



URBAN RENEWAL AGENCY BOARD MEETING

Monday, August 24, 2026
Community Auditorium, 1915 Main Street

Malynda Wenzl, Chair

Angel Falconer, Director
Donna Gustafson, Director
Michael Marshall, Director

Karen Martinez, Director
Brian Schimmel, Director
Mariana Valenzuela, Director

[TVCTV Livestream](#)

[Zoom Webinar](#) Meeting ID: 850 7572 2488 Passcode: 97116

8:30 PM - URBAN RENEWAL AGENCY WORK SESSION

No public comment will be taken. The Board will take no formal action.

Urban Renewal

Staff: Kim Ezell, Assistant City Manager, Jesse VanderZanden, City Manager

URBAN RENEWAL AGENCY BOARD REGULAR MEETING

A. Call to Order

1. Roll Call

B. Public Comment: Time provided for anyone wishing to speak to the Board on any item not scheduled for a public hearing. Comments are limited to 2 minutes unless additional time is granted by the Presiding Officer. The public comment period shall not exceed 30 minutes unless extended by the Board.

C. Consent Agenda: Items considered routine, that are adopted with a single motion without discussion. Directors may remove items prior to the motion to adopt. Any removed items are discussed and acted upon following the approval of the remaining items.

D. Resolutions

1. **URA RESOLUTION 2026-02 AMENDING THE BUILDING IMPROVEMENT GRANT (BIG) PROGRAM AND REPEALING RESOLUTION 2026-01**
Staff: Kim Ezell, Assistant City Manager

E. 9:30 Adjournment

Americans with Disabilities Act (ADA) Notice: The City is committed to providing equal access to public meetings. Requests for accommodation can be submitted to the City Recorder at least 48 hours before the meeting at: mwoods@forestgrove-or.gov or 503-992-3235



URBAN RENEWAL

Jesse VanderZanden | Executive Director

Kim Ezell | Deputy Director

URA Board Work Session | August 24, 2026

City of Forest Grove

AGENDA

Purpose

Vision 2040

URA Background

Feasibility Studies

Visioning / Path Forward

Next Steps

PURPOSE

3

To reach a consensus on conceptual development options and next steps for each of the three developable properties owned by the Urban Renewal Agency

This is the second of two work sessions

VISION 2040 PLAN

4



- **2040 VISION:** “We are a destination with a vibrant downtown and local economy where independent businesses thrive...”
- **2040 GOAL: ECONOMY**
 - **Action 1.1:** Conduct a feasibility analysis for a grocery store (Also in 3-year Action Plan)
 - **Action 1.2:** Increase volume and diversity of commercial business development
 - **Action 1.6:** Strengthen the city’s partnership with local small businesses
 - **Action 1.10:** City incentive programs to support/retain small/local businesses

VISION 2040 PLAN

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- **2040 VISION:** “We are a destination with a vibrant downtown and local economy where independent businesses thrive...”
- **2040 GOAL: COMMUNITY GROWTH**
 - **Action 2.5:** Activate policies around utilizing downtown “upstairs” apartments
 - **Action 2.27:** Encourage wellness through infrastructure policies and design standards
 - **Action 2.32:** Increase walkability and address pedestrian barriers
 - **Action 2.36:** Explore park and ride options to improve access to transit

VISION 2040 PLAN

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- **2040 VISION:** “We are a destination with a vibrant downtown and local economy where independent businesses thrive...”
- **2040 GOAL: COMMUNITY CONNECTION**
 - **Action 4.2:** Explore opportunities to create a central community gathering space

PATH FORWARD

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Work Session #1

URA Background

FG URA Milestones

Case Studies

Property Overview

Financial Metrics

Work Session #2

Feasibility Studies

Visioning

KEY RECAPS

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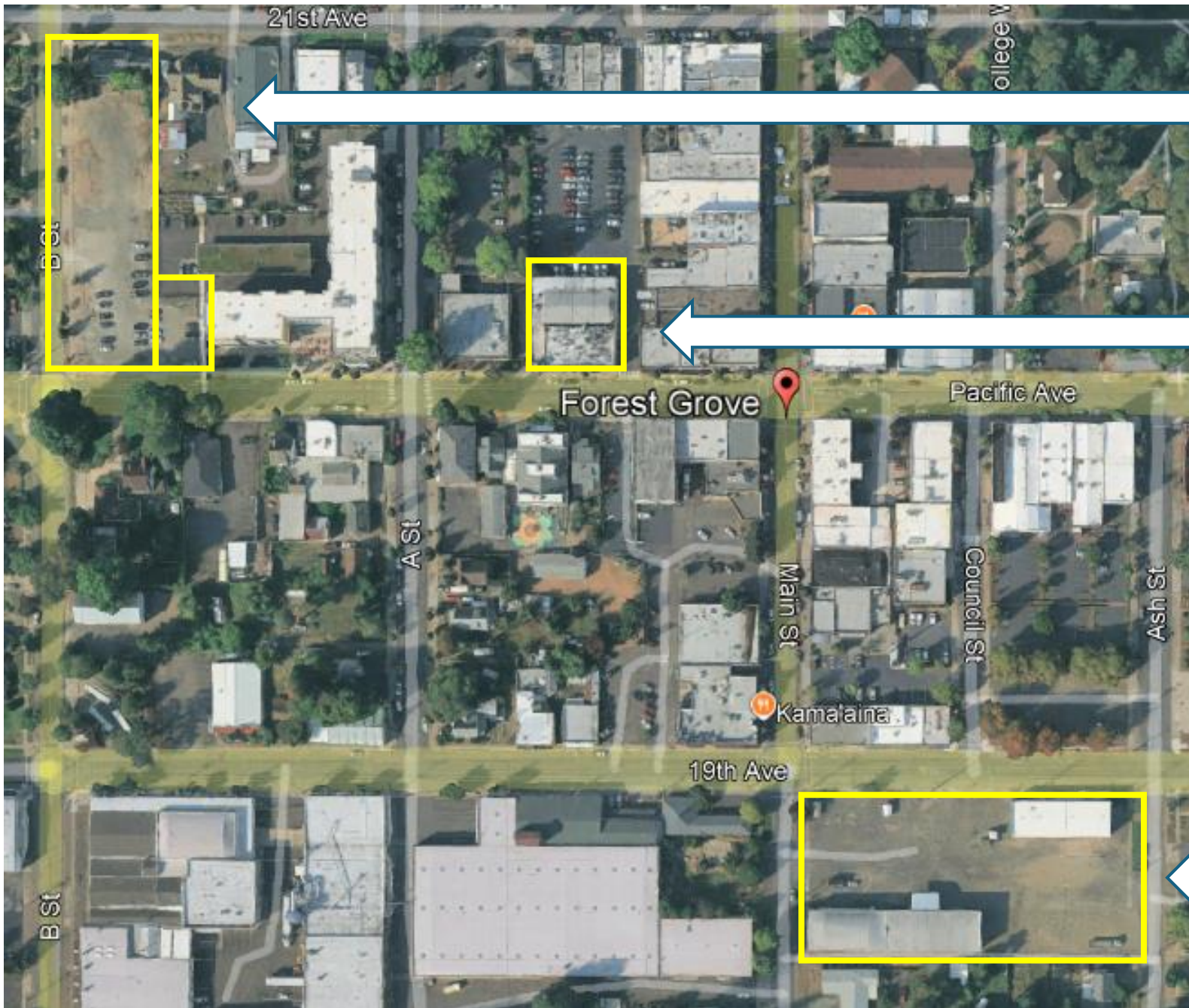
Consensus to:

- **Market properties, individually or in combination, to determine what is possible and what incentives may be required**
- **Consider development concepts but not require specific concepts until market analyses complete**
- **Staff report back on next steps**

FINANCE RECAP

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- **Annual revenues of approximately \$1 million and increasing**
- **Annual debt service of approximately \$575,000 through 2034**
- **Annual grant programs of \$370,000 and operations of \$130,000**
- **Approximately \$1.5 million in the bank for potential incentives. Does not include the value of the properties**



Site B: 1 acre

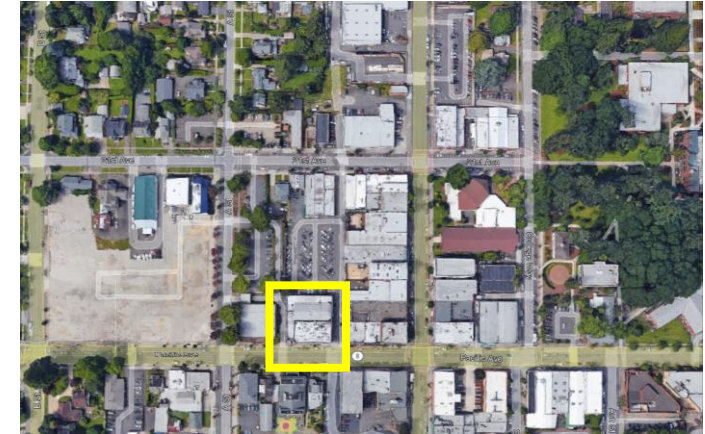
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Theater
15,500 SF

Woodfold:
1.81 acres

PROPERTY OVERVIEW : THEATER BUILDING¹

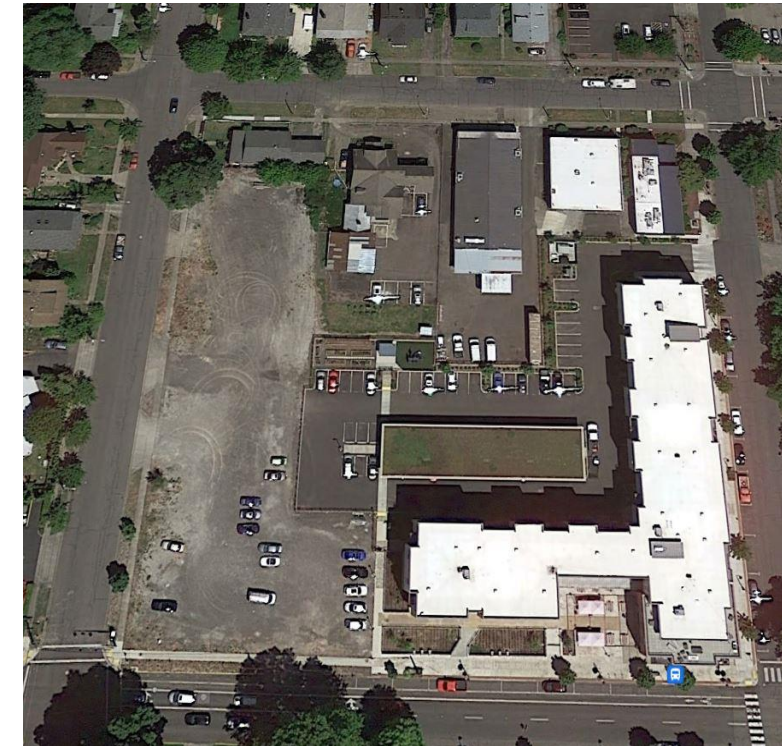
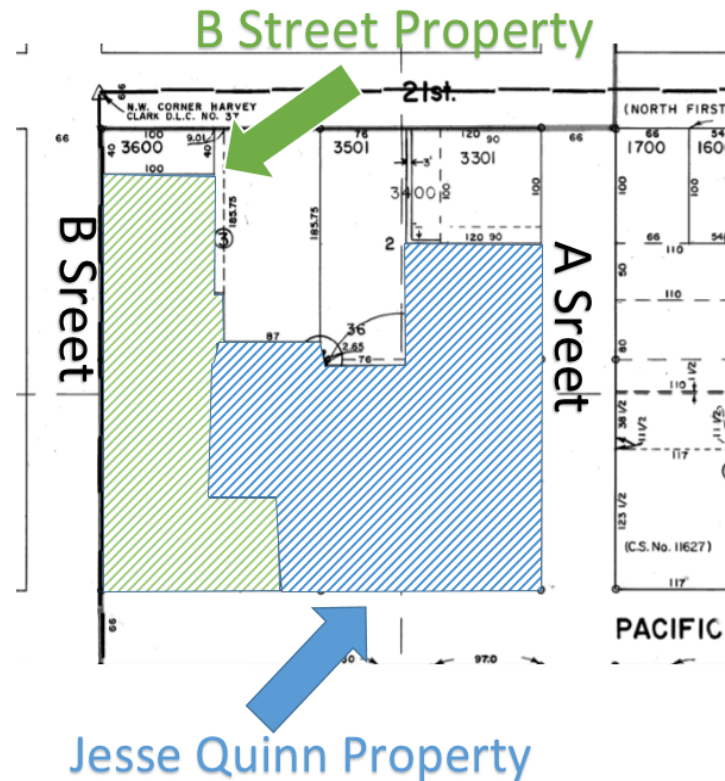
- Zoned Town Center Core
- Maximum building height in code is 45', however, CFEC allows 60' or 5 stories
- Includes parking for up to 9 vehicles
- Roof and HVAC past design life
- Property management firm managing 3 multi-year and 1 month-to-month lease



PROPERTY OVERVIEW: SITE B

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- Zoned Town Center Transition
- Maximum building height in code is 45', however, CFEC allows 60' or 5 stories
- Slopes up S to N
- Gravel
- Two unsuccessful RFP's:
 - Grocery store + housing
 - Grocery store



PROPERTY OVERVIEW : WOODFOLD LOT

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- Zoned Town Center Transition
- Maximum building height in code is 45', however, CFEC allows 60' or 5 stories
- Gravel
- Includes two storage buildings
 - One under month-to-month lease
 - One being used by city
- Includes 3 food carts on month-to-month leases
- Property management firm managing leases



MARKET ANALYSIS: GROCERY STORE

MARKET ANALYSIS: GROCERY STORE

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The City contracted with Johnson Economics to evaluate the market potential for a new grocery store in 2018 and requested an update in 2026 to account for new trends in the market

The analysis looked at:

- Socio-economic data and growth projections of Forest Grove
- Overall grocery store market and trends in the Portland Metro area
- Grocery store market and trends in Western Washington County
- Grocery store demand projections in Western Washington County
- Site analysis of URA properties for grocery store feasibility

SOCIO-ECONOMICS AND GROWTH

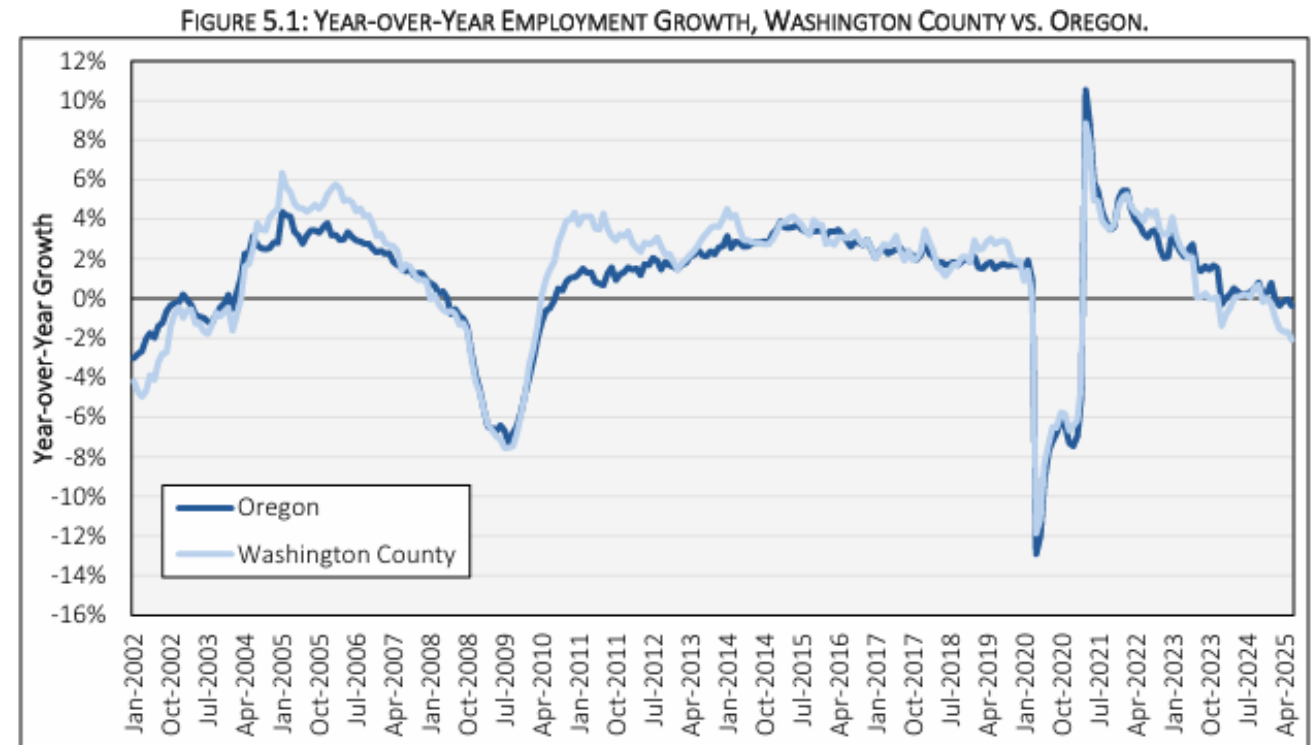
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Population	Forest Grove population has grown an average of 1.7% per year since 2000. This slowed in recent in recent years with an average of 0.7% annual growth since 2020. Growth since 2000 has exceeded national and regional averages, though near-term growth lags behind national and regional averages.
Growth Projections	Projected 1,400-1,800 new households in next decade, representing 1.5% annual growth. Most growth anticipated in income brackets above \$125,000 and Hispanic residents are likely to dominate growth.
Commute Patterns	84% of Forest Grove residents' primary employment is outside of Forest Grove, with most commuting to unincorporated Washington County (31%), Hillsboro (26%), and Portland (18%).
Income	In the last decade, the median income level has risen 82% in Forest Grove compared to 66% for the Portland Metro region. Overall household income growth has taken place in households earning more than \$100,000, with over 5,000 households in Forest Grove in this income bracket.
Race & Ethnicity	Growing Hispanic/Latino population, 22% of total population were Hispanic/Latino in 2014 compared to 31% in 2024. This segment has grown faster than other ethnicities.

SOCIO-ECONOMICS AND GROWTH

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- Washington County has traditionally experienced higher employment growth than Oregon for decades
- Since 2023, Washington County has struggled with employment growth, experiencing negative growth of -1.4% in 2024 and -2.1% in 2025



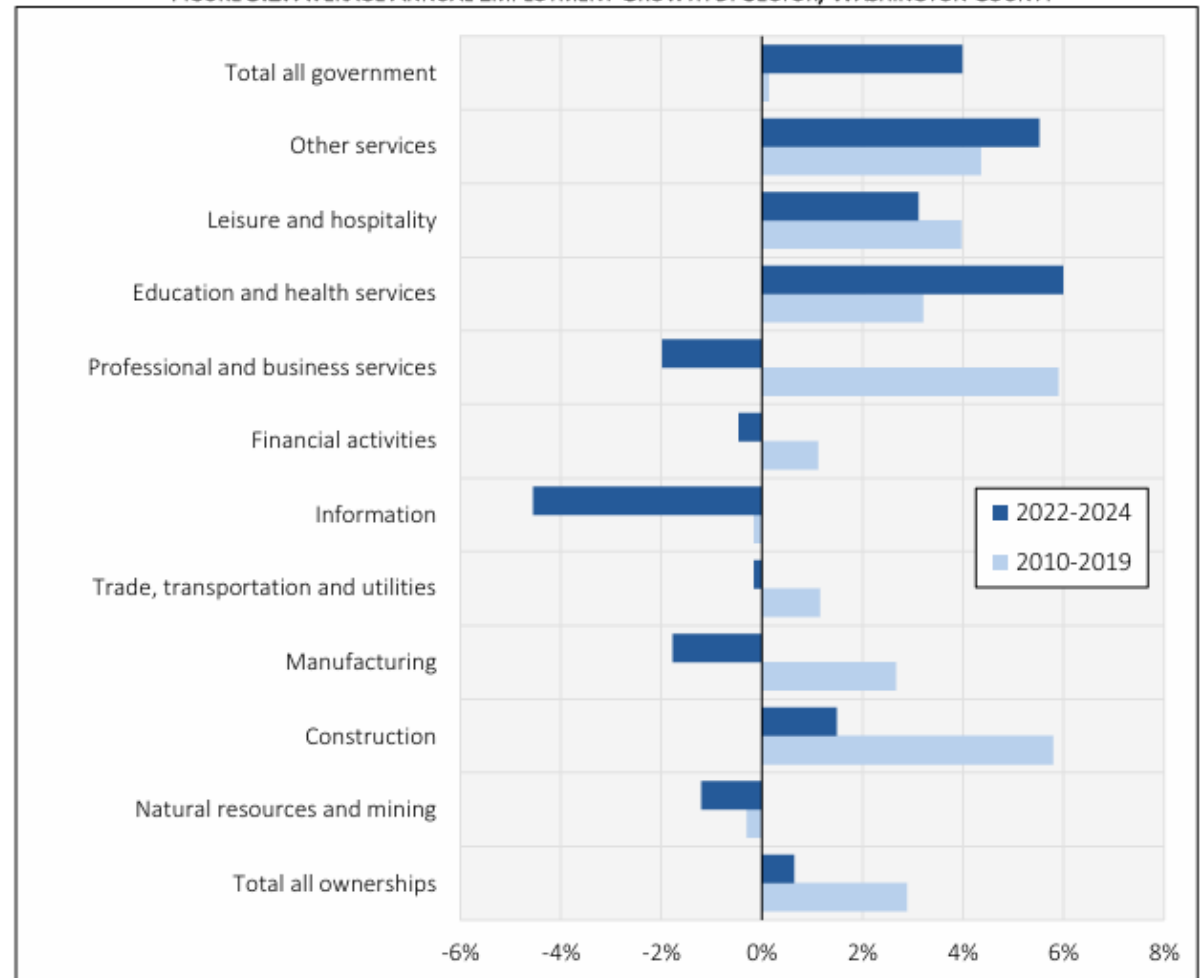
SOURCE: Oregon Employment Department, JOHNSON ECONOMICS

SOCIO-ECONOMICS AND GROWTH

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- Employment declines were in professional and business services, finance, information, and manufacturing
- Employment growth was in government, leisure, education, and health

FIGURE 5.2: AVERAGE ANNUAL EMPLOYMENT GROWTH BY SECTOR, WASHINGTON COUNTY



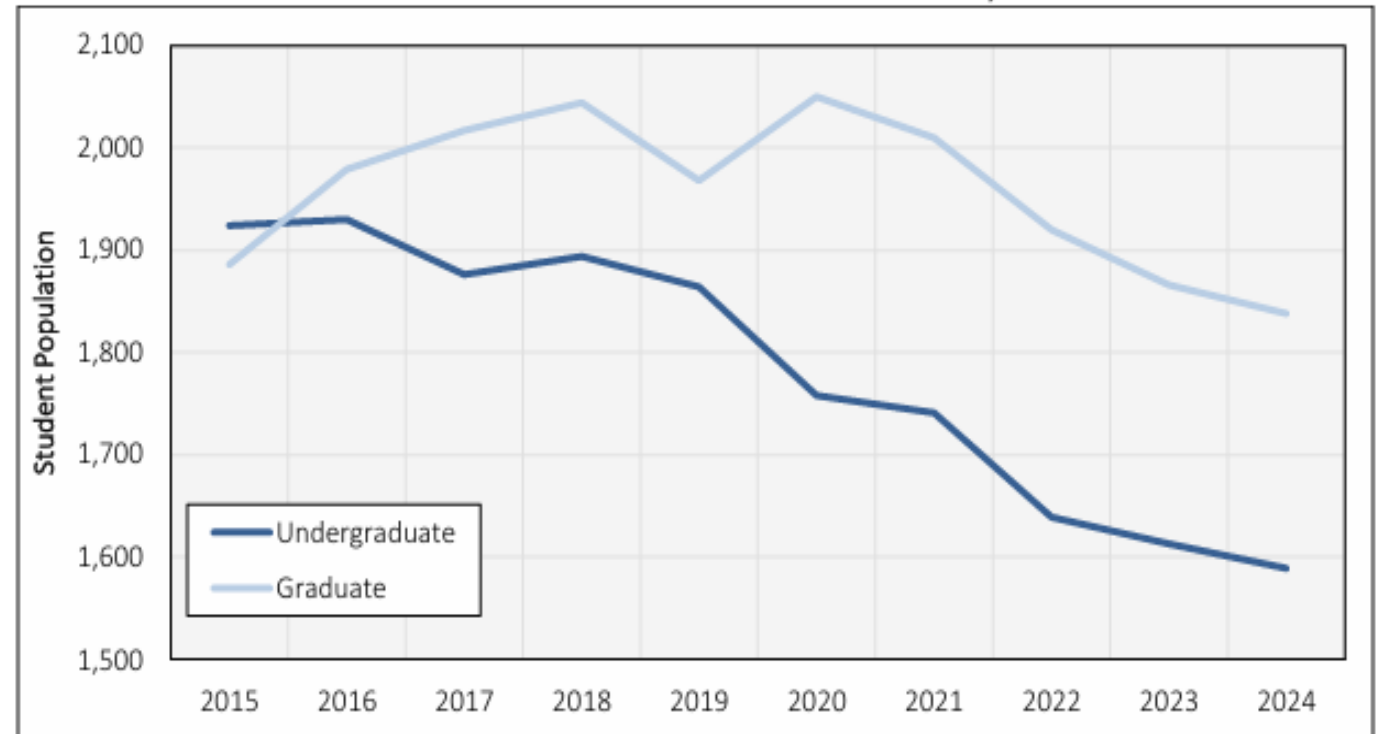
SOURCE: Oregon Employment Department, JOHNSON ECONOMICS

SOCIO-ECONOMICS AND GROWTH

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- Undergraduate enrollment has been declining since 2016 and graduate enrollment since 2020
- Undergraduate enrollment is strongly tied to demand for hotel rooms
- Prospective enrollment is up for 2026-27

FIGURE 5.5: PACIFIC UNIVERSITY ENROLLMENT GROWTH TRENDS, 2015-2024



SOURCE: College Simply, JOHNSON ECONOMICS

GROCERY MARKET TRENDS

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Grocers fall into six categories – with unique growth patterns and market trends

Type	Comments
Traditional (Albertsons, Safeway)	Have wide appeal, meet the needs of a broad population, and often represented in communities that can support only one grocery store. When located in communities that can support multiple grocery stores, traditional grocers target middle-income areas.
Full-Service Specialty (New Seasons, Market of Choice)	Generally, target high education attainment populations given that consumption of organic and local foods has a stronger correlation with education level than any other demographic category.
Limited-Service Specialty (Trader Joe's, Natural Grocers)	Grocers require that sites have a large household base for adequate demand. For these reasons, specialty stores are generally located in or near cities. When located outside of cities, stores are often located near highways.
Independent/Ethnic	Wide geographic distribution in the Portland Metro. Stores generally have a smaller footprint and are more likely to lease space. Many stores are near high concentrations of Latino or Asian residents.
Discount (WinCo, Grocery Outlet)	Oriented towards lower-income households and as a secondary option in larger markets. Unlikely to be the primary grocer in an area.
Superstore/ Warehouse (Costco, Walmart)	Rely on larger population bases than traditional grocers and typically located on a freeway or major road in larger communities.

MARKET TRENDS: PORTLAND METRO

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Specialty Stores dominate store openings in the last decade.

Type	New Stores 2016-2020	New Stores 2021-2025	Total Stores
Traditional (Albertsons, Safeway)	3	0	77
Full-Service Specialty (New Seasons, Market of Choice)	3	5	39
Limited-Service Specialty (Trader Joe’s, Natural Grocers)	4	5	22
Independent/Ethnic	0	2	40
Discount (WinCo, Grocery Outlet)	4	5	39
Superstore/ Warehouse (Costco, Walmart)	1	2	70
Total	15	18	287

MARKET TRENDS: FOREST GROVE/ CORNELIUS

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Current Market State:

- Three grocery stores across the two cities, serving a combined population of 42,000
- One grocery store in Forest Grove, indicates the community is underserved as city has fewer grocery stores relative to population than comparable communities
- However, a key distinction between Western Washington County cities and comparable cities is that other cities act as 'gravitational centers' and experience less 'leakage' to other communities. A trend that's exacerbated by Forest Grove's high commuter ratios
 - For example, McMinnville has a similar profile to Forest Grove/Cornelius and supports eight grocery stores. The number of grocery stores is attributable to large number of small towns that surround McMinnville and head into the larger city for groceries

MARKET TRENDS: FOREST GROVE/ CORNELIUS

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FIGURE 4.12: COMPARISON OF GROCERY SERVICE IN PERIPHERAL PORTLAND METRO COMMUNITIES

	Forest Grove	FG-C	McMinnville	Newberg	Canby	Oregon City	Sandy	Washougal	Battle Ground
Population	27,241	42,004	34,818	26,720	19,326	38,387	13,044	18,360	22,790
Households	8,814	13,657	12,795	9,747	7,012	13,944	4,499	6,200	7,444
Median Income	\$87,933	\$90,880	\$73,736	\$93,232	\$100,989	\$97,829	\$108,984	\$106,368	\$104,977
Minority %	41%	47%	29%	27%	25%	16%	16%	21%	17%
BS Degree+ %	32%	27%	26%	34%	31%	33%	30%	29%	27%
Grocery stores	Safeway	Safeway Fred Meyer Walmart	Safeway Albertsons Walmart Roth's WinCo Grocery Outlet Harvest Fresh El Torito	Safeway Fred Meyer Grocery Outlet Nap's Thriftway	Safeway Fred Meyer Grocery Outlet Cutsforth's	Safeway Albertsons Fred Meyer WinCo Grocery Outlet	Safeway Fred Meyer Grocery Outlet	Safeway	Safeway Albertsons Fred Meyer Walmart Independent
Pop. per Store	27,241	14,001	4,352	6,680	4,832	7,677	4,348	18,360	4,558
HHs. per Store	8,814	4,552	1,599	2,437	1,753	2,789	1,500	6,200	1,489

SOURCE: U.S. Census Bureau, Google Maps, OpenStreetMap, JOHNSON ECONOMICS

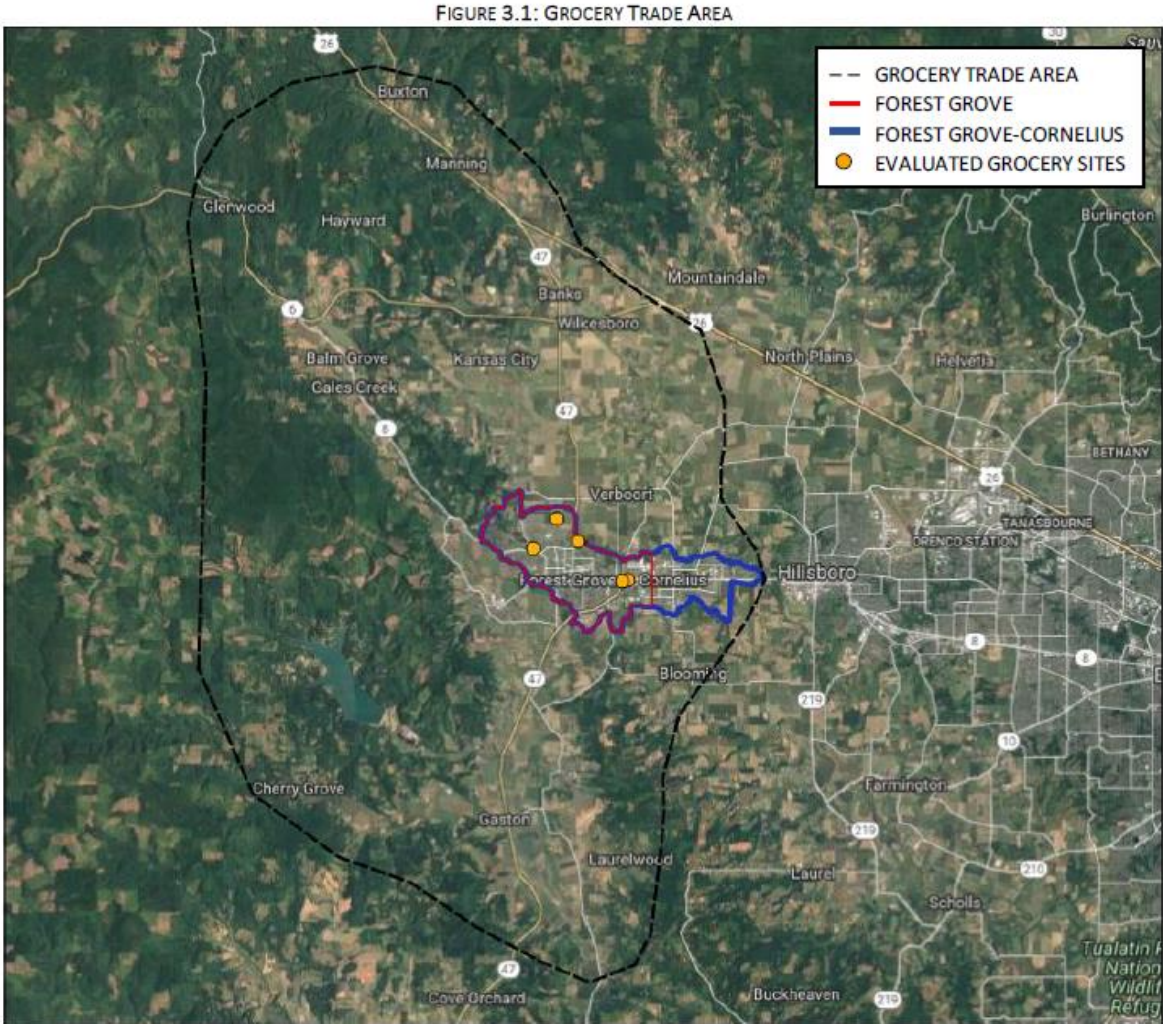
MARKET DEMAND: FOREST GROVE/ CORNELIUS

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When considering local market demand, the study considered Forest Grove, Forest Grove/Cornelius, and an area named ‘Grocery Trade Area.’

A ‘trade area’ refers to a region where a retailer would expect to derive 55-75% of its customer spending.

For this analysis, the area includes the rural and smaller communities around Forest Grove that would be served by a store in the City.



SOURCE: Google Maps, JOHNSON ECONOMICS

MARKET DEMAND: FOREST GROVE/ CORNELIUS

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‘Leakage’ is defined as retail spending occurring outside of the home City. This is measured by comparing total household spending to retail sales, within a market area.

Forest Grove experiences high ‘leakage’ into other communities that is attributable to:

- High proportion of commuters leaving the City for employment
- Specialty, discount, ethnic, and warehouse stores available in nearby communities

Note: A new store would be unlikely to capture enough of the market to merit a new store. To capture enough sales, it would require a differentiated format and need a suitably attractive location.

FIGURE 7.1: RETAIL GROCERY STORE/SUPERMARKET SPENDING LEAKAGE, FOREST GROVE, FG-C, AND GTA (2026)

	2026 Demand (Consumer Expenditures)	2026 Supply (Retail Sales)	Opportunity Gap/Surplus	
			Total	%
FOREST GROVE				
Grocery Stores/Supermarkets-44511	\$68,285,008	\$38,359,838	\$29,925,170	44%
FOREST GROVE/CORNELIUS				
Grocery Stores/Supermarkets-44511	\$101,108,953	\$81,099,016	\$20,009,937	20%
GROCERY TRADE AREA				
Grocery Stores/Supermarkets-44511	\$138,478,904	\$125,500,759	\$12,978,145	9%

SOURCE: Environics, JOHNSON ECONOMICS

MARKET DEMAND: FOREST GROVE/ CORNELIUS

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Evaluation of Grocery Store Potential in Market

Type	Strengths	Challenges
Traditional (Albertsons, Safeway)	Household incomes (west) Household growth (west) Opportunity for differentiated store	Safeway, Walmart, and Kroger all present Incomes inadequate for QFC
Full-Service Specialty (New Seasons, Market of Choice)	No existing stores in market	Inadequate educated population Inadequate high-income households
Limited-Service Specialty (Trader Joe’s, Natural Grocers)	No existing stores in market	Inadequate educated population Inadequate high-income households
Independent/Ethnic	Adequate, growing Latino base (east) No existing stores in Forest Grove	Likely to prefer existing buildings, not new-builds
Discount (WinCo, Grocery Outlet)	Adequate low/mid-income households	WinCo and Grocery Outlet present in West Hillsboro
Superstore/ Warehouse (Costco, Walmart)	Adequate middle-income households for Walmart/Fred Meyer	Walmart and Fred Meyer present Inadequate mid/high-income households for Target and Costco

SITE ANALYSIS OF URA PROPERTIES

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Consideration	Site B	Woodfold
Size and Configuration	Max size of 15,000 sq. ft. limits site to small format grocery stores, Trader Joe's or Natural Grocers.	Max size of 32,000 sq. ft. could not accommodate all types of grocers.
Loading	Would require mid-block loading access that would be difficult for semi-trucks. Deliveries would require smaller box trucks and could deter some retailers.	Some parking lot will be required for truck maneuvering.
Access and Traffic Exposure	Easy access off Pacific Ave for commuters. Daily traffic volume is on the low side for more retailers – meaning it may not pencil out for a new construction project. Access on both the east and west sides of the property is attractive.	One-way eastbound traffic reduces the marketability of the site, though its only one-block from westbound traffic. Daily traffic volume is on the low side for more retailers – meaning it may not pencil out for a new construction project.
Household Base	Within a 5-minute drive of 6,900 households. Nearly 4,000 households live west of Main Street and may prefer this location to Safeway. Higher west-end incomes could make a specialty store viable.	Within a 5-minute drive of 6,900 households. Nearly 4,000 households live west of Main Street and may prefer this location to Safeway. Higher west-end incomes could make a specialty store viable.

MARKET ANALYSIS SUMMARY

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- City of Forest Grove is underserved based on conventional metrics of stores/population and stores/household. Particularly in the ethnic grocery store category.
- When considering ‘leakage,’ Forest Grove’s population is largely served by specialty, discount, ethnic, and warehouse grocery stores in neighboring cities –exacerbated by high commuter percentage. Even accounting for growth, unlikely a new store would capture the demand required to sustain a store.
- Most store categories are located nearby and/or would not consider Forest Grove an attractive market.
- Neither URA site is a likely future grocery store location due to unattractive location (Woodfold), limited footprint (Site B), and high-cost new construction (both).
- The most likely locations for a new grocery store in Forest Grove would be a along Pacific Ave or a site near new residential developments in the northwest of the City.

MARKET ANALYSIS: BOUTIQUE HOTEL

MARKET ANALYSIS: BOUTIQUE HOTEL

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The City contracted with Johnson Economics in 2026 to evaluate the market potential for a boutique hotel at the former Theater Building in downtown Forest Grove.

The analysis looked at:

- The subject property
- Market area
- Tourism trends
- Lodging/Hospitality market trends
- Competitive survey (comparisons to 9 hotel properties)
- Projected financial performance

SUBJECT PROPERTY

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- Strongest attribute is location
- No other hotel in Forest Grove is in a better position benefit from commercial amenities and Pacific University
- Proximity to commercial would allow hotel to push rates higher and improve economic viability
- Expected to out compete other hotels for Pacific University visitors
- Could improve ability to lease existing ground floor retail space

FIGURE 3.1: SUBJECT SITE



SOURCE: Washington County Appraisal District, JOHNSON ECONOMICS

MARKET AREA

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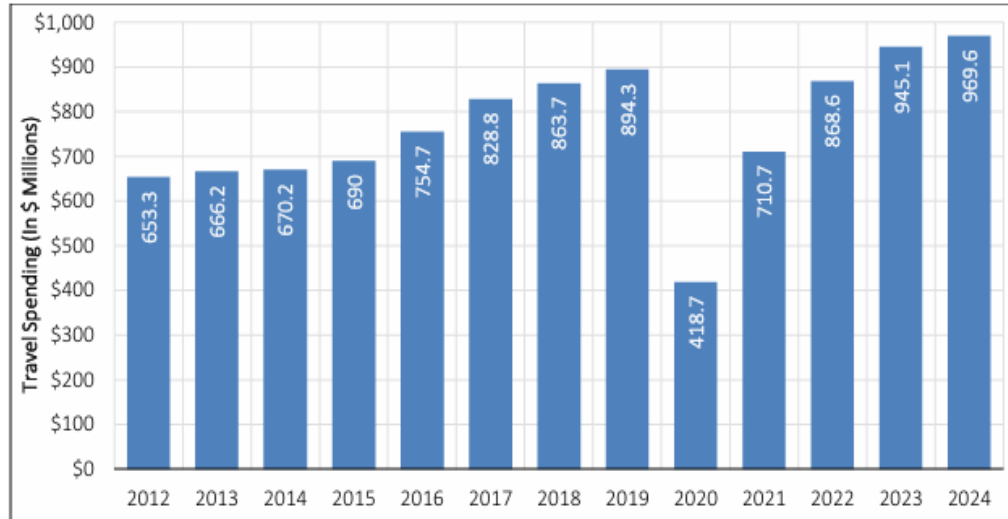
- Market area is the region from which the hotel would draw most of its market, in this case, Washington County
- Demand drivers are shorter duration business trips, sporting events, Pacific University, local wine industry, possible corporate and special events
- Newberg and McMinnville present significant competition for wine market



TOURISM TRENDS

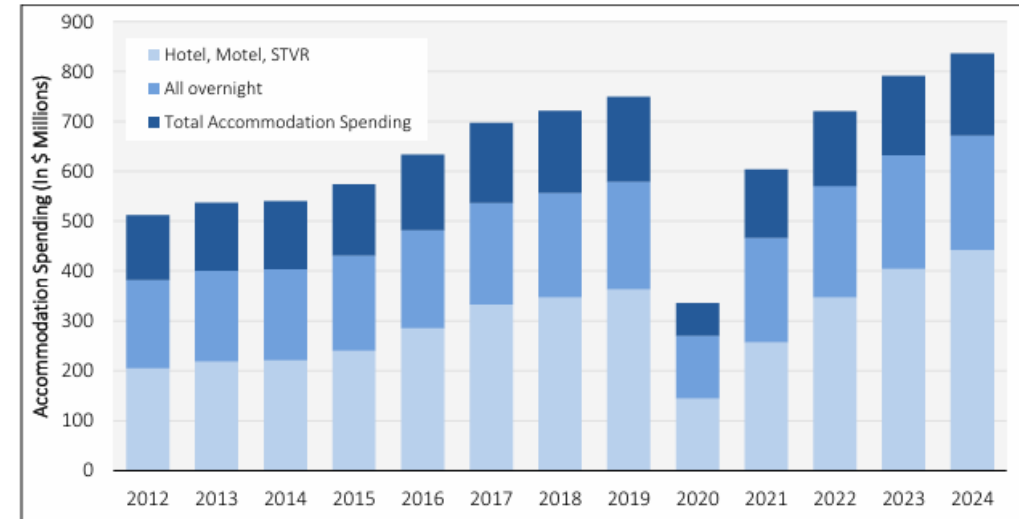
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FIGURE 5.6: TOTAL VISITOR SPENDING, WASHINGTON COUNTY



SOURCE: Oregon Department of Revenue

FIGURE 5.5: VISITOR EXPENDITURES FOR HOTEL/MOTEL/STVR, WASHINGTON COUNTY



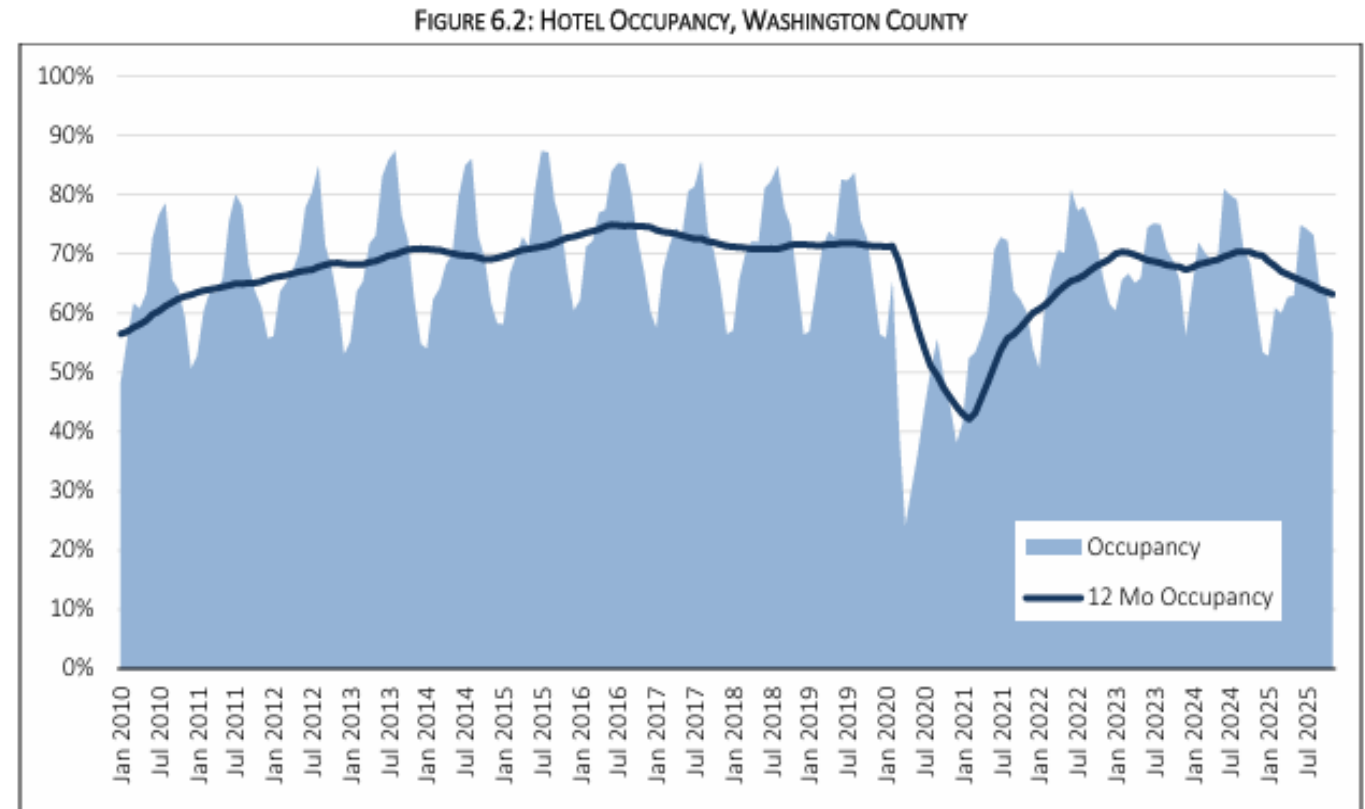
SOURCE: Dean Runyon & Associates and Travel Oregon

- Trend is upward - total visitor spending continues to increase
- Hotels/Motels/STR continue to increase, topping \$440 million in Washington County in 2024
- Target market is Oregon and West Coast with 42% of travel to the Portland Metro area from within Oregon and 88% from the West Coast

LODGING/HOSPITALITY TRENDS

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- Hotel overnight stays however have declined by about 100,000 since last year
- Peak season remains July-August, however, peak occupancy is well below previous highs reaching 75% last year
- 12-month occupancy is 63% or approximately 2011 levels. This is due to more rooms, short-term rentals, and decreased travel due to work from home



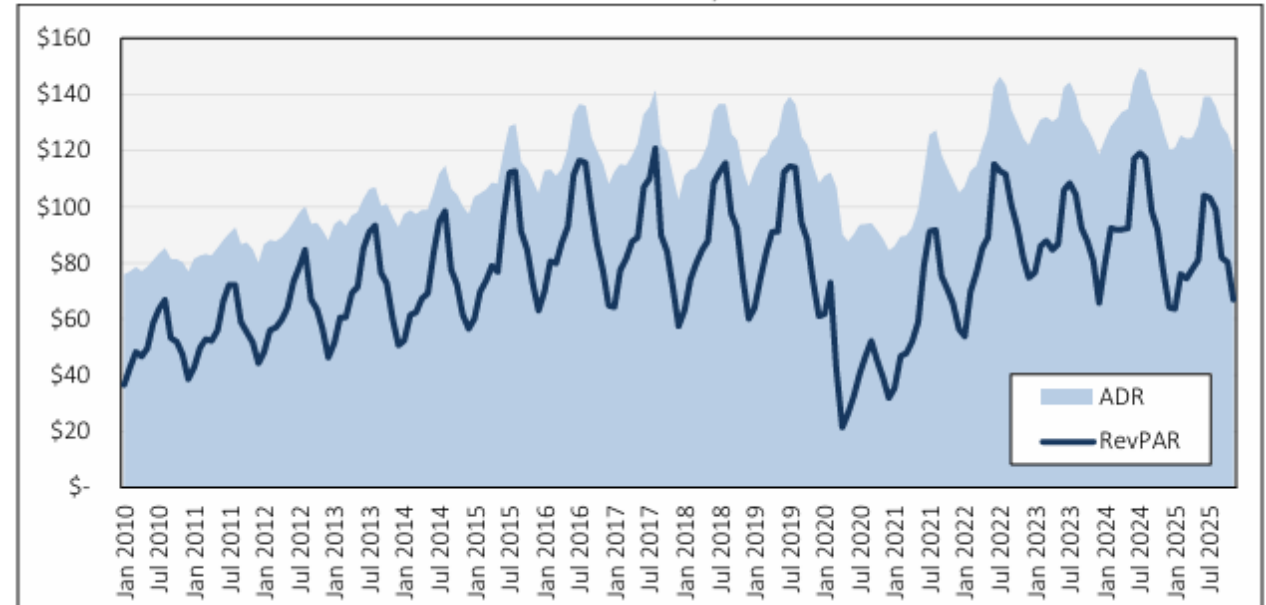
SOURCE: Costar, JOHNSON ECONOMICS

LODGING/HOSPITALITY TRENDS

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- Peak Average Daily Room (ADR) rates are at historic highs at \$140, however, Revenue per Available Room (RevPAR) is well below pre-pandemic levels at \$100.
- The gap is due to higher vacancy rates
- During down months however, hotels have performed much better post-pandemic, seeing higher ADR and RevPar

FIGURE 6.4: RATE & REVENUE TRENDS, WASHINGTON COUNTY

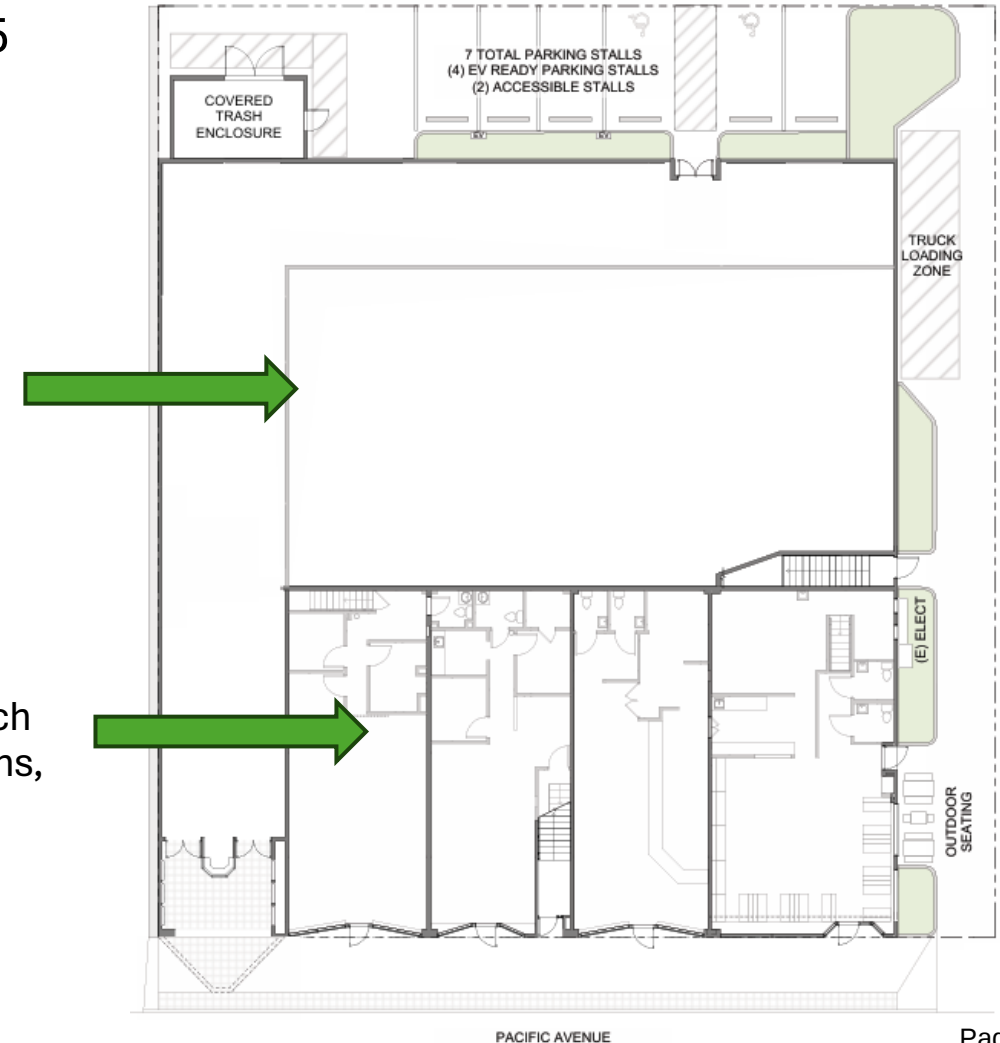


SOURCE: Costar, JOHNSON ECONOMICS

SITE OPTIONS

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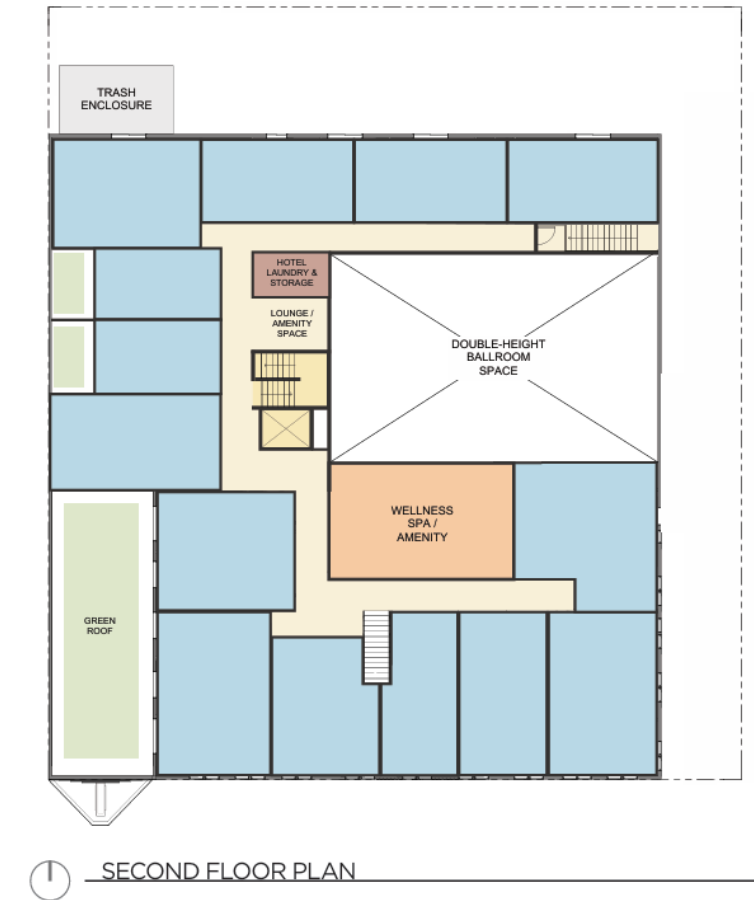
- Theater reposition done by Makenzie Architects in 2025
- Existing building is essentially two structures
 - The Theater portion is 9,400 SF
 - The Pacific Avenue portion is 13,000 SF
 - Each portion has a below grade, first floor, and second floor
- Existing Condition:
 - Building envelope fair condition | roof & HVAC poor condition
 - Does not have an elevator | would be required to serve 2nd floor
 - Other improvements include electrical, plumbing, and concrete
- Third Floor:
 - While possible, it would significantly increase costs as it would require the building to be upgraded to meet structural code which may include reinforcement/replacement of columns, foundations, footings, and internal lateral system



SITE OPTION 1

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- Retain theater
- Retain retail
- Add bar
- 14 rooms
- Likely least capital cost



SITE OPTION 2

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- Convert theater into hotel rooms
- Retain retail
- Add bar & restaurant
- 19 rooms
- Middle cost option



SITE OPTION 3

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- Convert theater into hotel rooms
- Retain retail
- Add bar & restaurant
- Add third floor
- 31 rooms
- Highest cost option



COMPETITIVE SURVEY

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- Nine sites total
- Most comparable:
 - Douglas on Third - McMinnville
 - The Orenco Station - Hillsboro
 - McMenamin's Grand Lodge – Forest Grove
 - Best Western University – Forest Grove

DOUGLAS AND THIRD

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- Rooms: 14
Year Built: 1912
Price Range: \$250-\$335 / night
Attributes:
- Boutique Hotel
 - Downtown
 - Shadowed by larger McMenamin's hotel, similar to Forest Grove
 - Caters to wine, weddings, events
 - No restaurant or bar due to proximity to multiple venues
 - Rooms range from standard to luxurious



ORENCO STATION

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- Rooms: 10
- Year Built: 2000
- Price Range: \$167-\$221 / night
- Attributes:
- Boutique Hotel
 - Walking distance to numerous commercial amenities
 - No restaurant or bar due to proximity to multiple venues
 - Rooms range from standard to luxurious



MCMENAMINS GRAND LODGE

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Rooms: 90

Year Built: 1924

Price Range: \$124-\$145 / night

Attributes:

- Most significant competition for boutique hotel in Forest Grove
- Multiple restaurants, bars, amenities
- Hosts events including music, weddings
- Not within walking distance to downtown
- Overflow may seek boutique hotel



BEST WESTERN UNIVERSITY

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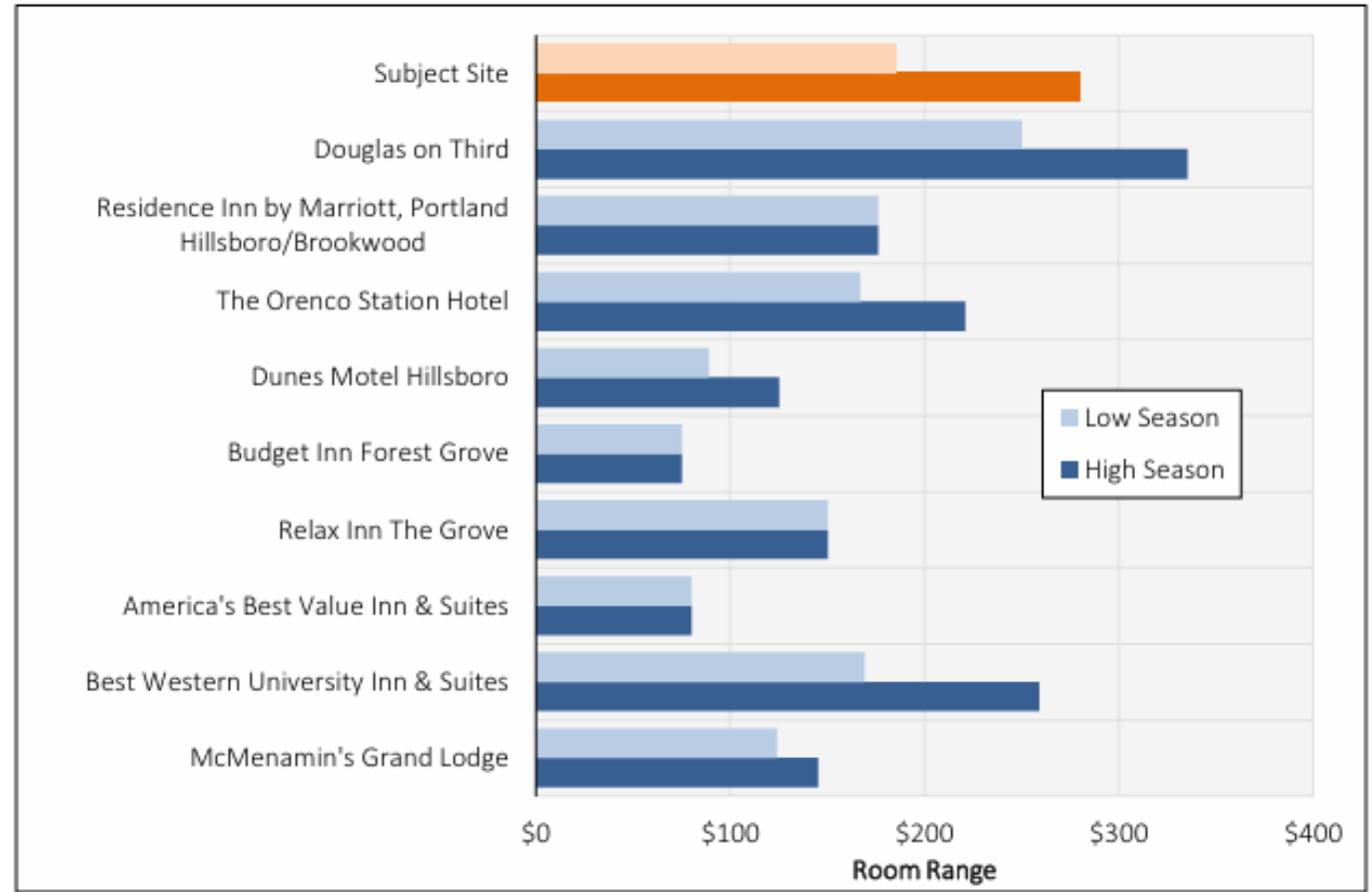
- Rooms: 54
- Year Built: 1999
- Price Range: \$169-\$259 / night
- Attributes:
- Highest price point in Forest Grove
 - Attracts repeat customers due to substantial awards program
 - No restaurant or bar
 - Not within walking distance to downtown



COMPETITIVE SURVEY

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- Boutique hotel in Forest Grove will be able to charge premium price
- Offers options not available to other hotels such as nearby retail and restaurant/bar
- Demand pattern mixes well with Pacific University creating demand in off-season months and tourism in on-season months



PROJECTED FINANCIAL PERFORMANCE

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- Assumed 31 guest rooms on 3 floors with full-service restaurant and bar and high-end finishes
- Financial performance depends on many variables including overall investment, interest rates, debt to equity ratio, cash flow, capitalization rate, and revenue estimates
- Analysis concluded the site would:
 - “Provide a sustainable competitive advantage within the local market”
 - “Perform better than the overall market average, both in terms of occupancy as well as achievable rates”
- While a project is viable, development remains challenging due to high cost of conversion and is “likely to require additional intervention by the city and the urban renewal district.”

SUMMARY

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Grocery Store:

- Not now, but not never. While the city is underserved, it is unlikely a new store would capture sufficient demand to sustain operations as most store categories are located nearby and would not consider Forest Grove an attractive market
- URA Site's B and Woodfold have limited footprints, one-way destination traffic, and high-cost new construction, making them less viable locations for a new grocery store

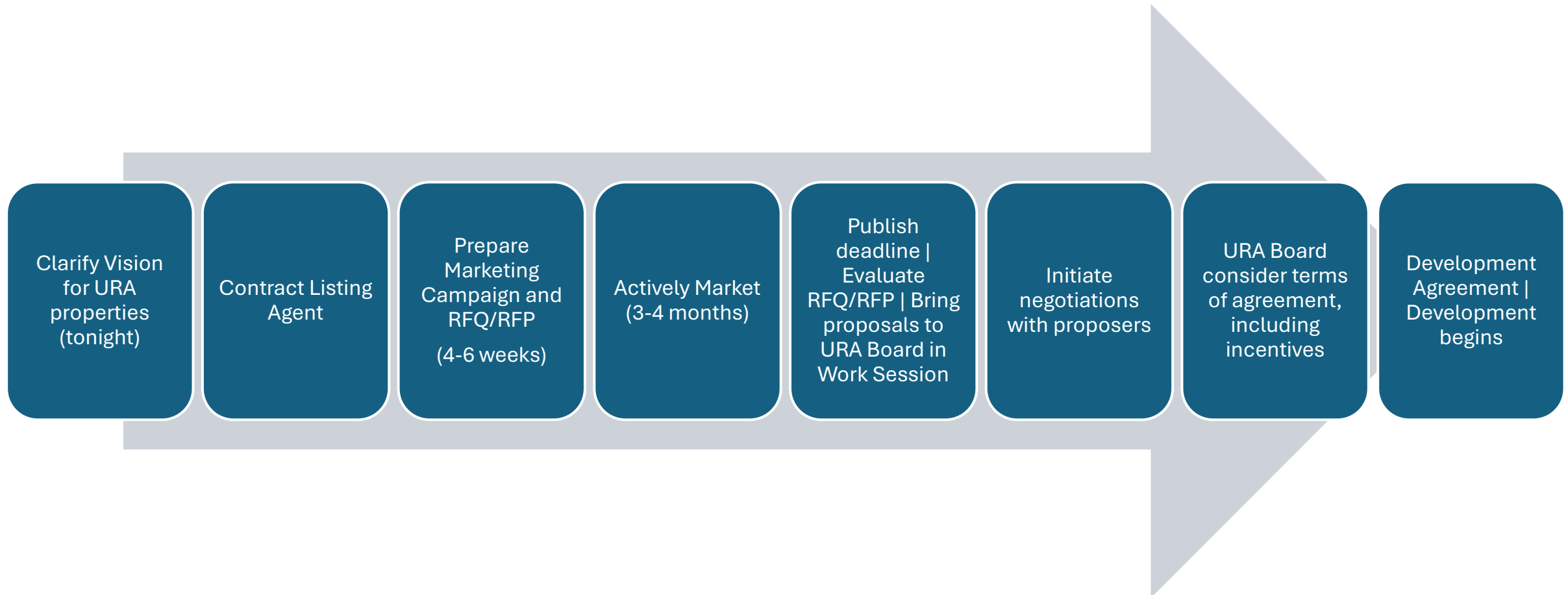
Boutique Hotel:

- Viable site but likely require assistance
- Amount and nature of assistance depends on development options

MARKETING AND DEVELOPMENT

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Potential development path



VISIONING: WHAT WE'VE HEARD

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Overall

- Desire to develop
- Willingness to consider development code amendments that may preclude or incentivize development, e.g., building heights, setbacks, parking, utilities
- Willingness to consider multiple development options for Site B and Woodfold, including not requiring mixed-use and allowing all residential

Site B:

- Interest in public plaza
- Grocery store requirement not feasible

Woodfold

- Willingness to consider in combination with Site B

Theater Building

- Target boutique hotel
- Open to different layouts and amenities including theater, number of rooms, restaurant, bar

CONSIDERATIONS/DISCUSSION

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Theater Building

Considerations:

- Whether to retain/require ground floor retail
- Whether to require boutique hotel
- Whether to leave amenities/concept design/# of rooms open to proposals
- Whether to require the “Forest” marquee sign to remain and be renovated

CONSIDERATIONS/DISCUSSION

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Site B / Woodfold

Considerations:

- Whether to prefer or require a public plaza concept
- Whether to limit public plaza concept to one property and if so, which one
- Whether to allow light industrial
- Whether to require retail and office or allow all residential
- If retail and office proposed, whether to require residential

NEXT STEPS

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- Staff will incorporate tonight's consensus into future marketing materials
- Staff will work with contractor to prepare and market properties
- Proposals expected to be due December 31
- URA Board work session tentatively scheduled for January 25 to coincide with BIG grant scoring



Thank you!

APPENDIX

BACKGROUND: URA PURPOSE

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The URA is governed by the URA Plan. The URA Plan's purpose is:

- ✓ **Eliminate “blight” and “blighting influences”**
- ✓ **Improve the utilization of land**
- ✓ **Encourage private investment and job creation**
- ✓ **Increase the taxable value of property within the urban renewal area benefitting all overlapping taxing districts**

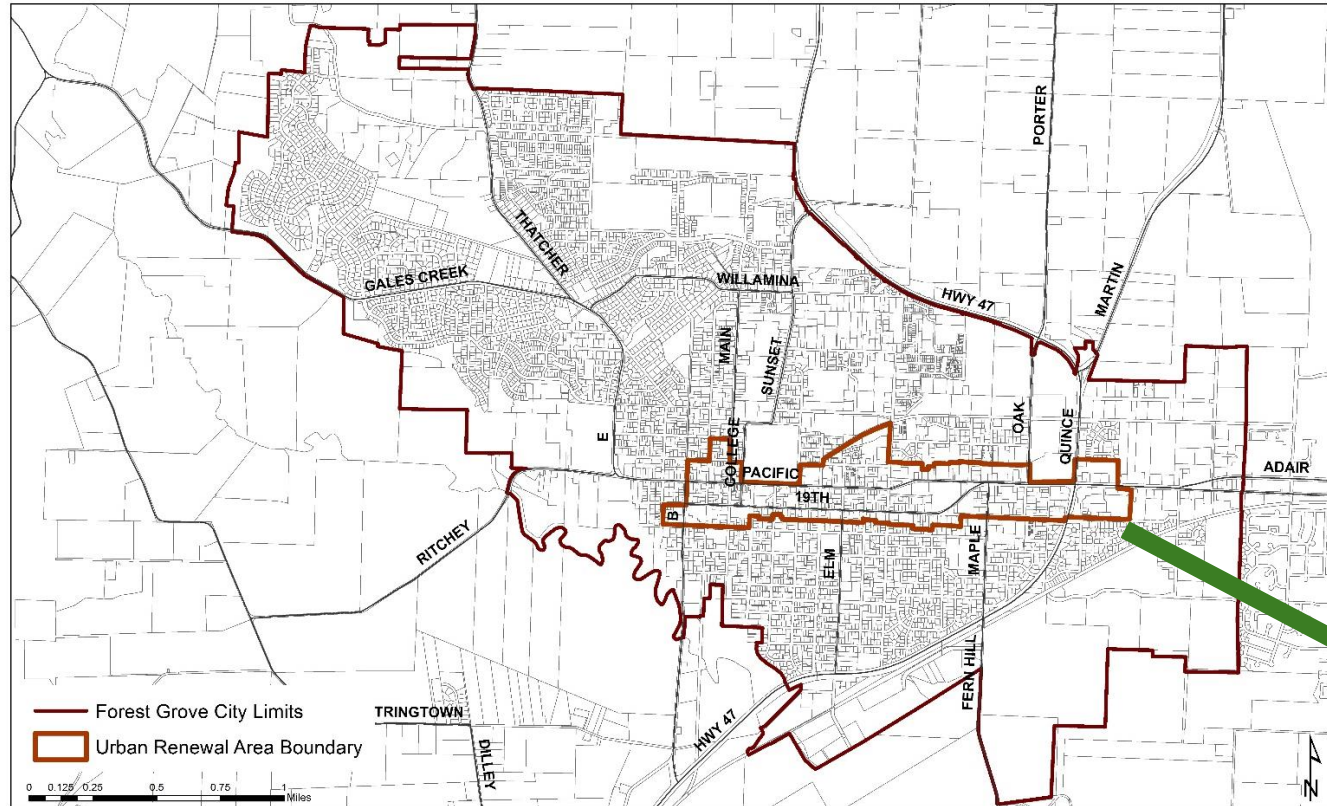
BACKGROUND: URA GOALS

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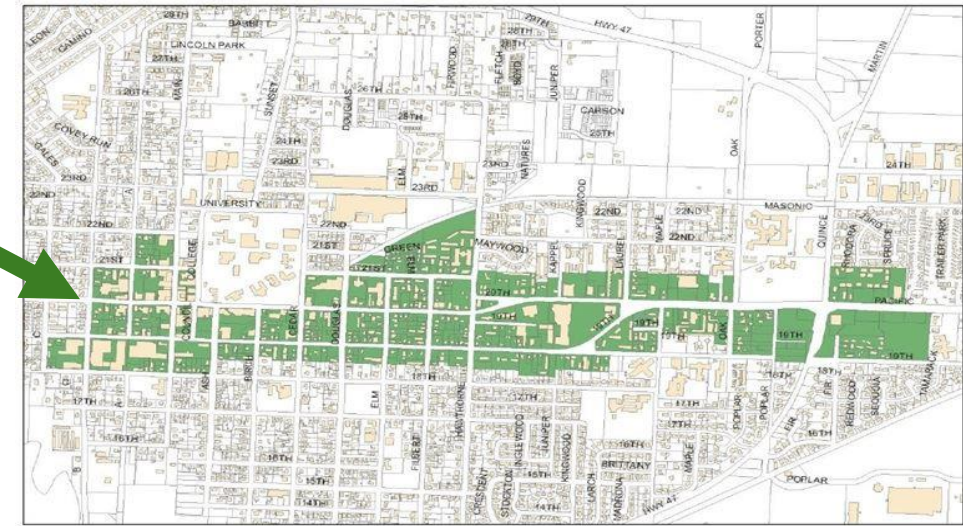
The URA Plan goals are:

- ✓ **Goal 1: Provide opportunities for public participation**
- ✓ **Goal 2: Adopt a prudent annual budget to minimize financial risk**
- ✓ **Goal 3: Improve the local investment climate by reducing financial barriers to development and redevelopment**
- ✓ **Goal 4: Promote a vibrant Forest Grove Town Center through strategic urban renewal investments**
- ✓ **Goal 5: Promote commercial and mixed-use redevelopment of sites along the Pacific Avenue corridor**

BACKGROUND: URA AREA



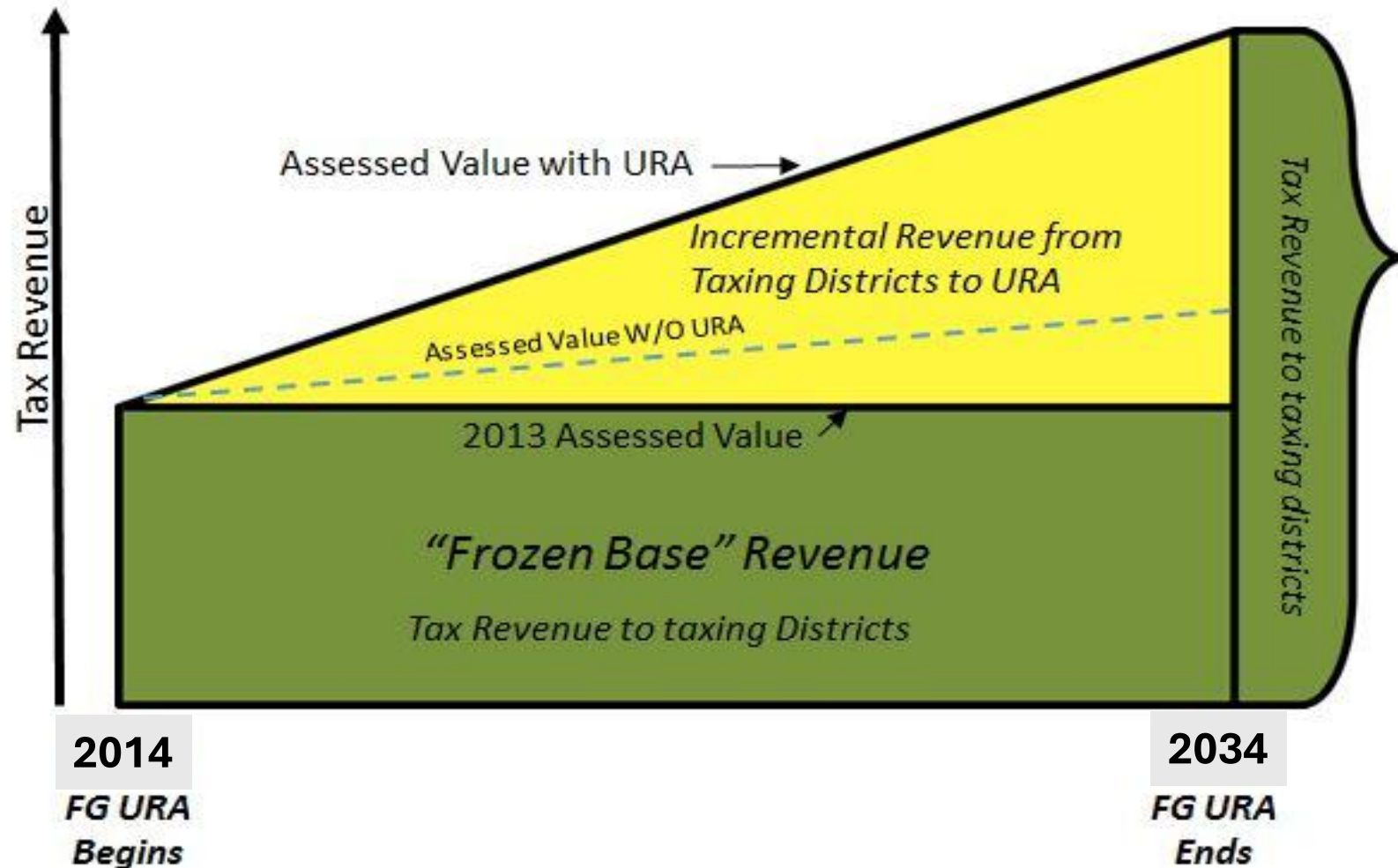
**Forest Grove's Urban
Renewal Area covers
about 6% of the City.**



Forest Grove Urban Renewal Area

BACKGROUND: TAX INCREMENT

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How tax increment financing or "TIF" works

BACKGROUND: MILESTONES

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2014	2015	2016	2017	2018	2019	2020
• Established by Ordinance 2014-07	• Purchased Times-Litho Building • Exclusive Negotiating Agreement to develop Jesse Quinn	• Disposition and Development Agreement to develop Jesse Quinn • Construction begins	• Construction of Jesse Quinn completed • Project cost was \$15.5 million with \$2 million in URA assistance	• Introduce Storefront Improvement Grant Program • Fund installation art program	• Introduce Design Grant Program • Partially fund 21st Avenue Campus Corridor study	• Site B RFP for Grocery Store and housing with 30% of units affordable • Covid • Introduce Small Business Assistance Grant Program



BACKGROUND: MILESTONES

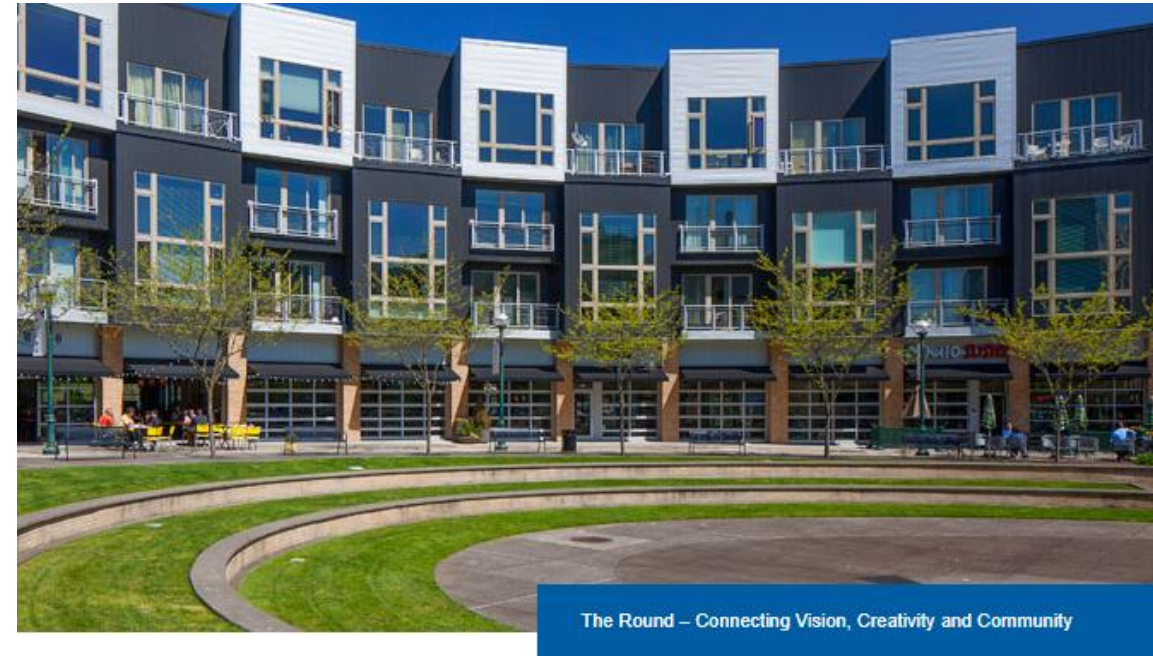
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2021	2022	2023	2024	2025	2026
• One proposal for Site B • Enter an Exclusive Negotiating Agreement for Grocery Store and Affordable Housing	• URA notified project is not financially feasible • Grocery store market analysis to determine next steps	• Rescope and issue another RFP for a grocery store on Site B • Draft Building Improvement Grant (BIG) Program	• Receive one proposal and enter into an Exclusive Negotiating Agreement for a grocery store • Introduce BIG and Design Grant Programs • Review URA Plan Opportunity sites for potential purchase(s)	• Notified grocery store not financially feasible • Target two Opportunity sites for purchase • Issue debt to purchase properties • Award BIG grants • Modify BIG grant program • Partially fund “Glow Up”	• Purchase Theater Building and Woodfold property • Modify BIG grant program

CASE STUDY: BEAVERTON

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- URA Plan adopted 2010
- Expires 30 years or \$150 million in TIF funds
- Annual TIF funds of \$7.4 million
- URA Plan has 5 allocation categories:
 - Incentive Programs: 7%
 - Joint Investment Program: 33%
 - Community Identity Building: 4%
 - Transportation and Infrastructure: 48%
 - Debt Service and Oversight: 8%
- Has very popular Building Improvement Program which has awarded 17 grants



“The Round” mixed use development: public plaza, restaurants, condos, transit-oriented development (next to MAX), workspaces, and parking garage with ground level retail

CASE STUDY: BEND

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- Three URA Plans for three investment areas, adopted in 2005, 2008, and 2020
- Two plans expire after 30 years, one after 25
- Total maximum indebtedness is: \$288.85M
- Each URA area has different priorities and incentives to meet City goals:
 - Juniper Ridge est. 2005, \$41.25M, 500 acres
 - Designated for industrial and employment development
 - Primary URA activity is development assistance up to 10% of total development/project cost
 - Murphy Crossing est. 2008, \$52.6M, 230 acres
 - Area largely viewed as ‘undevelopable’ due to poor access for transportation and utilities
 - Primary URA activity is direct investment in transportation and utility infrastructure to spur development
 - Core Area est. 2020, \$195M, 637 acres
 - Largest and most economically diverse of three areas – downtown core
 - Mixture of project grants, direct infrastructure investment, and redevelopment & development assistance

PROPERTY OVERVIEW : URA PLAN PROJECTS⁶₃

Potential projects on URA property in the URA Plan include:

- Town Center Public Plaza
- Transit-Oriented Development
- Mixed-Use Development incorporating housing, retail or office uses
- Stand Alone Residential Development
- Stand Alone Commercial Development
- Building Rehabilitation
- Site Clearance and Preparation
- Environmental Remediation

PROPERTY OVERVIEW: TYPES OF ASSISTANCE

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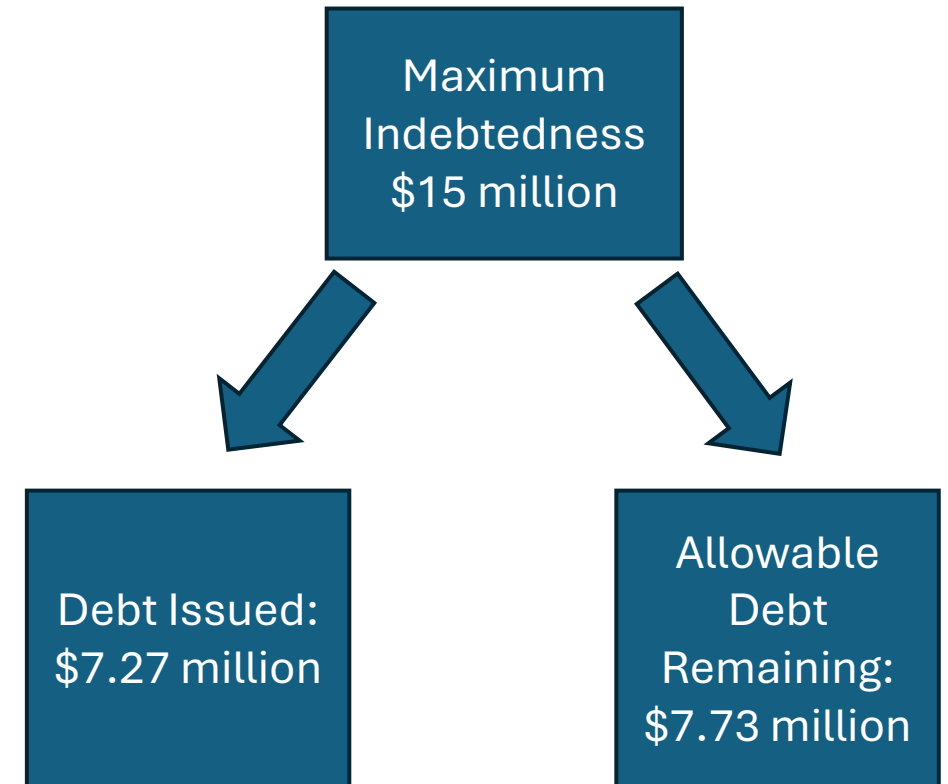
The following are types of URA development assistance :

- Hard costs include site preparation, construction expenses, and on/off site infrastructure improvements
- Soft costs include market studies, engineering reports, traffic impact studies, environmental analysis, and SDC waivers or write-downs
- Low interest loans or grants, including matching grants

FINANCIAL METRICS: DEBT

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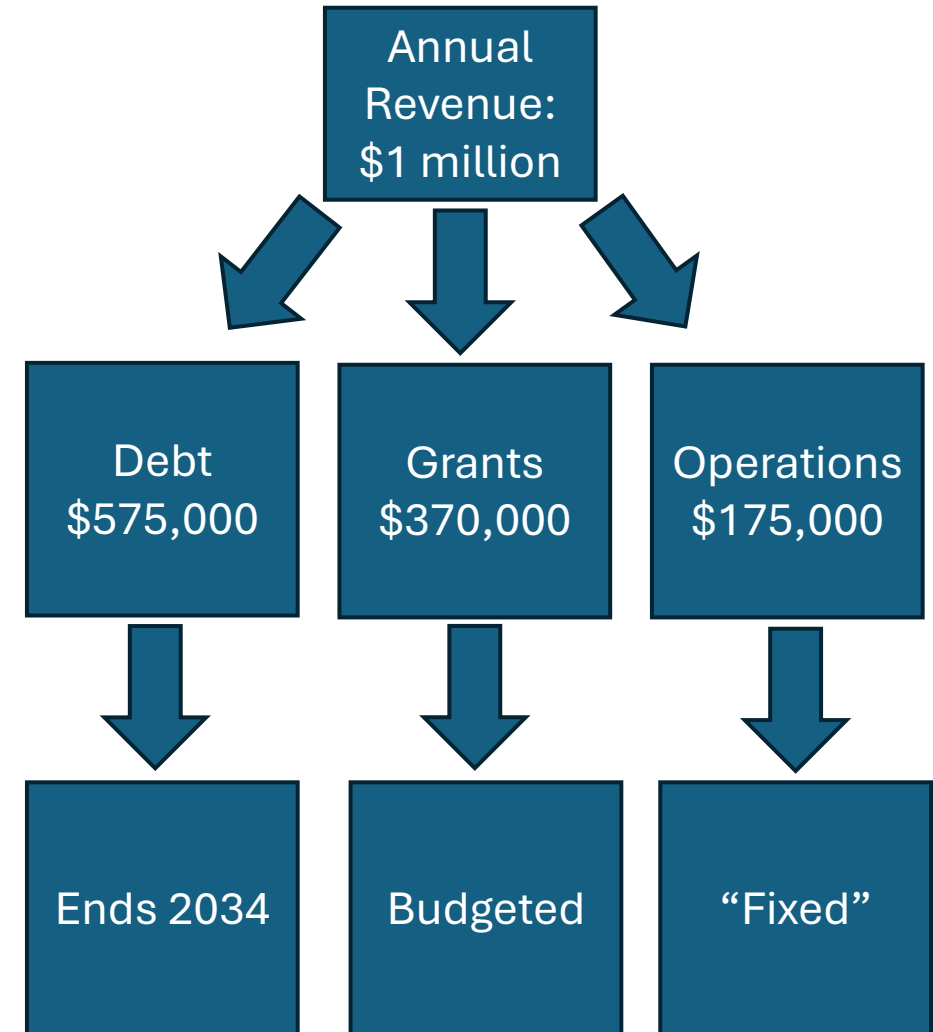
- The URA Plan authorizes:
 - \$15 million in maximum indebtedness
 - Up to 3 debt issuances
- The URA has:
 - Issued debt 2 times
 - Current debt is \$577,500 per year until 12/31/34
- The URA could issue more debt, however, it would extend the repayment period past 2034



FINANCIAL METRICS: CASH FLOW

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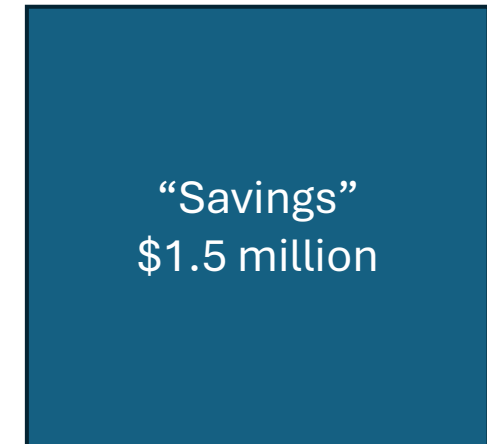
- Annual Revenue is projected to reach \$1 million in FY 26-27
- Divided into 3 buckets:
 - Debt: remains the same until 2034
 - Grants: BIG, Storefront, Design
 - Operations: staff, professional services
- Annual revenues expected to match annual expenses in FY 27-28
- Annual revenues expected to exceed current expenses in FY 28-29



FINANCIAL METRICS: CAPITAL

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- Currently there is approximately \$1.5 million in unappropriated fund balance or “savings”
- Assuming other expenses remain the same, these funds can be used to incentivize projects
- Based on current projections and assuming the funds are not allocated elsewhere, the “savings” will increase starting in FY 28-29



HYPOTHETICAL SCENARIO #1

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Boutique Hotel study says it will require \$2 million in incentives to attract development of a hotel

Considerations that would be brought to the Board:

- Whether to incentivize and if so, at what amount
- Impact of doing so on incentivizing development of other URA properties
- Whether to adjust URA annual programs to further incentivize development

HYPOTHETICAL SCENARIO #2

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9

Grocery Store study says insufficient URA incentive capacity to attract a downtown grocery store

Considerations that would be brought to the Board:

- Whether to continue requiring a grocery store in future proposals
- If not, what type of development is desired for Site B and Woodfold
- Are there other public amenities, i.e., plaza, as a condition of development
- If so, which site is best suited and is there sufficient incentives to require it

POTENTIAL PROCESSES FOR MARKETING AND DEVELOPING PROPERTIES

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Several avenues exist to market and develop the URA's properties, including development requirements, incentives, and whether to package sites together or separately. Over the summer, staff will work to define the pathways available and bring forward recommendations to the Board.

Some of the options staff is researching include:

- NOSA – Notice of Site Availability
- RFQ – Request for Qualifications
- RFP – Request for Proposals
- Marketing Assistance
 - Detailed Offering Memorandum
 - Active marketing through real estate portals and industry contacts
 - Site tours
- Combination of the above

CONCEPTS AND QUESTIONS

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To prepare for the next work session and staff work on developing marketing pathways:

- Does the Board have other concepts that you'd like staff to consider, beyond what you've shared previously?
 - Public plaza, grocery store, boutique hotel
- Any questions?
- Any other information or data you would like to have for the next work session?

PATH FORWARD

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Work Session #1

URA Background

FG URA Milestones

Case Studies

Property Overview

Financial Metrics

Work Session #2

Feasibility Studies

Visioning

STAFF REPORT TO URBAN RENEWAL AGENCY BOARD

TO: Urban Renewal Agency Board

FROM: Kim Ezell, Assistant City Manager

CC: Jesse VanderZanden, City Manager
Miles Glowacki, Economic Development Coordinator

MEETING DATE: August 24, 2026

SUBJECT TITLE: URA Resolution amending the Building Improvement Grant Program

ACTION REQUESTED: ☐ Ordinance ☐ Order ☒ Resolution ☐ Motion ☐ Informational

2040 VISION PLAN

2040 Goal Areas: Economy / Community Growth/ Community Connection

2040 Actions:

- 1.2 Increase volume and diversity of commercial business development
- 1.6 Strengthen partnerships with local small businesses
- 1.9 Partner with property owners to attract businesses
- 1.10 Incentive programs to support/retain small/local businesses
- 2.3 Educate landowners and/or developers on new housing options
- 2.5 Activate policies around utilizing downtown “upstairs” apartments
- 4.2 Explore opportunities to create a central community gathering space that is safe and welcoming for all ages

BACKGROUND

The Forest Grove Urban Renewal Plan calls for a Building Improvement Grant Program to improve aging, dilapidated, or unsound structures; increase the taxable assessed value in the Urban Renewal Agency Area; stimulate private investment; encourage preservation, conservation, and adaptive reuse of historic structures; retain and expand businesses; encourage the construction of housing and mixed-use development; and encourage private development of public amenities that support residential uses.

The URA Board established the Program with Resolution 2024-01. After the first year of the Program, as part of a periodic review process, the Board amended the Program via Resolution 2025-03 which established a 5-year Program funding cap, updated the eligibility requirements, and modified the scoring rubric. Following the second cycle of the Program, the Board further amended the program via Resolution 2026-01 to further refine the scoring rubric and update eligibility requirements.

Since the passage of Resolution 2026-01, staff have received feedback from applicants that project costs have increased since they received their award and have requested program flexibility for increased funding to complete the awarded projects. Reviewing the program guidelines, staff believe the program merits some flexibility after award, while carefully adhering to the overall limits of the original program.

Staff propose the Board delegate to staff the authority to administratively award up to 25% more funding to eligible projects, subject to fund availability and the program limits of 1:1 matching funds requirement, \$100,000 limit per project, and no more than \$105,000 per business or property within a five-year period.

For example, if a project was awarded \$50,000 for a \$100,000 estimated total project cost, but the final project costs are \$140,000, the applicant could request \$12,500 in additional award, equal to 25% of original award amount, for a total grant amount of \$62,500. The additional award would be subject to fund availability.

Another example is a project that was awarded \$100,000 for a \$200,000 estimated total project cost, but the final costs are \$250,000. In this case, the applicant could not request an additional award as they are already at the cap of \$100,000.

This additional funding is strictly limited to project cost increases and cannot be awarded for additional items outside of the original scope.

Under this proposal, staff would have the authority to award up to \$20,000 in additional funding to previously approved projects and up to \$87,500 total across all projects awarded within a fiscal year. The 25% amendment authority is being presented by staff because it matches the contractual amendment authority under Forest Grove's procurement rules.

Alternatively, the Board could delegate to staff the authority to administratively award up to 10% more funding to eligible projects. This alternative proposal would authorize staff to award up to \$9,000 in additional funding to any given project and up to \$35,000 across all projects awarded within a fiscal year.

FISCAL IMPACT

The Building Improvement Grant Program is funded at \$350,000 in FY26/27. URA Resolution 2026-02 does not affect the program's budget.

RECOMMENDATION

Staff recommends that the URA Board approve URA Resolution 2026-02.

ATTACHMENTS

- URA Resolution 2026-02
- Exhibit A: Final version
- Exhibit B: Redline version

URA RESOLUTION NO. 2026-02

**RESOLUTION OF THE CITY OF FOREST GROVE URBAN RENEWAL AGENCY
AMENDING THE BUILDING IMPROVEMENT GRANT PROGRAM
AND REPEALING RESOLUTION 2026-01**

WHEREAS, the Urban Renewal Agency Board of Directors (“Agency”) adopted the Forest Grove Urban Renewal Plan (“Plan” on June 9, 2014; and

WHEREAS, the primary purpose of the Plan is to improve aging, dilapidated, or unsound structures; improve land utilization; encourage private investment and job creation; and increase the value of real estate within the urban renewal area; and

WHEREAS, the Plan calls for the establishment of an interior building improvement program; and

WHEREAS, a well-planned and executed building improvement program can have a transformative impact on a city, leading to economic growth, increased property values, job creation, and enhanced livability for residents and businesses alike; and

WHEREAS, the Agency established the Building Improvement Program with URA Resolution 2024-01; and

WHEREAS, after the first year of applications, the Agency amended the Building Improvement Program with URA Resolution 2025-03; and

WHEREAS, after the second year of applications, the Agency amended the Building Improvement Program with URA Resolution 2026-01; and

WHEREAS, the Agency recognizes that flexibility in Program functions would be a public benefit and recommends the amendments incorporated into Exhibit A.

NOW, THEREFORE, BE IT RESOLVED BY THE CITY OF FOREST GROVE URBAN RENEWAL AGENCY BOARD OF DIRECTORS AS FOLLOWS:

Section 1. The Board hereby adopts the amended Building Improvement Grant Program as outlined in Exhibit A.

Section 2. Resolution 2026-01 is hereby repealed upon the effective date of this resolution.

Section 3. This resolution is effective immediately upon its enactment by the Urban Renewal Agency Board of Directors.

PRESENTED AND PASSED this 24th day of August 2026.

Michael "Jesse" VanderZanden
Urban Renewal Agency Executive Director

APPROVED by the Urban Renewal Agency of the City of Forest Grove at a regular meeting on this 24th day of August 2026 and filed with the Forest Grove City Recorder this date.

Malynda H. Wenzl
Urban Renewal Agency Board Chair

CITY OF FOREST GROVE – URBAN RENEWAL AGENCY
BUILDING IMPROVEMENT GRANT PROGRAM

Section 1: Purpose

- 1.1 The purpose of the Building Improvement Grant Program (Program) is to provide financial assistance to projects within the urban renewal area that:
- increase the assessed value
 - stimulate private investment
 - create jobs
 - improve property values
 - increase the desirability for leasing
 - increase the functionality of the space
 - promote sustainable building practices
 - encourages the preservation of historic resources
 - provide needed housing and mixed-use development
 - encourage uses and amenities that promote increased residential uses
 - encourage the construction of public gathering spaces

Section 2: Programs

- 2.1 Building Improvement Design Grant: A grant of up to \$5,000 for architectural, design, and engineering services.
- 2.2 Building Improvement Grant: A matching grant (1:1) up to \$100,000 for project costs that meet the above purpose. This includes interior and exterior improvements, excluding storefront facades which are covered under the Storefront Façade Grant Program.
- 2.3 There is a cap of \$105,000 in funding from the Building Improvement Grant Program per business or property in a five-year period.

Section 3: Eligibility Requirements –

Applicants must meet all of the following requirements to be eligible for consideration by the Economic Development Commission and Urban Renewal Agency Board of Directors:

- 3.1 The project must be a building improvement
- 3.2 Property must be located within the Urban Renewal Area.
- 3.3 The project will likely increase the taxable assessed value.

- 3.4 Property must be used in whole or in part for commercial purposes.
- 3.5 Funding cannot be used for portable assets.
- 3.6 Applicant must be a building owner or tenant and must provide a signed and notarized authorization letter from the building owner.
- 3.7 Business must be locally owned or a locally owned franchise. National franchises not locally owned are ineligible.
- 3.8 Business must be for profit or a non-profit that does not receive a city property tax exemption.
- 3.9 Minimum project threshold is \$20,000
- 3.10 The total project cost must not exceed the maximum amount of funding a single property can receive in a five-year cycle of \$105,000.
- 3.11 Applicant must attest they will not use grant funds for their own labor.
- 3.12 Applicant must attest they will not use grant funds for any governmental permit, system development charge (SDCs), and/or application fee.
- 3.13 Project must comply with all local, state, and federal rules and regulations.
- 3.14 Applicant must provide a signed and notarized Hold Harmless Letter.
- 3.15 Applicant must answer all questions on the application to be eligible for consideration.
- 3.16 Application must demonstrate financial feasibility through a letter of credit, other written confirmation that a matching investment has been secured, or a funding plan for how the applicant intends to secure a matching investment.

Section 4: Application and Approval Process

- 4.1 Building Improvement Design Grant: applications are reviewed and approved by staff if the application demonstrates the project is consistent with the purpose of the program and the applicant is prepared to implement building improvements that meet or exceed \$20,000.
- 4.2 Building Improvement Grant Program: applications are screened by staff for completeness and program eligibility consistent with the purpose, requirements, and restrictions of the program. If the project application is eligible and complete, a conference is scheduled with the applicant to review

the project and clarify any questions. The application is then forwarded to the Economic Development Commission (EDC) to make recommendations to the Urban Renewal Agency Board (Board) who will make the final decision on each application. All grantees will be required to enter into a Grant Acceptance Agreement outlining the roles and responsibilities of each party.

4.2.1 Project must score an average of 60 points minimum to be considered for funding.

4.3 Award of grant monies is contingent upon funding availability

4.4 In the case that actual project costs are greater than estimated in the original grant application, applicants may be awarded up to 25% of original award in additional funding, subject to the limitations in 2.2 and 2.3 of a 1:1 matching requirement, no more than \$100,000 total grant award per project, and no more than \$105,000 per business or property in a five-year period. Determination of award will be made by staff based on funding availability.

4.4.1 The project scope must remain the same to be eligible for additional funds. Additional funding will only be awarded if project costs increased, not if the scope of the previously approved project expanded.

4.4.2 **Example:** Application is submitted and awarded for \$100,000 total project cost: \$50,000 grant and \$50,000 applicant match. Final project costs after construction are \$140,000. Applicant may request an additional \$12,500, 25% of original \$50,000 award for a total award amount of \$62,500.

4.4.3 **Example:** Application is submitted and awarded for \$200,000 total project cost: \$100,000 grant and \$100,000 applicant match. Final project costs after construction are \$250,000. Applicant may not request an additional award as they are already at the \$100,000 cap.

Section 5: Distribution of Funds

5.1 Both the Design Grant and Building Improvement Grant are reimbursable upon submittance of qualifying and certified receipts.

5.2 Design Grant reimbursements are one-time and upon submittance of final design.

5.3 Building Improvement Grant reimbursements: Payments will be made semi-annually upon certification of qualifying receipts or upon completion of the project.

Section 6: Scoring Rubric

OBJECTIVE	Points
Encourage construction of housing and mixed-use development Score will be based on: - # of housing units - If project includes a conversion of “upstairs” or other vacant space to housing	25
Retain and expand businesses Score will be based on: - # of permanent jobs created - If the project includes an addition of commercial space - If the project increases business capacity, e.g. converts from low to higher employment/production space - If the project were to retain a business that would otherwise consider leaving Forest Grove	20
Increase the Taxable Assessed Value (TAV) Score will be based on: - If the improvements are likely to increase the TAV - The percentage of the improvement that are likely to increase the TAV	15
Stimulate private investment Score will be based on: - City to other investment ratio (match percentage) - Total dollar value of investment	15
Improve aging, dilapidated, or unsound structures Score will be based on if the project: - Improves safety - Addresses deterioration - Corrects inadequate facilities - Improves building utilization	15
Encourage private development of public amenities that support residential uses Yes/No scoring criteria determined by if the project includes a public walking path, green space, public gathering area, or other public amenity	5
Encourage preservation, conservation, and adaptive reuse of historic structures Yes/No scoring criteria determined by if the project improves a building registered or recognized as a historic resource	5

CITY OF FOREST GROVE – URBAN RENEWAL AGENCY
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