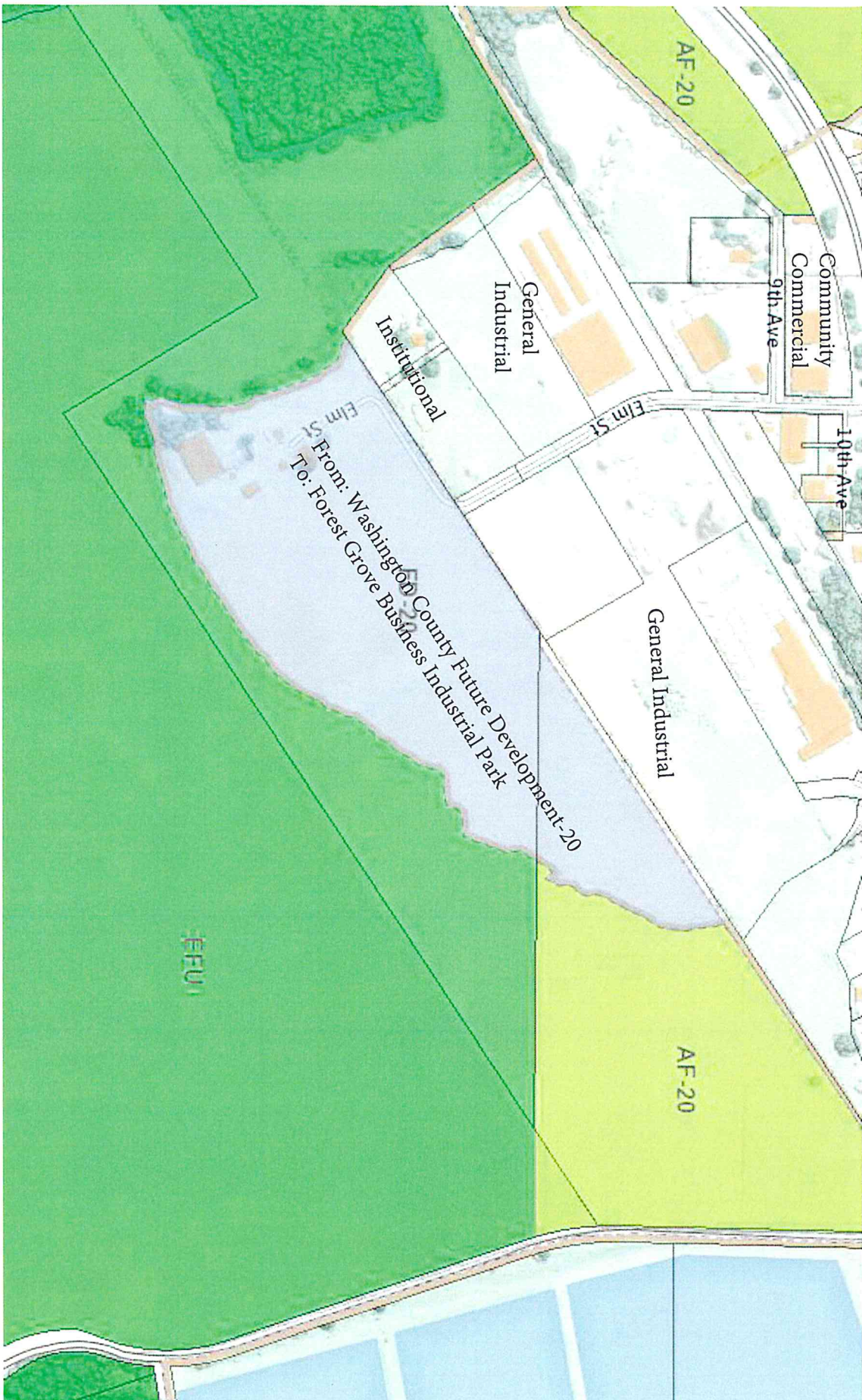
V. ATTACHMENTS

Attachment A: Subject Property Map

Attachment B: Industrial Zones Text

Attachment C: Draft Findings and Conclusions, Haworth Annexation Zone Change

Zoning



INDUSTRIAL ZONES

10.3.500 PURPOSE

The City of Forest Grove has established two industrial zones to implement the Industrial designation of the Comprehensive Plan. Non-industrial uses are restricted to protect industrial lands for employment and to minimize land use conflicts.

10.3.510 LIST OF INDUSTRIAL ZONES

A. Light Industrial (LI)

The LI zone is intended for a wide variety of manufacturing and other industrial uses with controlled external impacts. These types of industries are often involved in the secondary processing of materials into components, the assembly of components into finished products, transportation, communication and utilities, wholesaling and ware-housing. Industrial activities occur within enclosed buildings. On a limited basis, supporting commercial and office uses are permitted in the LI zone.

B. General Industrial (GI)

The GI zone is intended for industrial uses that are generally not compatible with residential development because of their operational characteristics. This district is also intended for uses that may require extensive outdoor areas to conduct business activities or for product storage or display. General industrial uses include those involved in the processing of raw materials into refined products and/or industrial uses that have external impacts. The purpose of this district is to permit the normal operations of any industry that can meet and maintain compliance with established state and federal performance standards. The district is intended to contain supportive retail development. Commercial or retail uses that do not primarily serve the needs of people working or living in the employment and industrial areas are prohibited in this district. New residential uses are not permitted in the GI zone.

C. Business Industrial Park (BIP)

The BIP zone is intended to implement the Campus Employment designation of the Forest Grove Comprehensive Plan through the identification of allowed uses and the establishment of development standards. The BIP zone allows a mixture of light industrial, employment, and office uses, together with some small-scale commercial uses with controlled external impacts. The development standards within the zone require well-landscaped, attractive and cohesive developments.

Attachment B

10.3.520 USE REGULATIONS

Refer to Article 12 for information on the characteristics of uses included in each of the Use Categories.

- A. Permitted Uses. Uses allowed in the Industrial zones are listed in Table 3-14 with a “P”. These uses are allowed if they comply with the development standards and other regulations of this Code.
- B. Limited Uses. Uses that are allowed subject to specific limitations are listed in Table 3-14 with an “L”. These uses are allowed if they comply with the limitations listed in the footnotes to the table and the development standards and other regulations of this Code.
- C. Conditional Uses. Uses that are allowed if approved through the conditional use process are listed in Table 3-14 with a “C”. These uses are allowed provided they comply with the conditional use approval criteria, the development standards, and other regulations of this Code. §10.2.200 contains the conditional use process and approval criteria.
- D. Prohibited Uses. Uses listed in Table 3-14 with an “N” are prohibited. Existing uses may be subject to the regulations of §10.7.700 Nonconforming Development.
- E. Accessory Uses. Uses that are accessory to a primary use are allowed if they comply with specific regulations for accessory uses and all development standards.

TABLE 3-14: Industrial Zones Use Table

USE CATEGORY	LI	GI	BIP
<u>RESIDENTIAL</u>			
Household Living	L ^[1]	L ^[1]	N
Group Living	N	N	N
Transitional Housing	N	N	N
Home Occupation	N	N	N
Bed and Breakfast	N	N	N
<u>CIVIC / INSTITUTIONAL</u>			
Basic Utilities	P	P	P
Major Utility Transmission Facilities	C	C	C
Colleges	N	N	N
Community Recreation	N	N	C
Cultural Institutions	N	N	C
Day Care	L ^[2]	L ^[2]	L ^[2]
Emergency Services	C	C	C
Postal Services	C	N	C
Religious Institutions	N	N	N
Schools	L ^[3]	L ^[3]	L ^[3]
Social/ Fraternal Clubs / Lodges	N	N	N
<u>COMMERCIAL</u>			
Commercial Lodging	N	N	N
Eating & Drinking Establishments	L ^[4]	L ^[4]	L ^[4]

USE CATEGORY	LI	GI	BIP
COMMERCIAL			
Entertainment – Oriented:			
- Major Event Entertainment	N	N	N
- Outdoor Entertainment	N	N	N
- Indoor Entertainment	N	N	C
General Retail:			
- Sales – Orientated	N	L ^[4]	L ^[4]
- Personal Services	N	N	L ^[10]
- Repair – Oriented	N	N	P
- Bulk Sales	N	N	N
- Outdoor Sales	N	N	N
- Animal - Related	N	N	N
Medical Centers	N	N	C
Motor Vehicle Related:			
- Motor Vehicles Sale / Rental	N	N	N
- Motor Vehicle Servicing / Repair	N	N	N
- Motor Vehicle Fuel Sales	N	N	N
Non-Accessory Parking	N	N	N
Office	L ^[5]	L ^[5]	L ^[11]
INDUSTRIAL			
Industrial Services	L ^[6]	P	L ^[6]
Manufacturing and Production:			
- Light Industrial	P ^[8]	P ^[8]	L ^[8]
- General Industrial	N	P	L ^[8]
- Medical and Recreational Marijuana Processors	N	C	N
Call Centers	P	P	P
Railroad Yards	N	P	N
Research and Development	P	P	P
Warehouse / Freight Movement	P/C(X)	P/C(X)	P/C(X)
Waste – Related	C	C	C
Wholesale Sales	P ^[8] /C(Y)	P ^[8] /C(Y)	C
OTHER			
Agriculture / Horticulture	P ^[8]	P ^[8]	P
- Medical and Recreational Marijuana Producers (Outdoor)	N	N	N
- Medical and Recreational Marijuana Producers (Indoor)	C	C	N
Cemeteries	N	N	N
Detention Facilities	C	P	C
Mining	N	C	N
Wireless Communication Facilities	L ^[9]	L ^[9]	L ^[9]
Information	P	P	P

P = Permitted L = Limited C = Conditional Use N = Not Permitted

X = Marijuana facilities including warehousing requires a conditional use permit.

Y = Wholesale activities for marijuana requires a conditional use permit in the LI and GI zone.

Table 3-6 Footnotes:

- [1] One (1) dwelling is permitted for a watchman employed on the premises.
- [2] On-site day care for employees is permitted in the LI and GI zones. Conditional use permit approval is required for a day care facility that is intended to serve more than on-site employees.
- [3] Educational uses for high school or college level programs governed by ORS Chapter 300 et. seq. comprising no more than 20% of the floor space of a building owned by a governmental agency shall be permitted provided that the following are met: (1) the use is separated from all industrial activities located on the site; (2) the use is located totally within a building; and (3) hours of operation are limited from 7:00 a.m. to 7:00 p.m.
- [4] Supportive retail or commercial use, such as convenience store, coffee shop, deli or business service, up to 3,000 square feet per use, permitted if the Director finds that it primarily serves the needs of the people working or living in the industrial area (drive-through prohibited). Employee cafeterias are permitted as an accessory uses.
- [5] In the LI zone, up to 50% and in the GI zone, up to 20% of the total floor area of the development may consist of executive and administrative offices if the development, in its entirety, is traded sector or other industrial use. Stand-alone offices in association with uses allowed in the LI but are at other locations are allowed in that district. Multiple tenant office buildings are prohibited.
- [6] Industrial services in the LI and BIP zones must take place within an enclosed building.
- [7] All processing and manufacturing must take place within a building or enclosed structure. Outdoor storage of raw materials, finished products and vehicles is prohibited.
- [8] Industrial users may have up to 5,000 square feet but no more than 40% of the total floor area of the operation devoted to selling the product the company manufactures.
- [9] Wireless communication facilities are regulated by the standards in Article 7.
- [10] Personal services limited to 3,000 square feet in conjunction with larger uses.
- [11] Limited to corporate offices where the majority of traffic generated comes from employees and not the general public.

10.3.530 INDUSTRIAL ZONE DEVELOPMENT STANDARDS

The development standards listed below are applicable to all development within the Light Industrial, General Industrial, and Business Industrial Park zones. Development within these zones shall also comply with all other applicable requirements of this Code, including the general development standards in Article 8.

TABLE 3-15: Industrial Zone Dimensional Requirements

STANDARD	LI	GI	BIP
Minimum Lot Size	10,000 square feet	10,000 square feet	20,000 square feet
Minimum Lot Width	100 feet	100 feet	100 feet
Minimum Lot Depth	None	None	None

STANDARD	LI	GI	BIP
Minimum Yard Setbacks ^[1]	None	None	Front: 20 feet Interior Side: 10 feet Rear: 10 feet
Maximum Building Height ^[2]	None	None	45 feet
Maximum Building Coverage			50%
Minimum Landscaping			15%

Footnotes:

- [1] A setback and buffer may be required where a LI or GI boundary abuts a less intensive zone. See screening and buffering standards in Article 8. When an industrial site is separated from a residential zone by either a dedicated public street, or a railroad main line or spur track, no setback shall be required in that yard adjacent to the residential zone.
- [2] Building height unlimited per the Building Code with the installation of a sprinkler system approved by the Forest Grove Fire Department in all buildings over two (2) stories.

10.3.540 ADDITIONAL INDUSTRIAL ZONE STANDARDS

- A. Site Plan Review Required. Development in the LI, GI and BIP zones is subject to a Type II site plan review process.
- B. Parking. Parking, loading and unloading areas shall not be located within a required setback area.

No loading or unloading facilities shall be located adjacent to a residential district if there is an alternative location of adequate size for loading and unloading facilities that is not adjacent to a residential district.

Off-street surface parking shall not occupy more than 33% of the public street frontage. Where a site has frontage along a side street, a surface parking lot may occupy more than 33% of the side street frontage. Parking areas located along a public street frontage shall be screened with any one or combination of the following techniques: solid perimeter wall, earthen berm or evergreen hedge with a minimum spacing of 3 feet and maximum height of 5 feet. Parking areas shall be landscaped as required in §10.8.415.

- C. Performance Standards. No land or structure in the LI, GI and BIP zones shall be used or occupied unless there is continuing compliance with the standards set forth by the Environmental Protection Agency, Oregon Department of Environmental Quality and Metro relative to noise, vibration, smoke and particulate matter, odors, heat and glare, and insects and rodents.
- D. Solid Waste Collection Areas. Exterior solid waste dumpsters and solid waste collection areas must be screened from the public street and any abutting residential, commercial or town center zones.

- E. Mechanical Equipment. Mechanical equipment located on the ground, such as heating or cooling equipment, pumps, or generators, must be screened from the street and any abutting residential zones by walls, fences, or vegetation tall enough to screen the equipment. Mechanical equipment on roofs must be screened from the ground level of any abutting residential zone.
- F. Building Façade and Massing. Where building elevations are oriented to the street, architectural features, such as windows, pedestrian entrances, building off-sets, projections, change in materials or change in colors shall be used to break-up building surfaces and volumes.

Buildings exceeding 100 feet in the horizontal direction facing a public street shall include vertical relief using windows or vertical design elements incorporating change in exterior building materials or landscape screening.

Recessed entries or canopies shall be used at the entrances of buildings in order to reinforce a pedestrian-scale and to break-up large blank walls.

- G. Landscaping. Except for driveways and parking areas, the front setback area along a primary public street frontage shall be landscaped with lawn, trees, hedges or ornamental flowers. Such landscaping shall be maintained in good order.
- I. Signage. Pole signs are prohibited within areas zoned as Business Industrial Park. Free standing signs shall be monument-type signs no more than five feet in height with a maximum area of 40 square feet including face and pedestal.

Multi-tenant complexes shall provide unified monument signage for individual tenants near an access point for the complex. Such signs shall comply with the requirements of §10.8.830(D). Monument signs shall be not be placed within any clear vision area required in §10.8.155.

- J. Site Circulation. All roadways and drives shall include sidewalks on at least one side of the roadway or drive with the exception of vehicle facilities that provide access solely to loading and service areas.

All pedestrian connections to the public sidewalk shall include canopy trees spaced at a maximum of 30 feet on-center. Coniferous trees are permitted with approval of the Director. Trees shall be placed within planting beds sized appropriately for the tree species using tree planting best practices adopted by the International Society of Arboriculture or similar professional organization.

- K. Surface Water Management. When required, on-site surface water management facilities, such as detention ponds and swales, shall be incorporated into open space and landscaped areas through the use of unifying landscape elements. The Director shall make a determination as to whether the design meets the intent of this standard. The Director's determination is appealable to the Planning Commission.

Attachment C

Findings and Conclusions Haworth Annexation Zone Change File No. 311-18-000007-PLNG

- 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 Article 3, it must be shown that the proposed zone is the most appropriate, taking into consideration the purpose of each zone and the zoning pattern of surrounding land.

Finding A.1: The subject property is designated Campus Employment on the Forest Grove Comprehensive Plan Map. Forest Grove Development Code (Section 10.3.500(C)) describes the Campus Employment designation as follows:

“The BIP [Business Industrial Park] zone is intended to implement the Campus Employment designation of the Forest Grove Comprehensive Plan through the identification of allowed uses and the establishment of development standards.”

The BIP zone is the only implementing zone for the Campus Employment designation. Therefore, application of the BIP zone to the subject property is consistent with the Comprehensive Plan Map Campus Employment designation

Conclusion: The recommended Business Industrial Park Zoning Map designation is consistent with the Campus Employment Comprehensive Plan Map designation. The Business Industrial Park Zoning Map designation is the only implementing zone for the Campus Employment designation. Therefore, the Planning Commission concludes the recommended Business Industrial Park Zoning Map designation is consistent with the Comprehensive Plan Map and therefore this criterion is met.

- B. The zone change is consistent with relevant goals and policies of the Comprehensive Plan, as identified by the Director.

Finding B.1: The Director identifies the following Comprehensive Plan Goal and Policy as being relevant to the zone change:

Economic Development Goal 8: Ensure an adequate supply of land for office campus development.

Finding B.2: The subject property is approximately 38.6 acres in area based on the legal description and map prepared by an Oregon registered surveyor contained in the annexation File (File No. 311-18-000007-PLNG).

Finding B.3: The Planning Commission recommends zoning the property subject to annexation Business Industrial Plan consistent the Campus Employment Comprehensive Plan Map designation and Review Criterion A above.

Conclusion: The subject property comprises approximately 38.6 acres. The Comprehensive Plan Map identifies the subject property as Campus Employment. Since the Business Industrial Park zone implements the Campus Employment Comprehensive Plan designation applying the Business Industrial Park zone to the subject property furthers Comprehensive Plan Economic Development Goal 8 by identifying 38.6 acres of land for business industrial parks uses on the Forest Grove Zoning Map. Zoning the subject property is an initial step in making land available for development. Making land available for development supports ensuring an adequate supply of land for office campus employment development.

Conclusion: For the reasons stated above, zoning the subject property Business Industrial Park furthers Comprehensive Plan Economic Development Goal 8. Therefore, the Planning Commission concludes Review Criterion B is met.

- 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.

Finding C.1: The subject 38.6 acre parcel is designated Campus Employment on the Forest Grove Comprehensive Plan Map. The property was designated Campus Employment in 2016 by adoption of Ordinance 2016-09.

Finding C.2: There is only one location on the Comprehensive Plan Map designated Campus Employment which is the subject property.

Finding C.3: The Comprehensive Plan establishes the following location factors for designating a site Campus Employment:

- Greater than 25 gross acres
- Direct access to arterial streets
- Buffered from surrounding and agricultural uses

Finding C.4: Elm Street provides access to the subject property. Elm Street provides direct access to Oregon Highway 47. Oregon Highway 47 is designated as a Principal Arterial on the Transportation System Plan Updated Street Functional Classification System (Figure 8-1).

Finding C.4: The urban growth boundary is the southern boundary of the subject property. The urban growth boundary provides a buffer between the subject property and surrounding agricultural uses.

Finding C.5: The only implementing zone for the Campus Employment designation is Business Industrial Park.

Finding C.6: The size of the vicinity for purposes of Review Criteria C is the subject property.

Conclusion: The Comprehensive Plan designates the subject territory as Campus Employment. A finding was made at the time the site was designated Campus

Employment in 2016 by Ordinance 2016-09 that the site is suitable for the Campus Employment Comprehensive Plan designation and by default the Business Industrial Park zone since the Business Industrial Park zone implements the Campus Employment Comprehensive Plan designation. Since the subject property is the only area designated Campus Employment there is a lack of appropriately designated alternative sites within the vicinity. For these reasons this Review Criterion is met.

- D. The zone change is consistent with the adopted Transportation System Plan. Development allowed by the zone change will not substantially impact the functional classification or operation of transportation facilities, or reduce the level of service of transportation facilities below minimum acceptable levels identified in the Transportation System Plan. To ensure proper review and mitigation, a traffic impact study may be required for the proposed change if it may impact transportation facilities.

Finding D.1: Elm Street provides access to the subject property. Elm Street is designated as a collector street on the Updated Street Functional Classification System Map (Figure 8-1) contained in the Forest Grove Transportation System Plan.

Finding D.2: Elm Street provides direct access to Oregon Highway 47. Oregon Highway 47 is designated as a Principal Arterial street on the Updated Street Functional Classification System Plan (Figure 8-1) contained in the Forest Grove Transportation System Plan.

Finding D.3: There is no information in the record to suggest development in this area of the City will substantially impact the functional classification or operation of transportation facilities below minimum acceptable levels of service identified in the Transportation System Plan.

Finding D.4: The subject property is subject to an annexation petition. No development is proposed as part of the annexation petition and zone change request.

Finding D.5: Development Code Section 10.1.225(D) grants authority to the Community Development Director to require a transportation study if proposed projects would have potential circulation or safety impacts, need for off-site street improvements or would increase traffic on City streets by at least 50 peak hourly trips or a transportation impact study is required by ODOT.

Conclusion: The zone change is part of a pending annexation petition. The annexation petition does not identify a specific use for the property. Assessment of potential transportation impacts will be completed as part of the standard development review process consistent with Development Code Section 10.1.225(D). Since there is no information in the record to suggest development in the subject area will substantially impact the functional classification or operation of the transportation facilities below minimum acceptable levels identified in the Transportation System Plan this Review Criterion is met.

- E. Public facilities and services for water supply, sanitary waste disposal, storm water 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.

Finding E.1: The subject territory was added to the urban growth boundary by the Oregon Legislature in 2014.

Finding E.2: The subject territory is subject to an annexation petition.

Finding E.3: Forest Grove Development Code Section 10.2.160 requires a request for a concurrent zone change pursuant to Section 10.2.750 et. Seq. (Zoning) and shall meet the review criteria in Section 10.2.770. Development Code Section 10.2.160 does not require a specific development proposal for an annexation petition and concurrent zone change.

Finding E.4: The annexation petition does not include a specific development proposal allowing assessment of service demands and the ability of the public services to accommodate those demands.

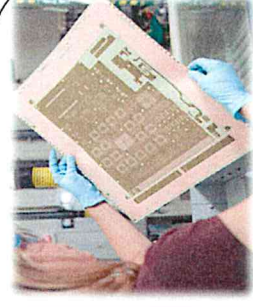
Finding E.5: The Water Master Plan, Waste Water System Plan, and Storm Drainage Master Plan do not address providing service to the subject property. As such, evaluation of public service needs will be considered as part of the development review process after annexation into the City. Consideration as part of the development review process includes assessing adequacy of services based on projected service demands of the site and ability of the public services to accommodate those demands.

Conclusion: The subject territory is subject to an annexation petition. Annexation of the subject territory requires a zone change in order to apply a City zoning designation to the subject territory upon annexation. Since the annexation petition does not include a development proposal assessment of public service demands cannot be made at this time. Assessment of public services demand will be done as part of the standard development review process. Since approval of development requires adequate public services this Review Criterion will be met at that time.

F. The establishment of a zone district is not subject to the meeting of conditions.

Finding F.1: No conditions are recommended for establishing the zone district. The purpose of the establishing the zone district is to apply a zoning designation consistent with the Comprehensive Plan to the subject property upon annexation.

Conclusion: Since no conditions are proposed as part of establishing the zone district this Review Criterion is met.



Economic Opportunity Analysis (EOA) Update

Planning Commission

June 4, 2018

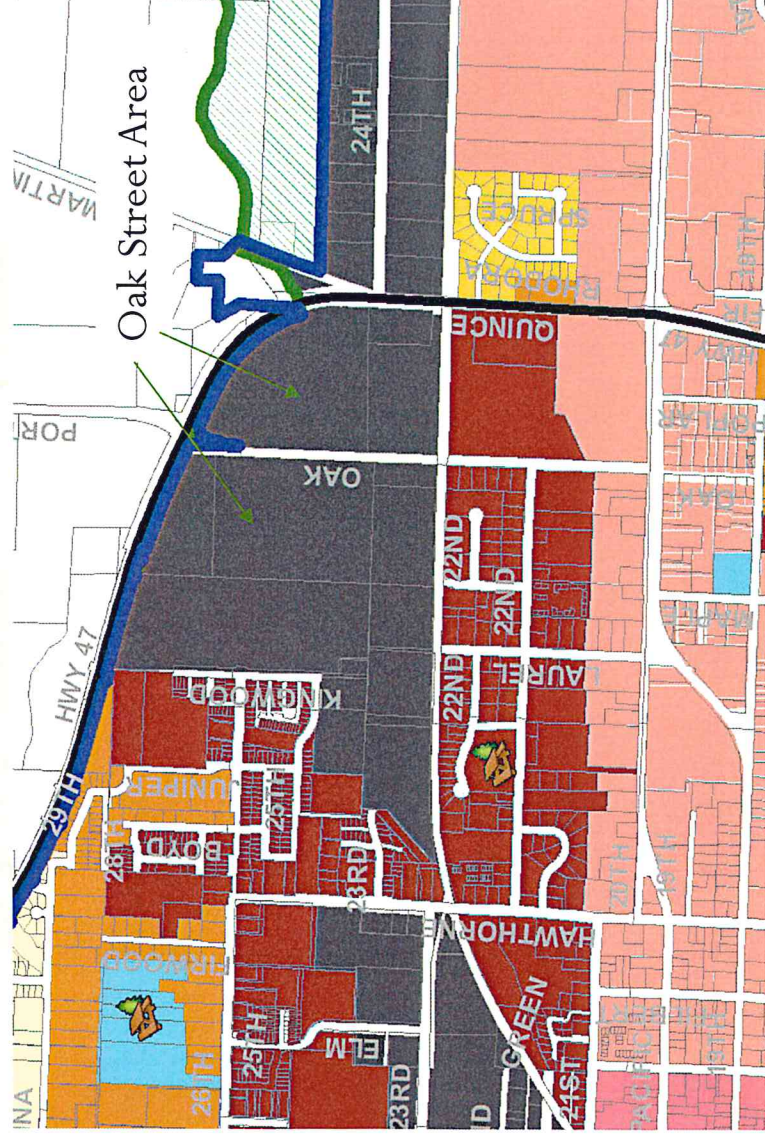
A place where families and businesses thrive.

Background

- Statewide Land Use Planning Goal 9 - Economic Development (OAR 660-009-0015):
 - Requires that cities and counties review and as necessary amend their comprehensive plans to provide economic opportunities analysis to compare the land demand for industrial and other employment uses to the supply.
 - The analysis must review national, state, regional, county and local economic trends.
 - The analysis must also identify the major categories of industrial or other employment uses that reasonably be expected to locate or expand in the planning area based on the trends analysis.
 - An EOA must also assess industrial and employment land supply and local economic development potential.

Background

- Current EOA completed prior to the Comp. Plan update in 2008 / 2009.
- Inform future discussion on the Oak Street industrial area.



Findings

- Share of Employment by Industry (Top 3)
 - Education services: 2,940 employees (32%)
 - Manufacturing (1,485 employees (16%))
 - Health Care (1,134 employees (12%))
- Projected Employment Growth (Top 3)
 - Education Services: +709 employees
 - Health Care: +498 employees
 - Leisure and Hospitality +441 employees

Findings

- Total employment estimate:
 - 2008: 9,092
 - 2018: 9,230
- Significantly less employment land needed for the 2018-2038 period compared to 2008-2028.
- Total estimated 20-year employment land needed for all categories (industrial, commercial, institutional)
 - 2008-2028 estimate: 390 acres
 - 2018-2038 estimate: 200 acres.
- The employment land need is not matched well for future employment needs.

Findings

Land Need Comparison By General Category
(Acres)

	Office	Institutional	Industrial	Retail	Total
Forest Grove 2008-2028	44.7	63.8	113.5	77.5	299.5
Forest Grove 2018-2038	17.3	35.8	54.5	20.1	127.7
Cornelius 2015-2040	11.6	0.0	75.3	19.3	106.2

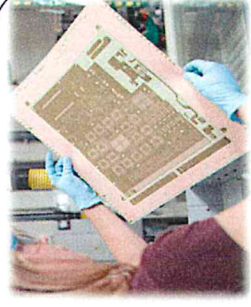
Land Need By Use Type
(Acres)

	Flex Space / Business Park	General Industrial	Light Industrial Warehouse / Data Center	Commercial Retail	Commercial Office	Institutional
Forest Grove 2018-2038	20.0	14.3	19.3	20.1	17.3	35.8

Next Steps

- Finalize EOA for presentation to City Council
 - Expected by July.
- City Council adoption of ordinance replacing the 2008 / 2009 EOA and including the updated in EOA as a component of the Comprehensive Plan.
 - City Council public hearings during July and August .
- Use findings to inform discussions about the Oak Street Industrial Area.
 - City Council work session in September.

The End



Urban Planning Area Agreement Update

Project Team:

Bryan Pohl, Community Development Director
Dan Riordan, Senior Planner

Planning Commission Presentation

June 4, 2018

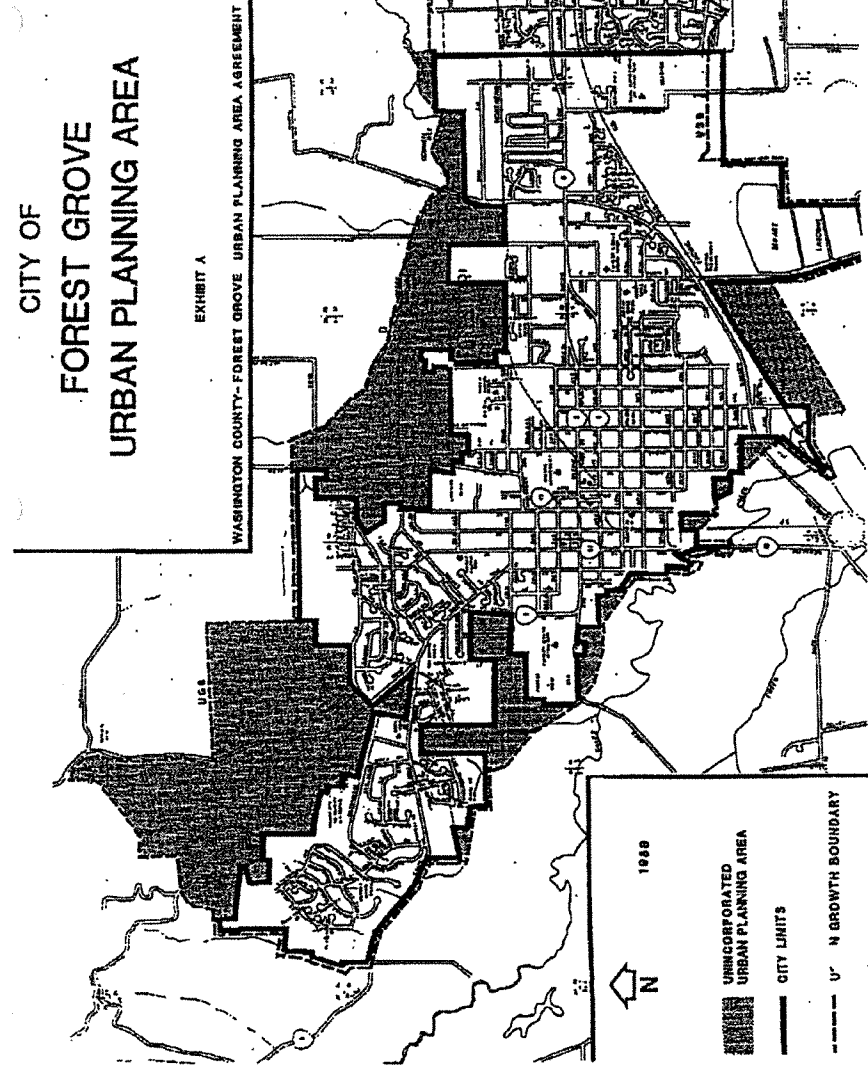
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Purpose of Presentation

- This presentation foreshadows a future agenda item Council will be asked to consider related to how Forest Grove plans for future development.
- ORS 190.010 provides authority for local governments to enter into agreements for specific functions and activities such as land use and transportation planning.
- Statewide Planning Goal #2 (Land Use Planning) requires that City, County, State and federal agency and special district plans be consistent with comprehensive plans of cities and counties.
- The Oregon Department of Land Conservation and Development (DLCD) also requires that each jurisdiction in the Portland region submit an agreement setting forth how comprehensive planning coordination will be implemented.
- Furthermore, the City and County agreed during the 2009 Washington County Urbanization Forum process that all future additions to the urban growth boundary after 2010 must be governed and urbanized by the City.
- This agreement is known locally as the Urban Planning Area Agreement or UPAA and fulfills the requirements of Goal #2 and DLCD requirements.
- The UPAA between the City and Washington County and was adopted 1988. The UPAA has not been updated.
- Over the past few years, Washington County has been working with the cities to update the UPAA's to reflect changes to the UGB and address planning for the urban reserve areas. The Forest Grove UPAA is next in line.

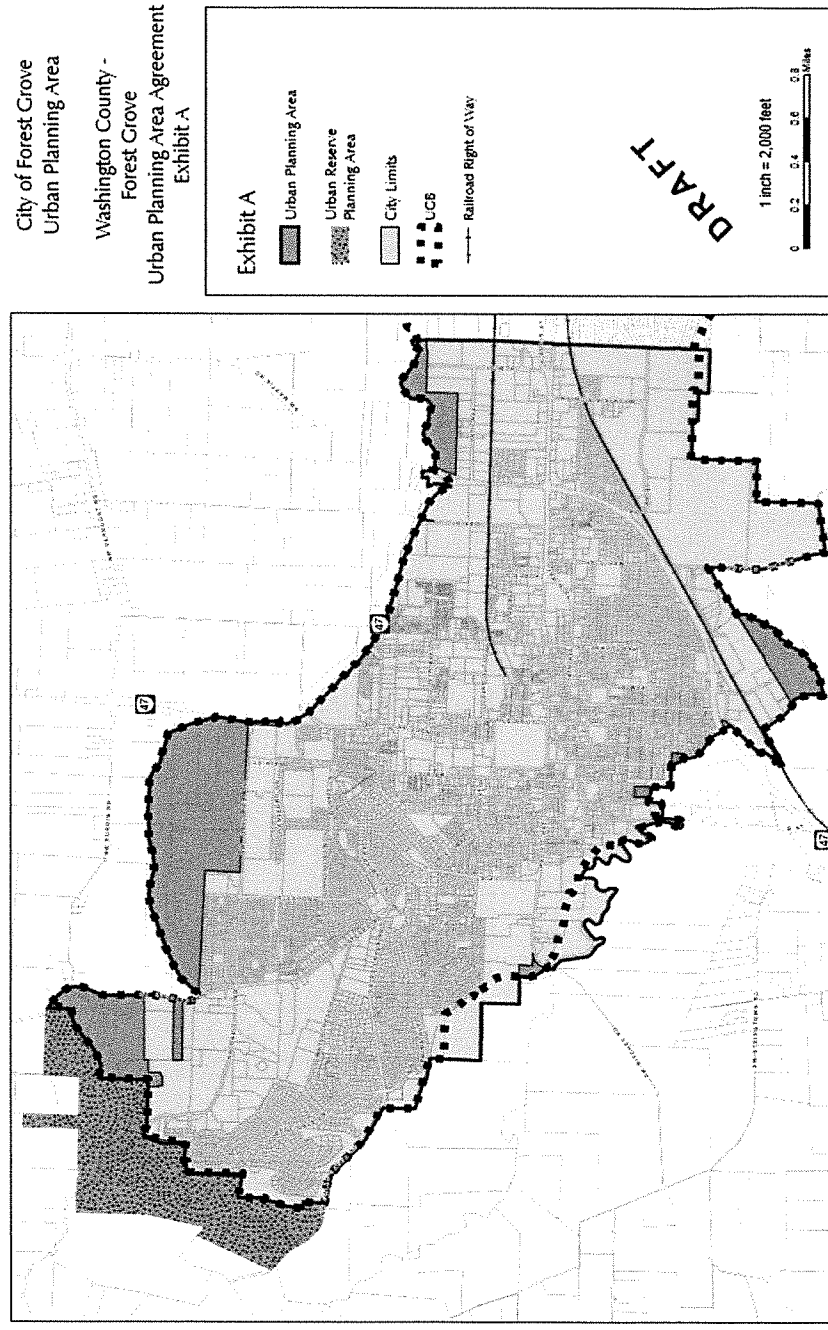
Overview

- The UPAA defines the City's urban planning area. The map below shows the original (1988) planning area.



Overview

- The UPAA planning area will be updated to include the 2014 urban growth boundary expansion areas and urban reserve.



What is in the UPAA?

- The UPAA includes provisions for:
 - Implementing an on-going community involvement program for land use and transportation in the planning area.
 - Responsibilities for comprehensive land use and transportation planning for the incorporated and unincorporated areas within the UGB adjacent to the City.
 - Ensuring urban development is served with adequate urban services including sewer, water, storm drainage, streets, police and fire protection.
 - Monitoring and regulating the conversion of vacant and agricultural land to urban uses through the extension of water and sewer service, land partitioning requirements and annexations within the urban planning area.
 - Process for coordinating planning activities in the urban reserve area
 - Providing notice to Washington County for land use hearing and development actions within the urban planning area.
 - Process for amending the UPAA.

City Responsibilities

- The UPAA identifies specific City responsibilities. These include:
 - Comprehensive land use planning in the incorporated and unincorporated portions of the urban planning area;
 - Transportation planning in the incorporated and unincorporated portions of the urban planning area;
 - Land use and transportation concept planning for the David Hill urban reserve area;
 - Implementation of concept plans and agreements for the David Hill urban reserve area;
 - The City is also identified as the appropriate provider of local water, sanitary sewer storm sewer and transportation facilities within the planning area.

What's Next?

- The Washington County Planning Commission will consider the updated UPAA in early August.
- The Washington County Board of Commissioners will consider the updated UPAA in late August.
- City Council will be asked to adopt a resolution approving the UPAA after Washington County Board of Commissioners action.

Questions?