

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF AMENDING THE )  
EMPLOYMENT AND INDUSTRIAL AREAS )  
MAP OF TITLE 4 OF THE URBAN GROWTH )  
MANAGEMENT FUNCTIONAL PLAN UPON )  
APPLICATION BY CITY OF TROUTDALE )

ORDINANCE NO. 12-1290  
Introduced by Councilor Shirley Craddick

WHEREAS, subsection 3.07.450H of Title 4 of the Urban Growth Management Functional Plan provides for amendment of the Employment and Industrial Areas Map by the Metro Council at the request of a city or a county and sets forth criteria for amendments; and

WHEREAS, the City of Troutdale applied to amend the map to remove the Industrial designation for 73.03 acres along Halsey Street from Employment Area; and

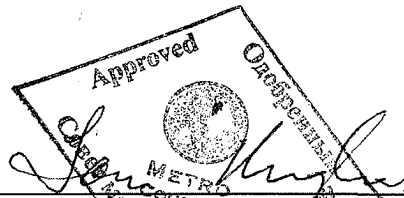
WHEREAS, the Council held a public hearing on the application on October 18, 2012; and,

WHEREAS, the Council reviewed the city's application and finds that the proposed changes to the Title 4 map meet the criteria in subsection 3.07.450H, as addressed in Exhibit B; now, therefore,

THE METRO COUNCIL ORDAINS AS FOLLOWS:

1. The Employment and Industrial Areas Map of Title 4 of Metro's Urban Growth Management Functional Plan is hereby amended as shown on Exhibit A, attached to this ordinance.
2. The Council adopts the findings of fact and conclusions of law in Exhibit B, attached to this ordinance, to explain how the map amendment complies with applicable law.

ADOPTED by the Metro Council this 18th day of October 2012.

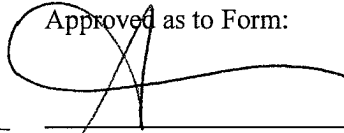
  
Tom Hughes, Council President

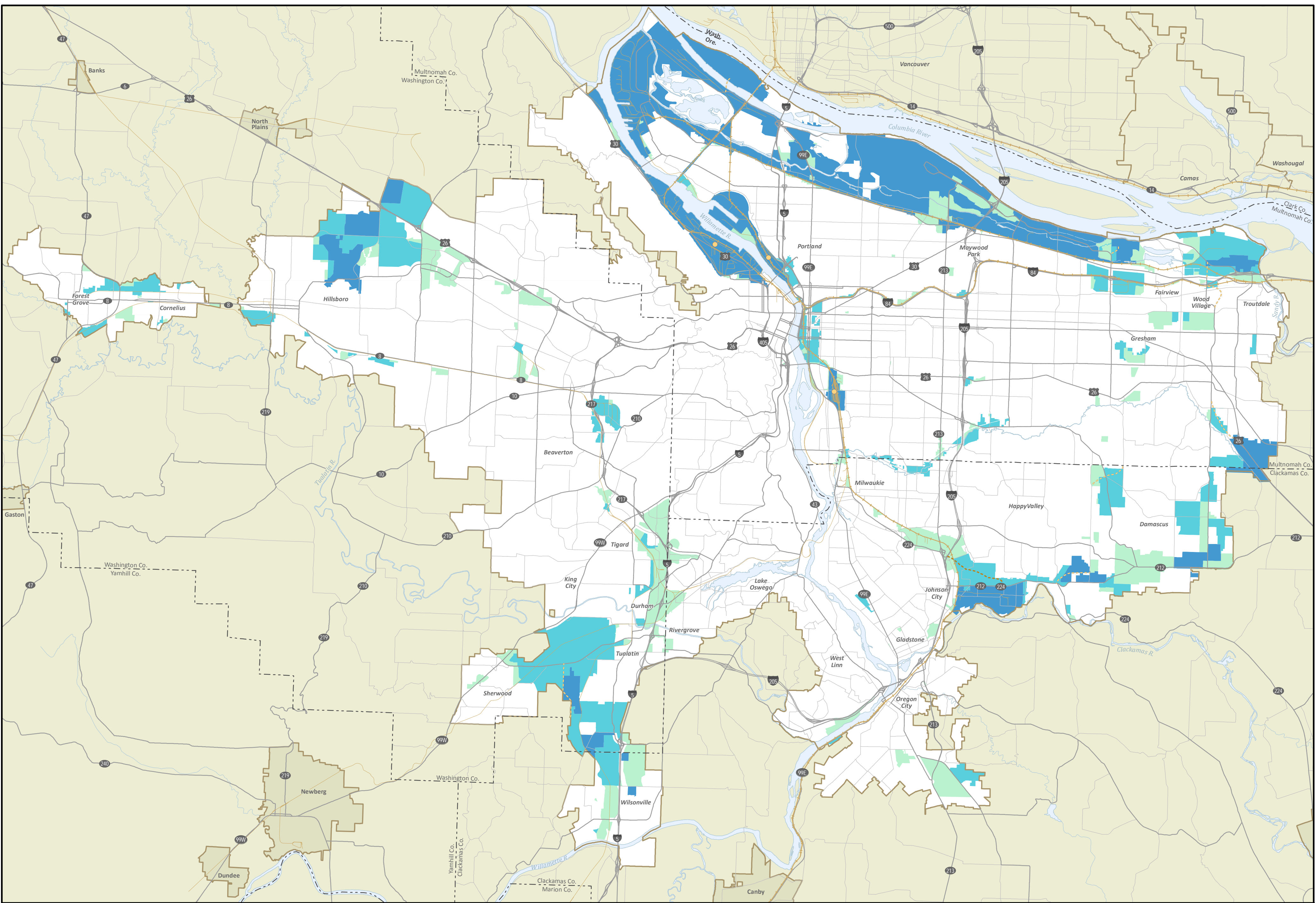
Approved Ordinance  
METRO  
Metro

Attest:

  
Kelsey Newell, Regional Engagement Coordinator

Approved as to Form:

  
Alison Kean Campbell, Metro Attorney



# Title 4, Industrial and Other Employment Areas

PROPOSED CHANGES, EXHIBIT A TO ORDINANCE 12-1290  
 September 2012 UGB pending LCDC acknowledgment

0 1 2 4 miles

The information on this map was derived from digital databases on Metro's GIS. Care was taken in the creation of this map. Metro cannot accept any responsibility for errors, omissions, or positional accuracy. There are no warranties, expressed or implied, including the warranty of merchantability or fitness for a particular purpose, accompanying this product. However, notification of any errors are appreciated.

- Employment areas
- Industrial areas
- Regionally significant industrial areas
- Proposed main roadway routes
- Proposed road connectors
- Mainline freight
- Branch line freight
- Rail yards
- County boundaries
- Urban growth boundaries
- Neighbor cities



## **Exhibit B to Ordinance No. 12-1290**

### **Findings of Fact and Conclusions of Law**

Title 4 of the Urban Growth Management Functional Plan (UGMFP) authorizes local governments to seek amendments to Title 4's map of industrial and other employment areas. Title 4 prescribes criteria that local governments must satisfy for an amendment to the map. The Metro Council adopts and incorporates the Staff Report dated October 18, 2012 (the "Staff Report") and makes the following findings and reaches the following conclusions to address the criteria, found at Metro Code 3.07.450H:

**Criterion A: the amendment would not reduce the jobs capacity of the city below the number shown on Table 3.07-1 of Title 1 of the UGMFP**

The Metro Council accepts the analysis of city compliance with this criterion in the Staff Report. The Council concludes that the amendment complies with Criterion A

**Criterion B: the amendment would not allow uses that would reduce off-peak performance on Major Roadway Routes and Roadway Connectors shown on Metro's 2004 Regional Freight System Map below standards in the Regional Transportation Plan, or exceed volume-to-capacity ratios on Table 7 of the 1999 Oregon Highway Plan for state highways, unless mitigating action is taken that will restore performance to RTP and OHP standards within two years after approval of uses.**

The Metro Council accepts the analysis of city compliance with this criterion in the Staff Report. The Council concludes that the amendment complies with Criterion B.

**Criterion C: the amendment would not diminish the intended function of the Central City or Regional or Town Centers as the principal locations of retail, cultural and civic services in their market areas**

The Metro Council accepts the analysis of city compliance with this criterion in the Staff Report. The Council concludes that the amendment complies with Criterion C.

**Criterion D: the amendment would not reduce the integrity or viability of a traded sector cluster of industries**

The Metro Council accepts the analysis of city compliance with this criterion in the Staff Report. The Council concludes that the amendment complies with Criterion D.

**Criterion E: the amendment would not create or worsen a significant imbalance between jobs and housing in a regional market area**

The Metro Council accepts the analysis of city compliance with this criterion in the Staff Report. The Council concludes that the amendment complies with Criterion E.

**Criterion F: if the subject property is designated Regionally Significant Industrial Area, would not remove from that designation land that is especially suitable for industrial use due to the availability of specialized services, such as redundant electrical power or industrial gases, or due to proximity to freight transport facilities, such as trans-shipment facilities**

The Metro Council accepts the analysis of city compliance with this criterion in the Staff Report. The Council concludes that the amendment complies with Criterion E.

**Regional Framework Plan:** Title 4 of the UGMFP implements the policies of the RFP. Because the proposed amendment complies with Title 4, the Council concludes that it also complies with the RFP. Metro Code 3.07.450I.

### **Statewide Planning Goals**

**Goal 1:** Metro followed the procedures for map amendments in Title 4, the Metro charter and the post-acknowledgment plan amendment process. The Council held a public hearing following publication of the agenda and materials, including the staff report at the Metro website. These actions provided opportunities for public involvement in the process of amendment of the Title 4 map and complied with Goal 1.

**Goal 2:** This matter came before the Metro Council on application of the city of Troutdale. Coordination with the city has been accomplished through the process. As noted above, the proposed amendment is consistent with the Regional Framework Plan and the Urban Growth Management Functional Plan.

**Goal 3:** The proposed amendment involves land inside the regional UGB. Goal 3 does not apply.

**Goal 4:** The proposed amendment involves land inside the regional UGB. Goal 4 does not apply.

**Goal 5:** The Council relies upon the findings and conclusion on Goal 5 and city implementation measures made by the city of Troutdale in its order approving amendments to its comprehensive plan and land use regulations after its application for an amendment to the Title 4 map. The proposed map amendment complies with Goal 5.

**Goal 6:** The Council relies upon the findings and conclusion on Goal 6 and city implementation measures made by the city of Troutdale in its order approving amendments to its comprehensive plan and land use regulations prior to its application for an amendment to the Title 4 map. The proposed map amendment complies with Goal 6.

**Goal 7:** The Council relies upon the findings and conclusion on Goal 7 and city implementation measures made by the city of Troutdale in its order approving amendments to its comprehensive plan and land use regulations prior to its application for an amendment to the Title 4 map. The proposed map amendment complies with Goal 7.

**Goal 8:** The Council relies upon the findings and conclusion on Goal 7 and city implementation measures made by the city of Troutdale in its order approving amendments to its comprehensive plan and land use regulations prior to its application for an amendment to the Title 4 map. The proposed map amendment complies with Goal 8.

**Goal 9:** The Council relies upon the findings and conclusion on Goal 9 and city implementation measures made by the city of Troutdale in its order approving amendments to its comprehensive plan and land use regulations prior to its application for an amendment to the Title 4 map. Goal 9 does not apply to Metro. Nonetheless, the proposed map amendment complies with Goal 9.

**Goal 10:** The Council relies upon the findings and conclusion on Goal 10 and city implementation measures made by the city of Troutdale in its order approving amendments to its comprehensive plan and

land use regulations prior to its application for an amendment to the Title 4 map. The proposed map amendment complies with Goal 10.

**Goal 11:** The Council relies upon the findings and conclusion on Goal 11 and city implementation measures made by the city of Troutdale in its order approving amendments to its comprehensive plan and land use regulations prior to its application for an amendment to the Title 4 map. The proposed map amendment complies with Goal 11.

**Goal 12:** The Council relies upon the findings and conclusion on Goal 12 and city implementation measures made by the city of Troutdale in its order approving amendments to its comprehensive plan and land use regulations prior to its application for an amendment to the Title 4 map. The proposed map amendment complies with Goal 12.

**Goal 13:** The Council relies upon the findings and conclusion on Goal 13 and city implementation measures made by the city of Troutdale in its order approving amendments to its comprehensive plan and land use regulations prior to its application for an amendment to the Title 4 map. The proposed map amendment complies with Goal 13.

**Goal 14:** The proposed amendment to the Title 4 map does not involve the regional UGB. Nor does it involve the use of “urbanizable” land as described in the statewide planning goals. Goal 14 does not apply to the proposed amendment.

**Goal 15:** The properties involved in the proposed Title 4 map amendment do not lie within the Willamette River Greenway. Goal 15 does not apply to the proposed amendment.

## STAFF REPORT

### IN CONSIDERATION OF ORDINANCE NO. 12-1290, FOR THE PURPOSE OF AMENDING THE EMPLOYMENT AND INDUSTRIAL AREAS MAP OF TITLE 4 OF THE URBAN GROWTH MANAGEMENT FUNCTIONAL PLAN UPON APPLICATION BY CITY OF TROUTDALE

Date: October 18, 2012

Prepared by: Brian Harper

## BACKGROUND

PETITIONER:

City of Troutdale

APPLICABLE REVIEW CRITERIA:

Metro Code section 3.07.450 H

## PURPOSE OF TITLE 4

The Regional Framework Plan calls for a strong regional economy. To improve the regional economy, Title 4 of the Urban Growth Management Functional Plan (“Industrial and Other Employment Areas”) seeks to provide and protect a supply of sites for employment by limiting the types and scale of non-industrial uses in Regionally Significant Industrial Areas (RSIAs), Industrial and Employment Areas. Title 4 also seeks to provide the benefits of "clustering" to those industries that operate more productively and efficiently in proximity to one another than in dispersed locations. Title 4 further seeks to protect the capacity and efficiency of the region’s transportation system for the movement of goods and services and to encourage the location of other types of employment in Centers, Employment Areas, Corridors, Main Streets and Station Communities. Title 4 is implemented through city and county comprehensive plans and zoning. Areas subject to Title 4 are depicted on the Employment and Industrial Areas Map

## APPLICABLE REVIEW CRITERIA

The City of Troutdale is currently undergoing its Periodic Review process with the Department of Land Conservation and Development. Through this process, the City has determined that it would like to amend its Comprehensive Land Use Plan Map and Zoning District Map for 73 acres owned by Multnomah County. The property is also located within the 2040 designated Troutdale Town Center. This property, known as Edgefield North, is located on the north side of Halsey Street and is currently designated Industrial and zoned Light Industrial. The city wishes to change the designation to Commercial and the zoning to General Commercial, which will require the removal of the property from the Title 4 map.

Section 3.07.450.C, paragraph 6 of the Urban Growth Management Functional Plan (UGMFP) establishes size standards by which a local jurisdiction may request a map amendment by administrative procedure. The maximum size of Industrial designated land that may be changed on the Title 4 map without the approval of the Metro Council is 20 acres. This proposal far exceeds that threshold, requiring the Metro Council to weigh in on the requested change. Section 3.07.450.H of Title 4 requires the applicant to provide proof that the requested map change will meet six distinct standards prior to the map change being approved by the Metro Council.

The criteria for an amendment of the Employment and Industrial Areas Map are contained in Metro Code 3.07.450 H. The criteria (**in bold**), petitioner responses to the criteria (*in italics*), and staff analysis follow.

**A. Would not reduce the employment capacity of the City**

Petitioner Response

The proposed zone change of the Edgefield North property is from light industrial (LI) to general commercial (GC). The GC zone is the most intensive commercial zone in the City of Troutdale, allowing the broadest range of uses and having the highest potential for job creation. However, the property will remain within the City's Town Center Overlay District which expands the list of permitted uses to include all types of residential dwellings, provided the dwelling is located above or behind a permitted commercial use whether within the same building or in a separate building. The inclusion of residential uses in this predominantly commercial zone is intended to foster higher-density, mixed-use developments.

For purposes of comparing employment capacity between LI and GC zoning, employment density figures contained in Metro's January 2010 Urban Growth Report (UGR) will be used. The following excerpt from Table 11 of the UGR shows building square feet per employee by building type in the outer market ring. (Troutdale falls within the Outer Ring so employment density figures from that market ring will be used.)

**Table 11: Building square feet demand per employee by building type, market ring, and time period**

Sources: E.D. Hovee, Metro 1999 Employment Density Study, City of Portland, Regional Industrial Land Study, CREEC representatives, Hillsboro and MetroScope Reference Scenarios.

<b>OUTER RING</b>	<b>2010-2015</b>	<b>2015-2030</b>
General Industrial	600	600
Warehousing/Distributing	1,850	1,850
Tech / Flex	990	990
Office	375	375
Retail	550	550
Institutional	650	650

Light Industrial Employment Capacity

The employment capacity of the subject property with LI zoning is derived by determining which building square footage per employee figure to use, then applying that number to the total square footage of industrial buildings that can reasonably be expected to be built on the property.

The LI zone would allow each of the first three land uses listed in Table 11, however, given the property's location and constraints, warehousing/distributing and tech/flex are the most likely uses of the property.

*Assuming half of the site is developed in each of these two land uses, the square footage per employee is simply the average of the two, or 1,420 square feet of building per employee.*

*Due to significant environmental constraints on the property, only about 32 acres of the 73 acre site are developable in order to avoid the flood plain, wetlands and required vegetative buffers associated with these features. In terms of building coverage, a reasonable assumption for warehousing/distribution and tech/flex uses would be 40% of the lot area<sup>1</sup>. Thus, about 40% of the 32 acres of developable land would be covered by buildings. This yields 557,568 square feet of buildings. At 1,420 square feet per employee, the current LI zoning has an employment capacity of 393 jobs.*

#### General Commercial Employment Capacity

*The employment capacity of the subject property with GC zoning is derived in the same manner by determining which building square footage per employee figure to use, then applying that number to the total square footage of commercial type buildings that can reasonably be expected to be built on the property.*

*Because development of the property, if zoned GC can include a residential component, it should not be assumed that the entire site will develop commercially. But because residential can only be located above or behind permitted commercial uses, a fair assumption to make would be 25% of the property's buildable area devoted to residential. Because of the environmental constraints previously mentioned, roughly only 24 acres are assumed available for commercial development, with the remaining 8 acres potentially devoted to residential development.*

*Looking again to Table 11 of the UGR, only office and retail are permitted uses in the GC zone and, therefore, are the most likely to be built. (Institutional is only allowed by conditional use permit.) Assuming half of the site is developed in each of these two land uses, the square footage per employee becomes the average of the two, or 463 square feet of building per employee.*

*For building coverage, a reasonable assumption for office and retail uses would be 20% of the lot area<sup>2</sup> due to greater parking needs and higher landscaping standards than industrial development. Thus, 20% of the 24 acres of developable land devoted to commercial uses would be covered by buildings. This yields 209,088 square feet of buildings. At 463 square feet per employee, the proposed GC zoning has an employment capacity of 452 jobs. This figure is certainly low because it assumes only single-story building coverage on the entire site, whereas office/retail development can be expected to produce multi-story buildings -- much more so than industrial development.*

*Based on the above analysis, an amendment to the Title 4 map to allow a rezone to GC zoning will result in employment capacity for a minimum of 452 jobs as compared to an employment capacity for 393 jobs*

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<sup>1</sup> This percentage figure is consistent with the assumption made in the Traffic Impact Analysis prepared by Group Mackenzie for the Edgefield North Zone Change (June 17, 2011). The TIA assumed a 40% building area coverage for light industrial land uses.

<sup>2</sup> This figure is also consistent with the Group Mackenzie Traffic Impact Analysis. The TIA assumed with GC zoning the most intensive permitted use would be a shopping center with 20% building area coverage.



*under the current LI zoning. Therefore, amending the Title 4 map as requested will not reduce the employment capacity of the city or county; it would increase it.*

Metro Staff Analysis: Metro staff has determined that the job capacity ratios used by the Petitioner are reasonable. The evidence presented indicates that there is a net job gain from this proposed zone change and Title 4 map amendment.

**B. Would not allow uses that would reduce off-peak performance on Main Roadway Routes and Roadway Connectors shown on the Regional Freight Network Map in the Regional Transportation Plan below volume-to-capacity standards**

Petitioner Response

*In the vicinity of the subject property, I-84 and 181st Avenue are designated as Main Roadway Routes on the Regional Freight Network Map. Roads in the vicinity that are designated as Road Connectors on that map are: Marine Drive; I-84 Troutdale Frontage Roads; 223rd Avenue north of I-84; 238th north of I-84; and 207th/Fairview Parkway/Glisan/242nd Ave.*

*As part of the proposed amendment to the City Comprehensive Plan map and zoning map, a traffic impact analysis (TIA) was prepared by Group Mackenzie. The TIA evaluated impacts on roadway intersections in the vicinity of the Edgefield North property for PM peak hour traffic volumes out to the year 2025. The following intersections were evaluated:*

Multnomah County

- NE 223rd Avenue/NE Halsey Street
- NE 238th Drive/NE Halsey Street
- NE 244th Avenue/NE Halsey Street
- SW Halsey Street/W. Historic Columbia River Highway
- NW 257th Avenue/SW Halsey Street

ODOT

- I-84 WB Ramps/NE 238th Avenue
- I-84 EB Ramps/NE 238th Avenue
- I-84 WB On-Ramp/NW Marine Drive
- I-84 EB Off-Ramp/NW Marine Drive
- I-84 WB Off-Ramp/NE Graham Road
- I-84 EB On-Ramp/NE Graham Road

*Although 181st Avenue is an identified main roadway route on the Regional Freight Network Map, it was determined to be too distant from the Edgefield North property to be impacted by the zone change and therefore, was not evaluated in the TIA. Similarly, none of the identified roadway connectors in the Freight Network Map were evaluated because they too were determined to be outside the influence area*

of this zone change. These leaves the I-84 interchanges as the only intersections on the Regional Freight Network Map that are subject to this approval criterion.

The mobility standard for Main Roadway Routes and Roadway Connectors is found in Table 2.4 of the Regional Transportation Plan. For intersections evaluated by the Group Mackenzie TIA, these standards apply to the I-84 ramps at NE 238th and the Troutdale Frontage Roads. With the rezone, none of these intersections exceed the PM 2-hour peak mobility standard of 0.99 volume- to-capacity ratio.<sup>3</sup> The highest v/c ratio is 0.77 for the I-84 WB On Ramp/NW Marine Drive.

Based on the TIA prepared for the proposed zone change, allowed uses would not reduce off-peak performance on Main Roadway Routes and Roadway Connectors shown on the Regional Freight Network Map in the Regional Transportation Plan below volume-to-capacity standards in the plan.

Metro Staff Analysis: Based on the above information, and internal analysis of the traffic impact analysis, staff concludes that approval of this proposal will not reduce the off-peak performance on Major Roadway Routes and Roadway Connectors shown on Metro's 2004 Regional Freight System. The recently completed East Metro Connections Plan identified no congestion along roadways or at major intersections in this portion of the study area that would negatively impact freight movement to and/or from I-84 to Highway 26. Identified bottlenecks and congestion issues were all found south of Glisan Street and west of 242<sup>nd</sup> Avenue.

**C. Would not diminish the intended function of the Central City or Regional or Town Centers as the principal locations of retail, cultural and civic services in their market area**

Petitioner Response

The Edgefield North property is within the Troutdale Town Center Overlay District. The property was zoned light industrial well before the adoption of Metro's 2040 Growth Concept Map. When that map identified Troutdale's downtown area as a town center, the City prepared a Town Center Plan, which was adopted in 1998. The Troutdale Town Center Plan acknowledged that the subject property's industrial plan designation and zoning was not consistent with the purpose and intent of a town center. Although the property's zoning was not modified with the Town Center Plan's adoption, that Plan pointed out that the industrial designation serves as a holding zone until a specific development is proposed at which time the City will determine the appropriate zoning to accommodate the development. The 1998 Town Center Plan stated that this property "ultimately will be re-designated for mixed use according to a master plan developed specifically for the site."

Because the property is within the City's town center overlay, General Commercial zoning allows all types of housing provided the residential use is located above or behind a permitted commercial use. Therefore, within the town center overlay district the General Commercial zone is intended for mixed commercial/residential development.

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<sup>3</sup> Regional Transportation Plan Table 2.4. Standards for Other Principal Arterials, including I-84 East of I-205.

*Amending the Title 4 map to remove the property's Industrial designation will further the intended function of the town center by allowing mixed commercial and housing development under the proposed General Commercial zoning. Commercial zoning is consistent with this town center property becoming a principal location for retail, cultural and civic services in this market area.*

Metro Staff Analysis: The proposal is to create new commercial and mixed use capabilities on the property located within the Troutdale Town Center and along the Halsey Street Corridor. The East Metro Connections Plan identified the Edgefield/Halsey main street implementation as a priority project. The Halsey Street Concept Design Plan (2005), a joint effort of Fairview, Wood Village, Troutdale, and Multnomah County includes realizing Halsey as a 2-lane road with median/turn lane, full bike lanes, sidewalks and pedestrian crossings. This road design supports the downtown visions for the three cities and helps attract commercial development, particularly adjacent to Edgefield, an important destination in East Multnomah County and the City of Troutdale. This Title 4 map change is consistent with the forecasted land uses that were utilized in the Halsey Street design process. This change would not diminish, but instead enhance the intended function of the Troutdale Town Center.

**D. Would not reduce the integrity or viability of a traded sector cluster of industries**

Petitioner Response

*The 2006 Regional Business Plan identified seven traded sector clusters: (1) high-tech, (2) metals, machinery, and transportation equipment, (3) forest products, (4) food processing, (5) creative services, (6) nursery products, and (7) sporting goods and apparel. The Edgefield North property has none of these clusters nor is it located next to any of these clusters.*

*Except for the Multnomah County Animal Control shelter located at the northeast corner of the site, the Edgefield North property is vacant. The County uses approximately two acres in the middle of the property as a community garden that grows and distributes vegetables to local food banks.*

*The Edgefield North site is not surrounded by any traded sector cluster of industries. It is bounded to the east by a detached single-family dwelling on a large lot zoned medium density residential. To the south lies the McMenamins Edgefield complex of hospitality uses (hotel, restaurants, winery, brewpubs, spa and country golf course) and vacant lands intended for expansion of the McMenamins destination campus. Property to the west is within the City of Wood Village and has several flex space buildings and an aggregate materials manufacturing plant. There is a narrow strip of industrially zoned property wedged between Historic Columbia River Highway and I-84 to the north of the site. This property is vacant except for a small building that will soon be occupied by a temporary research and development facility that will produce and test biomass pellets generated from forest byproducts. The remainder of the property is too narrow to permit any significant development.*

*Since there are no existing or planned traded sector businesses on the site, nor are there any other businesses that serve traded sector industries, amending the Title 4 map would not reduce the integrity or viability of a traded sector cluster of industries.*

Metro Staff Analysis: As stated in the petitioner response to Criterion D, the area is not immediately adjacent to any traded sector businesses. The Troutdale Town Center plan also recommends that the City focus on retaining and attracting a mix of commercial and service-related uses that compliment the adjacent Edgefield property and the historic downtown. The majority of traded sector employment in the sub-region is found north of I-84 in the Columbia Cascade River District, which does not include this property in any of its planning or economic studies. Metro staff concludes that the proposal does not reduce the integrity or viability of a traded sector cluster of industries.

**E. Would not create or worsen a significant imbalance between jobs and housing in a regional market area**

Petitioner Response

*For purposes of responding to this criterion, the regional market area is considered to be East Multnomah County, which has been known to have an imbalance caused by a high ratio of housing to jobs. The proposal to amend the zoning of the Edgefield North property from industrial to commercial does not take away the prospect for creating new jobs to help balance the current ratio imbalance for the East County market area. As explained in the response to criterion #1 above, the proposed commercial zoning has the potential to generate more jobs than the current industrial zoning (452 to 393). In addition, because of the Town Center Overlay for this property, there is also the potential for some housing to also be developed on the site. If housing is included as part of the property's future development, it is not expected to be a major component and is very unlikely to increase the jobs/housing imbalance because of the greater likelihood of creating new jobs.*

Metro Staff Analysis: As mentioned in previous criteria, the City's proposed changes to its comprehensive plan and zoning code would result in a greater array of employment uses that yield higher jobs per acre than under the existing code. Metro staff concludes that the proposal does not create or worsen a significant imbalance between jobs and housing in this particular market area.

**F. If the subject property is designated Regionally Significant Industrial Area, would not remove from that designation land that is especially suitable for industrial use due to the availability of specialized services, such as redundant electrical power or industrial gases, or due to proximity to freight transport facilities, such as transportation shipment facilities**

Petitioner Response

*This criterion does not apply to the subject property because it is not designated Regionally Significant Industrial Area.*

## **SUMMARY OF APPLICABLE CRITERIA**

Based on the petitioner's responses and supplemental information provided by City staff, Metro staff concludes that all six criteria have been met.

## **FACTORS FOR COUNCIL CONSIDERATION**

The 2009 Urban Growth Report (UGR) classified this property as General Industrial, of which there was a surplus, and the three independent parcels do not constitute a large lot industrial site. Additionally, only 32 acres of the site is unconstrained by wetlands. The 32 acres that is available for development is not found in one location, but is scattered into various smaller sites throughout the property.

## **OPTIONS**

1. Deny the application by the City of Troutdale. The property would remain as designated Industrial land on the Title 4 Employment and Industrial Areas Map.
2. Approve the ordinance, thus removing the property from the Title 4 Industrial and Employment Areas Map.

## **ANALYSIS INFORMATION**

1. **Known Opposition.** To date, Metro has not received public comments from individuals, interest groups, or government agencies regarding the proposal by the City of Troutdale.
2. **Legal Antecedents.** The Metro Council's authority to amend the Employment and Industrial Areas Map comes from Metro Code 3.07.450 H.
3. **Anticipated Effects.** Adoption of this ordinance will result in amendments to the Employment and Industrial Areas Map.
4. **Budget Impacts.** Adoption of this ordinance has no budget impact.

## **RECOMMENDED ACTION**

The petitioner seeks to amend the Title 4 Employment and Industrial Areas Map to remove 73 acres from the Industrial designation. Metro Staff believes that the petitioner has provided sufficient evidence to demonstrate that the criteria are satisfied.

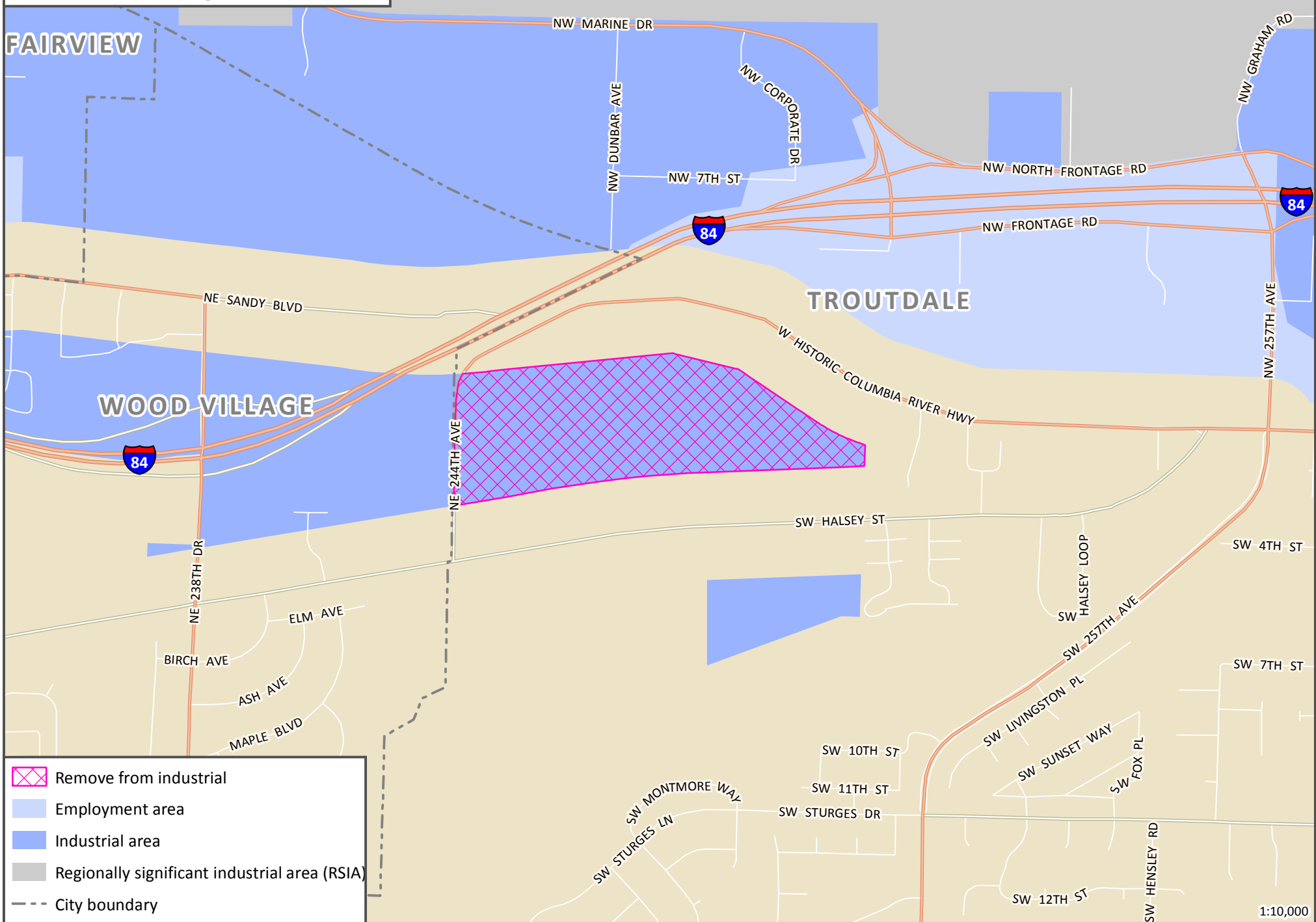
Staff recommends, therefore, that the Metro Council approve this ordinance.

## **ATTACHMENTS**

Attachment 1: Map of proposed amendment

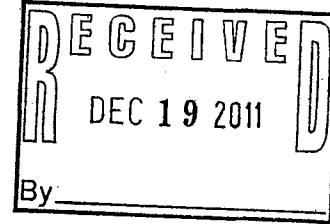
Attachment 2: Application from City of Troutdale requesting Title 4 Map amendment

Attachment 3: Edgefield North Traffic Impact Analysis Summary



# CITY OF TROUTDALE

"Gateway to the Columbia River Gorge"



December 15, 2011

Mayor

Jim Kight

City Council

Doug Daoust  
Norm Thomas  
Glenn White  
David Ripma  
Rich Allen  
Eric Anderson

City Manager

Craig Ward

City Attorney

David J. Ross

Martha Bennett  
Chief Operating Officer  
Metro  
600 NE Grand Ave.  
Portland, OR 97232-2736

RE: Request to Amend the Title 4 Map of the Metro Urban Growth Management Functional Plan


Dear Ms. Bennett,

The City of Troutdale is in the process of amending its Comprehensive Land Use Plan Map and Zoning District Map for 73 acres of land at the western boundary of the city. The 73 acres is comprised of approximately 71 acres owned by Multnomah County that was once part of the County Poor Farm known as Edgefield. Approximately two acres are owned by ODOT and serve as right-of-way for a short stretch of Historic Columbia River Highway. Because this former Edgefield property is located on the north side of Halsey Street, the County refers to it as Edgefield North.

The Edgefield North property is currently designated Industrial on the City's Comprehensive Plan map and is zoned Light Industrial. The City wishes to change the Plan designation to Commercial and the zoning to General Commercial. Metro Associate Regional Planner, Brian Harper, informed us that we must request an amendment to the Metro Title 4 map or the property would be out of compliance with Title 4, Industrial and Other Employment Areas. This letter serves as the City's request to the Metro Council for the Title 4 map amendment.

Attached is the City's response to the criteria in Metro Code Section 3.07.450(H) for an amendment to the Employment and Industrial Areas Map. Also attached is the narrative that was prepared and submitted for the City's Comp Plan and Zoning Map amendment application. The narrative provides a detailed explanation and justification for the map amendments.

Sincerely yours,

  
Jim Kight  
Mayor  
City of Troutdale

cc: Brian Harper, Metro Planner



City of Troutdale Response to Criteria for Title 4 Map Amendment

**3.07.440 H. Upon request from a city or a county, the Metro Council may amend the Employment and Industrial Areas Map by ordinance to consider proposed amendments that exceed the size standards of paragraph 6 of subsection C of the section. To approve an amendment the Council must conclude that the amendment:**

- 1. Would not reduce the employment capacity of the city or county;**

The proposed zone change of the Edgefield North property is from light industrial (LI) to general commercial (GC). The GC zone is the most intensive commercial zone in the City of Troutdale, allowing the broadest range of uses and having the highest potential for job creation. However, the property will remain within the City's Town Center Overlay District which expands the list of permitted uses to include all types of residential dwellings, provided the dwelling is located above or behind a permitted commercial use whether within the same building or in a separate building. The inclusion of residential uses in this predominantly commercial zone is intended to foster higher-density, mixed-use developments.

For purposes of comparing employment capacity between LI and GC zoning, employment density figures contained in Metro's January 2010 Urban Growth Report (UGR) will be used. The following excerpt from Table 11 of the UGR shows building square feet per employee by building type in the outer market ring. (Troutdale falls within the Outer Ring so employment density figures from that market ring will be used.)

**Table 11: Building square feet demand per employee by building type, market ring, and time period**

Sources: E.D. Hovee, Metro 1999 Employment Density Study, City of Portland, Regional Industrial Land Study, CREEC representatives, Hillsboro and MetroScope Reference Scenarios.

<b>OUTER RING</b>	<b>2010-2015</b>	<b>2015-2030</b>
General Industrial	600	600
Warehousing/Distributing	1,850	1,850
Tech / Flex	990	990
Office	375	375
Retail	550	550
Institutional	650	650

### Light Industrial Employment Capacity

The employment capacity of the subject property with LI zoning is derived by determining which building square footage per employee figure to use, then applying that number to the total square footage of industrial buildings that can reasonably be expected to be built on the property.

The LI zone would allow each of the first three land uses listed in Table 11, however, given the property's location and constraints, warehousing/distributing and tech/flex are the most likely uses of the property. Assuming half of the site is developed in each of these two land uses, the square footage per employee is simply the average of the two, or 1,420 square feet of building per employee.

Due to significant environmental constraints on the property, only about 32 acres of the 73 acre site are developable in order to avoid the flood plain, wetlands and required vegetative buffers associated with these features. In terms of building coverage, a reasonable assumption for warehousing/distribution and tech/flex uses would be 40% of the lot area<sup>1</sup>. Thus, about 40% of the 32 acres of developable land would be covered by buildings. This yields 557,568 square feet of buildings. At 1,420 square feet per employee, the current LI zoning has an employment capacity of 393 jobs.

### General Commercial Employment Capacity

The employment capacity of the subject property with GC zoning is derived in the same manner by determining which building square footage per employee figure to use, then applying that number to the total square footage of commercial type buildings that can reasonably be expected to be built on the property.

Because development of the property if zoned GC can include a residential component, it should not be assumed that the entire site will develop commercially. But because residential can only be located above or behind permitted commercial uses, a fair assumption to make would be 25% of the property's buildable area devoted to residential. Because of the environmental constraints previously mentioned, roughly only 24 acres are assumed available for commercial development, with the remaining 8 acres potentially devoted to residential development.

Looking again to Table 11 of the UGR, only office and retail are permitted uses in the GC zone and, therefore, are the most likely to be built. (Institutional is only allowed by conditional use permit.) Assuming half of the site is developed in each of these two land uses, the square footage per employee becomes the average of the two, or 463 square feet of building per employee.

For building coverage, a reasonable assumption for office and retail uses would be 20% of the lot area<sup>2</sup> due to greater parking needs and higher landscaping standards than industrial development. Thus, 20% of the 24 acres of developable land devoted to commercial uses would

---

<sup>1</sup> This percentage figure is consistent with the assumption made in the Traffic Impact Analysis prepared by Group Mackenzie for the Edgefield North Zone Change (June 17, 2011). The TIA assumed a 40% building area coverage for light industrial land uses.

<sup>2</sup> This figure is also consistent with the Group Mackenzie Traffic Impact Analysis. The TIA assumed with GC zoning the most intensive permitted use would be a shopping center with 20% building area coverage.

be covered by buildings. This yields 209,088 square feet of buildings. At 463 square feet per employee, the proposed GC zoning has an employment capacity of 452 jobs. This figure is certainly low because it assumes only single-story building coverage on the entire site, whereas office/retail development can be expected to produce multi-story buildings -- much more so than industrial development.

Based on the above analysis, an amendment to the Title 4 map to allow a rezone to GC zoning will result in employment capacity for a minimum of 452 jobs as compared to an employment capacity for 393 jobs under the current LI zoning. Therefore, amending the Title 4 map as requested will not reduce the employment capacity of the city or county; it would increase it.

**2. Would not allow uses that would reduce off-peak performance on Main Roadway Routes and Roadway Connectors shown on the Regional Freight Network Map in the Regional Transportation Plan below volume-to-capacity standards in the plan, unless mitigating action is taken that will restore performance to RTP standards within two years after approval of uses;**

In the vicinity of the subject property, I-84 and 181st Avenue are designated as Main Roadway Routes on the Regional Freight Network Map. Roads in the vicinity that are designated as Road Connectors on that map are: Marine Drive; I-84 Troutdale Frontage Roads; 223rd Avenue north of I-84; 238th north of I-84; and 207th/Fairview Parkway/Glisan/242nd Ave.

As part of the proposed amendment to the City Comprehensive Plan map and zoning map, a traffic impact analysis (TIA) was prepared by Group Mackenzie. The TIA evaluated impacts on roadway intersections in the vicinity of the Edgefield North property for PM peak hour traffic volumes out to the year 2025. The following intersections were evaluated:

Multnomah County

- NE 223rd Avenue/NE Halsey Street
- NE 238th Drive/NE Halsey Street
- NE 244th Avenue/NE Halsey Street
- SW Halsey Street/W. Historic Columbia River Highway
- NW 257th Avenue/SW Halsey Street

ODOT

- I-84 WB Ramps/NE 238th Avenue
- I-84 EB Ramps/NE 238th Avenue
- I-84 WB On-Ramp/NW Marine Drive
- I-84 EB Off-Ramp/NW Marine Drive
- I-84 WB Off-Ramp/NE Graham Road
- I-84 EB On-Ramp/NE Graham Road

Although 181st Avenue is an identified main roadway route on the Regional Freight Network Map, it was determined to be too distant from the Edgefield North property to be impacted by the zone change and therefore, was not evaluated in the TIA. Similarly, none of the identified roadway connectors in the Freight Network Map were evaluated because they too were

determined to be outside the influence area of this zone change. These leaves the I-84 interchanges as the only intersections on the Regional Freight Network Map that are subject to this approval criterion.

The mobility standard for Main Roadway Routes and Roadway Connectors is found in Table 2.4 of the Regional Transportation Plan. For intersections evaluated by the Group Mackenzie TIA, these standards apply to the I-84 ramps at NE 238th and the Troutdale Frontage Roads. With the rezone, none of these intersections exceed the PM 2-hour peak mobility standard of 0.99 volume- to-capacity ratio.<sup>3</sup> The highest v/c ratio is 0.77 for the I-84 WB On Ramp/NW Marine Drive.

Based on the TIA prepared for the proposed zone change, allowed uses would not reduce off-peak performance on Main Roadway Routes and Roadway Connectors shown on the Regional Freight Network Map in the Regional Transportation Plan below volume-to-capacity standards in the plan.

**3. Would not diminish the intended function of the Central City or Regional or Town Centers as the principal locations of retail, cultural and civic services in their market area;**

The Edgefield North property is within the Troutdale Town Center Overlay District. The property was zoned light industrial well before the adoption of Metro's 2040 Growth Concept Map. When that map identified Troutdale's downtown area as a town center, the City prepared a Town Center Plan, which was adopted in 1998. The Troutdale Town Center Plan acknowledged that the subject property's industrial plan designation and zoning was not consistent with the purpose and intent of a town center. Although the property's zoning was not modified with the Town Center Plan's adoption, that Plan pointed out that the industrial designation serves as a holding zone until a specific development is proposed at which time the City will determine the appropriate zoning to accommodate the development. The 1998 Town Center Plan stated that this property" ultimately will be re-designated for mixed use according to a master plan developed specifically for the site."

Because the property is within the City's town center overlay, General Commercial zoning allows all types of housing provided the residential use is located above or behind a permitted commercial use. Therefore, within the town center overlay district the General Commercial zone is intended for mixed commercial/residential development.

Amending the Title 4 map to remove the property's Industrial designation will further the intended function of the town center by allowing mixed commercial and housing development under the proposed General Commercial zoning. Commercial zoning is consistent with this town center property becoming a principal location for retail, cultural and civic services in this market area.

**4. Would not reduce the integrity or viability of a traded sector cluster of industries;**

---

<sup>3</sup> Regional Transportation Plan Table 2.4. Standards for Other Principal Arterials, including I-84 East of I-205.

The 2006 Regional Business Plan identified seven traded sector clusters: (1) high-tech, (2) metals, machinery, and transportation equipment, (3) forest products, (4) food processing, (5) creative services, (6) nursery products, and (7) sporting goods and apparel. The Edgefield North property has none of these clusters nor is it located next to any of these clusters.

Except for the Multnomah County Animal Control shelter located at the northeast corner of the site, the Edgefield North property is vacant. The County uses approximately two acres in the middle of the property as a community garden that grows and distributes vegetables to local food banks.

The Edgefield North site is not surrounded by any traded sector cluster of industries. It is bounded to the east by a detached single-family dwelling on a large lot zoned medium density residential. To the south lies the McMenamans Edgefield complex of hospitality uses (hotel, restaurants, winery, brewpubs, spa and country golf course) and vacant lands intended for expansion of the McMenamans destination campus. Property to the west is within the City of Wood Village and has several flex space buildings and an aggregate materials manufacturing plant. There is a narrow strip of industrially zoned property wedged between Historic Columbia River Highway and I-84 to the north of the site. This property is vacant except for a small building that will soon be occupied by a temporary research and development facility that will produce and test biomass pellets generated from forest byproducts. The remainder of the property is too narrow to permit any significant development.

Since there are no existing or planned traded sector businesses on the site, nor are there any other businesses that serve traded sector industries, amending the Title 4 map would not reduce the integrity or viability of a traded sector cluster of industries.

**5. Would not create or worsen a significant imbalance between jobs and housing in a regional market area: and,**

For purposes of responding to this criterion, the regional market area is considered to be East Multnomah County, which has been known to have an imbalance caused by a high ratio of housing to jobs. The proposal to amend the zoning of the Edgefield North property from industrial to commercial does not take away the prospect for creating new jobs to help balance the current ratio imbalance for the East County market area. As explained in the response to criterion #1 above, the proposed commercial zoning has the potential to generate more jobs than the current industrial zoning (452 to 393). In addition, because of the Town Center Overlay for this property, there is also the potential for some housing to also be developed on the site. If housing is included as part of the property's future development, it is not expected to be a major component and is very unlikely to increase the jobs/housing imbalance because of the greater likelihood of creating new jobs.

**6. If the subject property is designated Regionally Significant Industrial Area, would not remove from that designation land that is especially suitable for industrial use due to the availability of specialized services, such as redundant electrical power or industrial**

**gases, or due to proximity to freight transport facilities, such as transportation shipment facilities.**

This criterion does not apply to the subject property because it is not designated Regionally Significant Industrial Area.

Conclusion

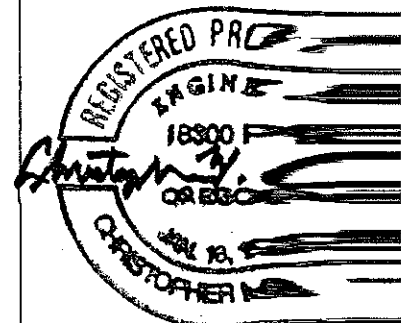
Based upon the above responses, and as supplemented by the City's attached local comprehensive plan and zoning map amendment application narrative, we believe the Title 4 map amendment criteria have been satisfied and that the Metro Council should approve the requested map amendment.

**GROUP**  
**MACKENZIE**

TRANSPORT  
IMPACT AN

EDGEFIELD  
ZONE CHAN

Troutdale,



**RENCUS SE**

Prepared For  
City of Troutdale

Completed On  
June 17, 2011

Project Number  
2110132.00

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## I. INTRODUCTION

This Transportation Impact Analysis (TIA) has been prepared to support a comprehensive plan amendment and zone change of approximately 71-acres in Troutdale, Oregon. The property, referred to as Edgefield North by its owner, Multnomah County, is currently zoned Light Industrial (LI) and is proposed to be zoned General Commercial (GC).

The project area is bound by Historic Columbia River Highway to the north, SW Halsey Street to the south, residential housing to the east, and NE 244<sup>th</sup> Avenue to the west. Figure 1 is a vicinity map indicating property location. The project area is bisected by a rail line resulting in a 25-acre north property and 46-acre south property.

Included in this report are a description of the future transportation system, related traffic volumes, and an evaluation of future transportation system operations considering the proposed zone change.

## PROJECT DESCRIPTION

The site is approximately 71-acres on two tax lots identified on the County Assessor's Map as Tax Lot 100 in Township 1N Range 3E Section 26 and Tax Lot 1200 in T1NR3E26B. There is currently one building/development on the north property which is Multnomah County Animal Services.

## SCOPE OF REPORT

Due to the project location, both Multnomah County and the Oregon Department of Transportation (ODOT) have jurisdiction over certain study area intersections. Based on the March 16, 2011 scope letter from the City of Troutdale, the analysis study area includes the following intersections:

### Multnomah County

- NE 223<sup>rd</sup> Avenue/NE Halsey Street
- NE 238<sup>th</sup> Drive/NE Halsey Street
- NE 244<sup>th</sup> Avenue/NE Halsey Street
- SW Halsey Street/W Historic Columbia River Highway
- NW 257<sup>th</sup> Avenue/SW Halsey Street

### ODOT

- I-84 WB Ramps/NE 238th Drive
- I-84 EB Ramps/NE 238th Drive
- I-84 WB On-Ramp/NW Marine Drive
- I-84 EB Off-Ramp/NW Marine Drive
- I-84 WB Off-Ramp/NE Graham Road
- I-84 EB On-Ramp/NE Graham Road

Based on existing traffic count data, PM peak hour traffic volumes are greater than AM volumes. Therefore, analyses presented in this document focus on the PM peak hour as the system impacts are greater and any mitigation necessary to accommodate PM peak hour traffic will also accommodate AM traffic.

A plan amendment and zone change requires a transportation analysis to address Transportation Planning Rule (TPR) requirements as outlined in Oregon Administrative Rule (OAR) 660-012-0060. Specifically, OAR 660-012-0060(1) states, "*Where an amendment to a functional plan, an acknowledged comprehensive plan, or a land use regulation would significantly affect an existing or planned transportation facility, the local government shall put in place measures as provided in section (2) of this rule to assure that allowed land uses are consistent with the identified function, capacity, and performance standards (e.g. level of service, volume to capacity ratio, etc.) of the facility. A plan or land use regulation amendment significantly affects a transportation facility if it would:*

- (a) Change the functional classification of an existing or planned transportation facility (exclusive of correction of map errors in an adopted plan);*
- (b) Change standards implementing a functional classification system; or*
- (c) As measured at the end of the planning period identified in the adopted transportation system plan:*
  - (A) Allow land uses or levels of development that would result in types or levels of travel or access that are inconsistent with the functional classification of an existing or planned transportation facility;*
  - (B) Reduce the performance of an existing or planned transportation facility below the minimum acceptable performance standard identified in the TSP or comprehensive plan; or*
  - (C) Worsen the performance of an existing or planned transportation facility that is otherwise projected to perform below the minimum acceptable performance standard identified in the TSP or comprehensive plan."*

As identified in this analysis, the proposed plan amendment and zone change application does not significantly affect an existing or planned transportation facility as measured at the end of the planning period (2025); therefore, mitigation is not necessary to meet TPR requirements.

Analyses to address TPR requirements were conducted for the PM peak hour for the following plan year scenarios:

- 2025 Current Zone Designation
- 2025 Proposed Zone Designation

All agency correspondence regarding analysis requirements, scope of work and assumptions are included in the appendix.

## II. EXISTING CONDITIONS

### EXISTING TRAFFIC COUNTS

Traffic volume data was provided by Metro and DKS Associates (Interstate 84 Troutdale Interchange Area Management Plan) and obtained via field data collection. These volumes were used as a basis to develop all plan year volumes.

Figure 2 illustrates existing traffic volumes for the PM peak hour. Intersection counts are included in the appendix.

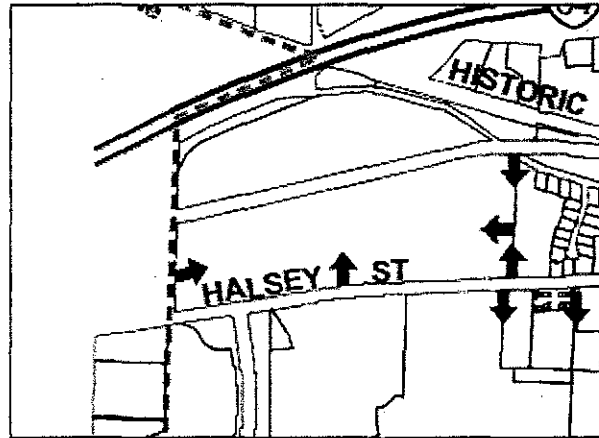
### PLANNED PUBLIC IMPROVEMENTS

The following projects are funded and/or are currently under construction. Therefore, the projects are assumed constructed in the plan year scenarios.

The Jobs and Transportation Act (JTA) I-84 Troutdale Interchange Improvement Project is currently under construction and have the following ODOT-identified improvements:

- Add third approach lane to I-84 eastbound off-ramp terminal to increase vehicle queue storage.
- Add third eastbound lane to the south frontage road between Marine Drive and Graham Road.
- Add third westbound lane to the north frontage road from Graham Road to Marine Drive. Lane becomes right-turn only lane at Marine Drive.
- Add second northbound left-turn lane, westbound right-turn lane, and southbound free flow right-turn lane at the Graham Road/north frontage road intersection.

The project site is undeveloped, with exception of the Multnomah County Animal Services facility on the north property. With future property development it is anticipated public street connections will be necessary to the existing roadway system. These future connections are contemplated in the Troutdale Transportation System Plan (TSP) and are specifically depicted in Figure 4-9 – Local Street Connectivity Map. The following is an excerpted portion of Figure 4-9 showing the subject site.



The arrows shown in the above figure represent potential connections and the general direction for connection placement. In each case, the specific alignments and design will be better determined upon review of a specific development application. In most cases, the connector alignments are not specific and are aimed at reducing potential neighborhood traffic impacts by better balancing traffic flows on neighborhood routes.

As part of the Comprehensive Plan Goal 9 Update under the City's periodic review work program, site development constraints were identified specific to wetlands, slope, floodplains and future roadway alignments. Figure 3 presents these property constraints and identifies developable acreage. While these constraints may limit future roadway connections, this TPR planning level analysis assumes connection points are consistent with those identified in the Troutdale TSP.

#### LANE CONFIGURATION AND TRAFFIC CONTROL

Figure 4 illustrates the 2025 lane configuration and intersection traffic control for the study area intersections.

#### TRANSPORTATION FACILITIES

The following summarizes the study area roadway classifications and descriptions as identified by Group Mackenzie:

TABLE 1 - ROADWAY CHARACTERISTICS						
Roadway	ODOT/City Classification	Posted Speed	Travel Lanes	Bike Lanes	On-Street Parking	Sidewalks
I-84	Interstate	60	6	No	No	No
SW Halsey Street	Arterial	45	2	Yes	No	No
NE 223 <sup>rd</sup> Avenue (NE Fairview Avenue)	Major Collector	35	2	Yes	No	Yes
NE 238 <sup>th</sup> Drive	Arterial	35	4	Yes	No	Yes
NE 244 <sup>th</sup> Avenue	Neighborhood	Unsigned	2	No	No	No
NW Marine Drive	Collector	55	5	Yes	No	Yes
W Historic Columbia River Highway	Collector	40	3	Yes	No	Yes
NW 257 <sup>th</sup> Avenue (NW Graham Avenue)	Arterial	45	5	Yes	No	Yes

CRASH ANALYSIS

When evaluating relative intersection safety, consideration is given to the total number and types of crashes occurring and the number of vehicles entering the intersection. This leads to the concept known as "crash rate," usually expressed in terms of the number of crashes occurring per one million vehicles entering the intersection (crashes/mev). Intersections having a crash rate less than 1.0 crashes/mev are generally considered relatively safe and for those with crash rates higher than 1.0 crashes/mev, consideration may be given to safety deficiencies.

Crash data for the study area intersections were provided by ODOT Crash Analysis and Reporting Unit (CARU) staff for January 2007 through December 2009. The following table represents calculated crash rates at the study intersections for the three-year data period. Annual traffic entering the intersections was estimated by multiplying the average daily traffic (ADT) entering the intersection by 365. ADT was estimated by multiplying the intersection PM peak hour volumes by a factor of 10.

Intersection	2007	2008	2009	Total	Crash Rate
NE 223 <sup>rd</sup> (Fairview) Avenue/NE Halsey Street	3	4	1	8	0.35
I-84 WB Ramps/NE 238 <sup>th</sup> Drive	0	3	3	6	0.33
I-84 EB Ramps/NE 238 <sup>th</sup> Drive	1	4	2	7	0.28
NE 238 <sup>th</sup> Drive/NE Halsey Street	6	0	8	14	0.48
NE 244 <sup>th</sup> Avenue/NE Halsey Street	2	1	0	3	0.38
I-84 WB On-Ramp/NW Marine Drive	1	0	1	2	0.12
I-84 EB Off-Ramp/NW Marine Drive	1	0	1	2	0.11
SW Halsey Street/W Historic Columbia River Hwy	0	1	0	1	0.15
I-84 WB Off-Ramp/NE Graham Road	1	1	2	4	0.34
I-84 EB On-Ramp/NE Graham Road	4	2	4	10	0.36
NW 257 <sup>th</sup> (Graham) Avenue/SW Halsey Street	4	1	2	7	0.24

All study intersections have crash rates below the 1.0 crashes/mev threshold. Therefore further consideration of safety deficiencies is not necessary.

### III. PLAN YEAR CONDITIONS

#### PLAN CONSIDERATIONS

As identified in the Troutdale TSP, the subject property is classified as a Town Center and is in the Pedestrian District in the 2040 Regional Transportation Plan (RTP). Town centers function as local activity areas and provides a range of local retail and service opportunities within close proximity to each other and to residents within a few miles of the designated area. Ideally, Town Centers offer special attractions of regional interest, simultaneously requiring and supporting a high-quality public transportation system and strong multi-modal arterial street access to regional centers.

#### MODE CHOICE

Troutdale TSP assumptions determined how many trips will be by various modes (single-occupant vehicle, transit, carpool, pedestrian, bicycle, etc.). The 2000 mode splits were incorporated into the TSP base model and adjustments to the mode split were made for the future scenario, depending on any expected changes in transit or carpool use. These considerations were built into the forecasts used for 2025.

Based on analysis of the forecasted mode choice in 2025, the TSP analysis was performed to determine the level of non-single occupant vehicle (SOV) mode share in Troutdale. The travel model provided estimates of the various modes of travel that can be generally assessed at the transportation analysis zone level. TSP Figure 4-12 summarizes the level of non-SOV mode share estimated for 2025 using the regional travel demand forecast model in comparison to the modal targets established in the RTP through Table 1-3 of the RTP.

As identified in TSP Figure 4-12, growth in non-SOV mode use for the subject property is assumed to be 1% or less. As such, for this analysis no vehicle trip reductions were assumed for either the current light industrial or the proposed general commercial zone designation. While it may be expected non-SOV mode trip share will increase for commercial uses, it was conservatively assumed to remain consistent with TSP assumptions.

#### BACKGROUND TRAFFIC GROWTH

Background growth is general traffic growth not related to specific projects. These volumes represent anticipated growth in the project area over the planning period. Individual neighborhoods and streets may have higher growth rates in the short term, but the overall growth rate is averaged over the planning period.

The background traffic growth was calculated using two methodologies for the study area intersections. For study area intersections also studied in the City of Troutdale draft Interstate 84 IAMP, 2035 volumes were reduced to 2025 volumes using individual turning movement growth rates contained in the IAMP. For the remaining study area intersections (those not studied in the IAMP), 2011 (existing) traffic volumes were increased to 2025 volumes using a 1.7% yearly growth rate based on the Troutdale TSP. This latter methodology results in a 24% increase in background traffic from 2011 to 2025 at the study area.

Further adjustments to background growth were made using engineering judgment to ensure volume balancing between the two methodologies. Adjustments were also made to account for errors found in the transportation analysis zone (TAZ) centroid connector linkages contained in the Metro Emme/2 model.

Figure 5 illustrates background traffic growth volumes for the PM peak hour at the study area intersections. Data and calculations are included in the appendix.

#### PEDESTRIAN, BICYCLE AND TRANSIT CONSIDERATIONS

The Troutdale TSP specifically identifies pedestrian, bicycle and transit master plans. The subject property is classified as a Town Center and a Pedestrian District in the RTP which are generally consistent with the rezone intent as the commercial zone designation will allow land uses contemplated by the Town Center and will likely result in an increase in pedestrian trips. TSP Figure 4-3 – Pedestrian Master Plan, Figure 4-4 – Bicycle Master Plan, Figure 4-5 – Future Transit Coverage, and Figure 4-6 – Transit Master Plan specifically present plan considerations which will not change with this rezone application. In fact, rezoning the subject property from LI to GC provides greater land use consistency with TSP goals and intent.

#### CURRENT ZONE DESIGNATION DEVELOPMENT ASSUMPTIONS

The property is currently zoned Light Industrial (LI) and totals 71 acres. Due to wetland, slope, floodplain and future roadway alignment constraints defined through the Goal 9 Update process, developable acreage is significantly less. As shown in Figure 3, the north property has 7.81 developable acres and the south property has 24.43 developable acres.

#### *Allowed Land Uses*

As identified in the Troutdale Development Code, the LI zone district is primarily intended for light, clean industries usually of a manufacturing or storage nature with little outdoor storage. These industries usually do not require rail access and have very little process visibility. They usually create little or no air or water pollution and have no nuisance factors such as bright yard lights, continuous noise or objectionable odors. Professional offices and limited retail sales are permitted in compliance with Title 4 of the Metro Urban Growth Management Functional Plan. Uses within the LI District may be located adjacent to residential uses with appropriate buffering.

The following uses and their accessory uses are permitted in the LI district:

- a. Secondary manufacturing, except any use having the primary function of storing, utilizing, or manufacturing toxic or hazardous materials
- b. Processing facilities, except any principal use involving the rendering of fats, the slaughtering of fish or meat, or the fermenting of foods such as sauerkraut, vinegar, or yeast
- c. Distribution centers
- d. Airport and related uses as defined by the Airport Planning Rule (OAR 660-013-0100), including airport supportive commercial and industrial uses such as maintenance facilities, hangars, aircraft tie-downs, passenger parking, and flight schools

- e. Warehouses
- f. Utility facilities, minor
- g. Research and development companies, experimental or testing laboratories
- h. Trade or commercial schools whose primary purpose is to provide training to meet industrial needs
- i. Public parks, parkways, trails, and related facilities
- j. One caretaker residence
- k. Corporate headquarters
- l. Professional offices, subject to the provisions of subsection 3.165(E) of this chapter. Troutdale Development Code Chapter 3 – Zoning Districts TDC 3 – 55
- m. Medical and dental clinics, subject to the provisions of subsection 3.165(E) of this chapter
- n. Product sales, service, and/or display accessory to any manufacturing, fabricating, or processing use, provided the sales, service, and/or display area does not exceed 15% of the gross floor area, or 3,000 square feet, whichever is less
- o. Wineries and breweries
- p. Other uses similar in nature to those listed above

*Proposed Land Uses*

For the current zone designation, the reasonable worst-case development was assumed to be a light industrial land use with 40% building area coverage.

PROPOSED ZONE DESIGNATION DEVELOPMENT ASSUMPTIONS

The property is proposed to be zoned General Commercial (GC). Consistent with the current zone designation assumptions, the north property has 7.81 developable acres and the south property has 24.43 developable acres.

*Allowed Land Uses*

As identified in the Troutdale Development Code, the GC zone district allows for intensive commercial uses in addition to those provided for in the Neighborhood Commercial (NC) and Community Commercial (CC) districts. The following uses and their accessory uses are permitted in the GC district:

- a. Any use permitted in the NC or CC district except for single-family detached dwellings, duplex, tri-plex, attached, and multi-family dwellings, and except that retail stores or businesses are not limited to 60,000 square feet of gross floor area. Retail establishments include, but are not limited to:
  - Barber or beauty shops, shoe repair stores, groceries, dressmaking or tailoring shops, photography studios, florist shops, book or stationary stores, gift shops, and art supply stores
  - Banks or savings and loan associations
  - Laundromat/dry cleaning establishments
  - Medical or dental clinics or laboratories
  - Motels or hotels
  - Newsstands
  - Restaurants (including drive-through) or taverns
  - Studios for art, dance, etc.
  - Professional offices



- b. Amusement enterprises, including pool halls, bowling alleys, and boxing arenas, theaters, auditoriums, printing, lithographing, or publishing
- c. The following uses, if conducted within a completely enclosed building with all outside storage of merchandise, supplies, or work areas screened from the public right-of-way and adjacent residential, apartment, and NC districts, are permitted:
- d. Automotive service stations, carpenter shops, cabinet shops, upholstering, plumbing shops, lumber yards (retail sales only), automotive repair, painting and incidental body and fender work, sign painting shops, tire shops, animal hospitals, and boarding kennels
- e. Accessory uses customarily incidental to any of the above uses when located on the same lot, provided that such uses, operations, or products are not objectionable due to odor, dust, smoke, noise, vibration, or similar causes
- f. Utility facilities, minor
- g. Other uses similar in nature to those listed above

#### ***Proposed Land Uses***

For the proposed zone designation, the reasonable worst-case development was assumed to be the most intensive permitted use in the GC zone district which is a shopping center land use with 20% building area coverage.

#### **TRIP GENERATION**

The difference between the current and proposed zone designation trip generation was calculated using data from the Institute of Transportation Engineers (ITE) *Trip Generation Manual*, 8<sup>th</sup> Edition.

The following more specifically describes the trip types generated by the development.

#### ***Total Trips***

Total trips are simply the number of vehicle trips to/from the proposed development and consist of shared, pass-by, diverted link, and primary trips. For analysis purposes, all trips are conservatively assumed to be made by motor vehicles. While it can be assumed a portion of the trips, especially those in the commercial zone designation, will be made alternate modes including bicycles and pedestrians, no reductions are made for these trip types.

#### ***Shared Trips***

Shared trips are those traveling to/from adjacent developments on the subject property and have both trip ends on the property. As such, these trips do not exit the property and do not affect the external roadway system. While it can be expected there will be some shared trips between the land uses, this analysis does not assume any shared trips and all trips are assumed to have external connections.

#### ***Pass-By Trips***

Pass-by trips are those traveling to/from the site and are already on the adjacent roadway system. These trips do not increase total roadway traffic volumes, but do add to site access turning movement volumes. No pass-by trips were assumed for the light industrial land use. Based on ITE weekday PM peak hour data, the average pass-by percentage of 34% was assumed for the shopping center land use.

***Diverted Link Trips***

Diverted link trips are those traveling to/from and are already in the area but not on the immediately adjacent roadways. Because of general roadway connectivity in the project area, no diverted link trips were assumed for either land use.

***Primary Trips***

Primary trips are the net new trips on the roadway system whose primary purpose is to visit the site. All light industrial trips are considered primary trips. For the shopping center, primary trips are total trips minus pass-by trips.

PM peak hour trip generation for both scenarios is presented in the following table:

TABLE 3 - TRIP GENERATION						
Zone Designation	Development	Description	Size (ksf)	PM Peak Hour		
				Enter	Exit	Total
Current (LI)	Light Industrial (ITE 110)	North Lot	136.1	16	116	132
		South Lot	425.7	50	363	413
		Total	561.8	66	479	545
<b>Primary (Net New) Trips</b>				<b>66</b>	<b>479</b>	<b>545</b>
Proposed (GC)	Commercial (ITE 820)	North Lot	68	124	129	253
		South Lot	212.8	389	405	794
		Total	280.8	513	534	1,047
<i>Pass By Trips</i>				<i>(168)</i>	<i>(168)</i>	<i>(336)</i>
<b>Primary (Net New) Trips</b>				<b>345</b>	<b>311</b>	<b>711</b>
<b>Trip Generation Difference (Proposed - Current)</b>				<b>279</b>	<b>-113</b>	<b>166</b>

As presented in the previous table, the proposed zone designation is anticipated to generate 166 more PM peak hour trips than the current zone designation.

## TRIP DISTRIBUTION

Entering and exiting trip distribution percentages for both the current and proposed zone designations were assumed consistent with the ITE *Trip Generation Manual*, 8<sup>th</sup> Edition data for the Light Industrial and Commercial land uses.

For the current zone designation, trip distribution was determined using Metro's Emme/2 Trip Based Demand Model. For the proposed zone designation, trip distribution was determined using current distribution patterns and engineering judgment. Generally, it is assumed commercial development trips will have a greater percentage of origins/destinations to/from the south than will industrial development trips.

## TRAFFIC ASSIGNMENT

Figure 6 illustrates total trip distribution and resulting traffic assignment for the current zone designation during the PM peak hour.

Figure 7 illustrates total trip distribution and resulting traffic assignment for the proposed zone designation during the PM peak hour. Figure 8 further illustrates the pass-by traffic assignment for the proposed zone designation during the PM peak hour.

Figure 9 illustrates the difference in primary traffic assignments between the current and proposed designations. As identified in this figure, the differences in trip enter/exit percentages and overall site trip distribution between the current and proposed zone designations results in differing levels of intersection impacts. Specifically, industrial uses have a low trip entering percentage and high exiting and commercial uses are approximately the same for both. Also, industrial uses have a higher trip distribution oriented toward I-84 than do commercial uses. These identified differences result in volume increases on some approach movements and decreases on others.

## CURRENT ZONE DESIGNATION TRAFFIC VOLUMES

Current zone designation traffic volumes are those anticipated to exist at the end of the planning period (2025). As previously identified, for IAMP studied intersections, 2035 volumes were reduced to 2025 volumes. For the remaining study area intersections (those not studied in the IAMP), 2011 (existing) traffic volumes were increased to 2025 volumes. Figure 10 presents 2025 current zone designation traffic volumes during the PM peak hour.

## PROPOSED ZONE DESIGNATION TRAFFIC VOLUMES

Proposed zone designation traffic volumes are the sum of current zone designation traffic volumes and the difference in primary traffic assignments between the current and proposed designations (i.e., Figure 10 + Figure 9). Figure 11 presents 2025 proposed zone designation traffic volumes during the PM peak hour.

## V. INTERSECTION AND ROADWAY ANALYSIS

### OPERATION ANALYSIS DESCRIPTION

Intersection operation characteristics are generally defined by two measurements: level-of-service (LOS) and volume-to-capacity (v/c) ratio. Multnomah County uses LOS and ODOT uses v/c ratio to determine intersection performance. Since both agencies have roadways within the project impact area, both measurements are included in the analysis.

LOS is a measure of the average control delay (in seconds) experienced by drivers at an intersection and is described by a letter on the scale from 'A' to 'F.' LOS 'A' represents optimum operating conditions and minimum delay. LOS 'F' indicates over capacity conditions causing unacceptable delay. Based on Multnomah County Design Standards Section 1.1.5 Design Level of Service, LOS 'D' is considered the acceptable minimum by Multnomah County for arterial and major collector roadways. Additionally, local streets intersecting arterials or collectors may be LOS 'F' during the peak hour if approved by the County Engineer.

The v/c ratio is a measurement of capacity used by a given traffic movement for an entire intersection. It is defined by the rate of traffic flow or traffic demand divided by the theoretical capacity. Based on ODOT's *1999 Oregon Highway Plan Including Amendments November 1999 through January 2006* (OHP), I-84 (Interstate 84) is an Interstate and a National Highway System (NHS) route. The OHP requires a maximum v/c ratio of 0.85 be maintained on I-84 at the study area ramp terminal intersections.

### PEAK HOUR FACTOR

The peak hour factor (PHF) is used to determine the design hour flow rate and is defined as the ratio of total hourly flow to the peak 15-minute flow rate within the hour. For analyses contained in this report, individual intersection movement PHF's were chosen following the ODOT Analysis Procedures Manual methodology. The greater value of 0.95 or existing value was used.

### OPERATION ANALYSIS

To address TPR requirements, system operations are evaluated at the end of the planning period identified in the adopted Troutdale TSP (2025) for the PM peak hour for the following plan year scenarios:

- 2025 Current Zone Designation
- 2025 Proposed Zone Designation

Analyses results are summarized in the following table. Calculation sheets from the analyses are included in the Appendix.

TABLE 4 - INTERSECTION OPERATION ANALYSIS - PM PEAK HOUR					
Intersection	Traffic Control	Mobility Standard		2025 Analysis Scenario	
				Current	Proposed
NE 223 <sup>rd</sup> (Fairview) Avenue/NE Halsey Street	Signal	LOS	D	D	D
I-84 WB Ramps/NE 238 <sup>th</sup> Drive	Signal	v/c	0.85	0.81	0.74
I-84 EB Ramps/NE 238 <sup>th</sup> Drive	Signal	v/c	0.85	0.69	0.67
NE 238 <sup>th</sup> Drive/NE Halsey Street	Signal	LOS	D	D	D
NE 244 <sup>th</sup> Avenue/NE Halsey Street	TWSC	LOS	D	C	D
I-84 WB On-Ramp/NW Marine Drive	Signal	v/c	0.85	0.63	0.77
I-84 EB Off-Ramp/NW Marine Drive	Signal	v/c	0.85	0.58	0.53
SW Halsey Street/W Historic Columbia River Hwy	TWSC	LOS	D	C	C
I-84 WB Off-Ramp/NE Graham Road	Signal	v/c	0.85	0.54	0.53
I-84 EB On-Ramp/NE Graham Road	Signal	v/c	0.85	0.75	0.75
NW 257 <sup>th</sup> (Graham) Avenue/SW Halsey Street	Signal	LOS	D	D	D

As shown in the previous table, operations at all intersections are anticipated to meet the County and ODOT mobility standards in 2025. In general, it should be noted the trip distributions for the current and proposed zone designations are different resulting in different intersection operation impacts. As a result, impacts are greater at some intersections and less at others.

Based on analysis performed at the NE 223<sup>rd</sup> (Fairview) Avenue/NE Halsey Street intersection, it is suggested the signal timing be modified to allow east and westbound left-turn protected/permitted phasing. This modification allows for an overall decrease in intersection queue lengths which is especially important for those movements anticipated to have long queues.

Overall, no capital improvements are necessary to address TPR requirements and as previously identified, rezoning the subject property from LI to GC provides greater land use consistency with Troutdale TSP goals and meets all TSP planning assumptions made for pedestrian, bicycle and transit modes of use.

## VI. SUMMARY

This analysis has been prepared to address both Multnomah County and ODOT requirements. In general, based on the materials contained in this analysis, the proposed comprehensive plan amendment and zone change does not significantly affect an existing or planned transportation facility as measured at the end of the planning period.

The following conclusions and recommendations are specifically based on materials contained in this analysis:

1. The proposed project is a zone change of an approximately 71-acre site in Troutdale, Oregon. The site is currently zoned Light Industrial. The proposed zone is General Commercial.
2. To address Transportation Planning Rule (TPR) requirements, system operations are evaluated at the end of the planning period identified in the adopted Troutdale TSP which is 2025. Specifically, analyses were conducted for the 2025 Current and Proposed Zone Designation scenarios.
3. The JTA I-84 Troutdale Interchange Improvement Project is currently under construction and is assumed constructed in the 2025 scenarios.
4. All study intersections have crash rates below the 1.0 crashes/mev.
5. As part of the Comprehensive Plan Goal 9 Update under the City's periodic review work program, site development constraints were identified specific to wetlands, slope, floodplains and future roadway alignments. This TPR planning level analysis assumes roadway connection points are consistent with those identified in the Troutdale TSP.
6. The pedestrian, bicycle and transit master plan elements of the Troutdale TSP will not change with this rezone application. In fact, rezoning the subject property from LI to GC provides greater land use consistency with TSP goals and intent.
7. Operations at all intersections are anticipated to meet the County and ODOT mobility standards in 2025. In general, it should be noted the trip distributions for the current and proposed zone designations are different resulting in different intersection operation impacts. As a result, impacts are greater at some intersections and less at others.
8. Based on analysis performed at the NE 223<sup>rd</sup> (Fairview) Avenue/NE Halsey Street intersection, it is suggested the signal timing be modified to allow east and westbound left-turn protected/permitted phasing. This modification allows for an overall decrease in intersection queue lengths which is especially important for those movements anticipated to have long queues.
9. Overall, no capital improvements are necessary to address TPR requirements and rezoning the subject property from LI to GC provides greater land use consistency with Troutdale TSP goals and meets all TSP planning assumptions made for pedestrian, bicycle and transit modes of use.