

A G E N D A

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METRO

Agenda

MEETING: METRO COUNCIL WORK SESSION MEETING
DATE: October 21, 2003
DAY: Tuesday
TIME: 1:00 PM
PLACE: Metro Council Chamber

CALL TO ORDER AND ROLL CALL

- | | | | |
|---------|----|---|----------|
| 1:00 PM | 1. | DISCUSSION OF AGENDA FOR COUNCIL REGULAR MEETING, OCTOBER 23, 2003 | |
| 1:15 PM | 2. | OREGON ZOO PRESCHOOL FOLLOW-UP | Vecchio |
| 1:45 PM | 3. | TITLE 4 RSIA - FACTORS FOR ASSESSING INDUSTRIAL LANDS FOR REGIONALLY SIGNIFICANT INDUSTRIAL AREAS | Weber |
| 2:45 PM | 4. | POWELL/FOSTER CORRIDOR BRIEFING | Weighart |
| 3:05 PM | 5. | CITIZEN COMMUNICATION | |
| 3:15 PM | 6. | CHIEF OPERATING OFFICER COMMUNICATION | |
| 3:25 PM | 7. | COUNCILOR COMMUNICATION | |

ADJOURN

OREGON ZOO PRESCHOOL FOLLOW-UP

Metro Council Work Session
Tuesday, October 21, 2003
Metro Council Chamber

METRO COUNCIL

Work Session Worksheet

Presentation Date: October 21, 2003 Time: 2:15 p.m. Length: 30 minutes

Presentation Title: Proposed Zoo Preschool

Department: Zoo

Presenters: Tony Vecchio, Sarah Chisholm, Roger Yerke

ISSUE & BACKGROUND

The Oregon Zoo Education Division proposes to operate a year-round preschool. The Zoo offers a broad range of education programs to a variety of audiences for the purpose of furthering its mission and has identified a preschool as an effective addition to that effort. The decision to initiate a preschool program is based upon a matrix comparing audiences and current program offerings, existing program resources and expertise, educational potential, and budgetary viability.

The Zoo preschool will be a unique educational offering in the community. Modeled on the Reggio Emilia approach, it will provide participants with a rich formative introduction to the natural world. Education research indicates that a person's attitudes toward nature and the environment are formed very early in life based upon the amount of exposure and experience with the natural world as a child. This is the reason the Zoo puts a heavy emphasis on serving and influencing this particular audience. Young children and their families are a traditional audience for the Zoo and its education programs. In addition to the experiences of a general Zoo visit we currently offer *Zoo Experiences* and *Animals A to Z*, short parent/child classes (90 minutes to two hours). The Zoo's summer camp program provides one week day camp experiences for about 984 four and five year olds annually. The Zoo also partners with Head Start Schools with a series of classroom visits in support of the Head Start science curriculum.

Some Zoo education programs seek to create a more intense long-term influence on a small number of participants. The Zoo Animal Presenters is an example of this. Only ten participants enter the two-year program each year. The experience results in significant transformative changes in the direction of the participants' lives and their attitudes toward the environment. The Zoo preschool will use this strategy. Sixty young children will receive a full year of learning in the Zoo environment. It is expected that this long-term experience with a small number of participants will be the beginning of a life-long commitment to creating a better future for wildlife.

OPTIONS AVAILABLE

IMPLICATIONS AND SUGGESTIONS

Audience

The primary potential audiences for the preschool will come from commuters passing the Zoo on their way to work and families in neighborhoods near the Zoo. Consultation with other day care and preschool providers, written and e-mail surveys from current zoo members and program users were used to assess the level of interest in a Zoo preschool and the criteria deemed most important by potential users. Convenience in terms of location near to the home or work was the most important criterion for parents. Class size was second in importance. Cost was third. The Zoo's location on Highway 26 and the westside MAX line will make it very convenient for parents commuting to work, either east or west. Data from the Metro Planning department, TriMet, and the Oregon Department of Transportation show over 14,000 vehicles passing by the Zoo each morning between 7:00 and 8:00 a.m.

Marketing will target families of working professionals with incomes of \$50,000 or more. Use of the Reggio Emilia model of instruction, limited enrollment, the unique qualities of the Zoo, low staff to student ratios, and the location on a commuter route between downtown Portland and Washington County business centers combine to create a program which will attract this audience.

Market Position

An analysis of other providers available in the market and their associated fees and services was completed to determine where the Zoo preschool would fit. The cost for one month of school without after care ranges from \$700 to \$1,200 a month. The sample included several established preschools including Montessori schools, the German/American School, Oregon Episcopal School, and Catlin Gable School. The Zoo preschool is positioned slightly below the median of the range.

Program Description

The curriculum will be based on the Reggio Emilia model with pedagogical approaches such as small group, student driven learning, long term projects using collaboration, use of environment as teacher, capitalizing on children's multiple symbolic languages (painting, drama, sculpture, model construction), and building relationships between home and school (parental involvement). All of these will be tied together with themes related to animal appreciation, wildlife, nature, ecology, and science. Reggio Emilia is gaining increasing recognition nationally as a progressive approach to early childhood education. There is a growing, unmet demand for this kind of programming among parents who are knowledgeable and concerned about their child's education.

The preschool will operate Monday through Friday from 8:30 a.m. to 3:30 p.m. with early care available at 7:30 a.m. and after care available until 6:00 p.m. There will be

four classrooms with a maximum capacity of 15 students in each room making the total capacity for the preschool 60 students.

Staffing

At full capacity a total of 11 staff will operate the program. One lead teacher will be responsible for coordination of the program and curriculum, and supervision of the instructional staff. Four teachers will deliver classroom instruction and guidance. Four assistant teachers will support classroom activities. Two half-time aides will supervise children in the aftercare program. Pay rates for these positions were determined using a study of preschool salaries in the Portland metropolitan area and an analysis of classifications in the Metro pay plan by Metro Human Resources. The lead teacher will be an exempt position with a starting salary of approximately \$36,924. Teachers and assistant teachers will be non-exempt starting at \$14.56/hour and \$11.97/hour respectively. Aftercare aides will be paid \$8/hour. These rates are very competitive in the current market and should attract high caliber applicants.

Facilities

The preschool will be housed in four classrooms in two modular structures. The modular structures will be purpose built for preschool programming with appropriate furniture and equipment. Each classroom will have a bathroom. The buildings will have an adjoining secure, fenced playground with outdoor play structures and controlled access to the Zoo grounds. The exterior entrance to the facility will provide a convenient and safe curbside area for arrival and departure. The facility will be sited at the area currently occupied by the old entrance/gift shop/café facility across from the tiger exhibit. After demolition of the old facilities the area will be graded and old utilities replaced. New landscaping will improve the appearance of the area both inside and outside of the Zoo perimeter fence.

QUESTION(S) PRESENTED FOR CONSIDERATION

LEGISLATION WOULD BE REQUIRED FOR COUNCIL ACTION __ Yes __ No
DRAFT IS ATTACHED __ Yes __ No

SCHEDULE FOR WORK SESSION

Department Director/Head Approval _____
Chief Operating Officer Approval _____

Zoo Preschool Full-Year Profit and Loss Statement Estimates

BEST CASE SCENARIO	Monthly Fee	Number Enrolled	Monthly Total	Annual Total
Revenue				
Preschool Fee	\$900	60	\$54,000	\$648,000
Before & After Care Fee	300	30	9,000	108,000
Total Revenue			\$63,000	\$756,000
Expenditures				
Personal Services (10 FTE)			\$33,426	\$401,116
Materials & Services			7,898	94,780
Total Expenditures			\$41,325	\$495,896
Total Net Profit				\$260,104
Excise Tax				56,700
Total Profit to the Zoo				\$203,404

WORST CASE SCENARIO	Monthly Fee	Number Enrolled	Monthly Total	Annual Total
Revenue				
Preschool Fee	\$900	37	\$33,300	\$399,600
Before & After Care Fee	300	16	4,800	57,600
Total Revenue			\$38,100	\$457,200
Expenditures				
Personal Services (7 FTE)			\$23,661	\$283,935
Materials & Services			7,898	94,780
Total Expenditures			\$31,560	\$378,715
Total Net Profit				\$78,485
Excise Tax				34,290
Total Profit to the Zoo				\$44,195

MOST LIKELY SCENARIO	Monthly Fee	Number Enrolled	Monthly Total	Annual Total
Revenue				
Preschool Fee	\$900	50	\$45,000	\$540,000
Before & After Care Fee	300	20	6,000	72,000
Total Revenue			\$51,000	\$612,000
Expenditures				
Personal Services (9 FTE)			\$30,389	\$364,674
Materials & Services			7,898	94,780
Total Expenditures			\$38,288	\$459,454
Total Net Profit				\$152,546
Excise Tax				45,900
Total Profit to the Zoo				\$106,646

Notes:

Capital costs are not included in this analysis.

First year of operation (FY 04-05) is expected to generate revenue for only 10 months.

TITLE 4 REGIONALLY SIGNIFICANT INDUSTRIAL AREAS

Metro Council Work Session
Tuesday, October 21, 2003
Metro Council Chamber

METRO COUNCIL

Work Session Worksheet

Presentation Date: October 21, 2003

Time:

Length: 60 minutes

Presentation Title: Title 4 RSIA – Factors for assessing industrial land for RSIA designation

Department: Planning

Presenters: Mary Weber

ISSUE & BACKGROUND

In December 2002, the Metro Council amended the urban growth boundary. The Council added some land to accommodate future jobs. In June of 2004, the Council will make another urban growth boundary decision to meet the remaining need for industrial land. As part of the planning requirements of the periodic review of the urban growth boundary, Metro must adopt policies to ensure that the lands inside the boundary are being used efficiently. For industrial lands, the Council adopted a policy and new regulations, called Regional Significant Industrial Areas (RSIA), which establishes restrictions on uses, and partitioning of land in the RSIA designated industrial areas. In December 2002, a map showing potential RSIA areas was adopted and a timeline for adoption of a specific RSIA map was set for December 2003.

At the Council work session on October 14, 2003, staff presented to the Council the local jurisdiction proposals for areas to be designated as RSIA's. The Council directed staff to bring back more information about the different areas and provide a data on characteristics and an analysis with factors.

Attached for the Council's review is the memo to MTAC that lists the different factors for assessing potential RSIA's.

OPTIONS AVAILABLE

Option 1: Council could direct staff to staff to make changes to map and prepare an ordinance.

Option 2: Council could direct staff to proceed with the October 14th map.

IMPLICATIONS AND SUGGESTIONS

If the Council chooses Option 1, to proceed with the existing language and have staff make recommendations for additions to the RSIA map; Metro may experience resistance from a number of jurisdictions to implementing the RSIA regulations.

Staff offers no recommendation at this time.

QUESTION(S) PRESENTED FOR CONSIDERATION

Shall staff draft an alternative RSIA map?

LEGISLATION WOULD BE REQUIRED FOR COUNCIL ACTION ☒ Yes ☐ No
DRAFT IS ATTACHED ☐ Yes ☒ No

SCHEDULE FOR WORK SESSION

Department Director/Head Approval _____

Chief Operating Officer Approval _____

June 30, 2003

To: MTAC

From: Mary Weber, Manager
Community Development

Regarding: Recommended Factors for identifying RSIA's

Introduction

As part of Ordinance 02-969B, Title 4 was amended to include Regionally Significant Industrial Areas (RSIA),

As reported in the *Urban Growth Report: An Employment Land Need Analysis 2002-2022*, the supply of industrial land is often eroded by commercial absorption. Historical experience suggests 15% to 20% of industrial land is consumed by commercial enterprises operating in industrial zones¹. Under past practices and policies, Metro estimates about 2,800 net acres of industrial land would be converted commercial uses/development over the 20 year planning period. We estimate that about half (or 1,400 net acres) of the industrial land will be protected by the new regulations. As reported in the *Urban Growth Report: An Employment Land Need Analysis 2002-2022*, the industrial land shortfall is 5,684.9 net acres but with the additional RSIA protection limiting conversion by 1,400 net acres, the net shortfall of industrial land is 4,284.9 net acres².

In concept RSIA's are industrial areas with unique industrial attributes that cannot be duplicated elsewhere in the region especially by the mere expansion of the UGB. Such places might include areas adjacent to the Port of Portland terminal facilities, near rail yards, or adjacent to high tech locations need specialty gasses, electrical infrastructure and so on. A concept map depicting those industrial areas in the pre-expansion urban growth boundary was included in the ordinance. By December 31, 2003, Metro is required to adopt a map of RSIA land with specific boundaries derived from the generalized map adopted in Ordinance No. 02-969B.

As part of the discussion about these new regional regulations was the promise to re-look at the new restrictions and possibly refine the code language before the Metro is required to adopt the RSIA map in December. As Metro and the jurisdictions work to identify the specific boundaries, MTAC may also choose to re-examine the regulatory language. A copy of the adopted code language is attached.

Finally, questions have arisen as to what if any benefits will the local jurisdiction receive if an industrial area is designated as an RSIA. In the MTIP, transportation projects can be award a higher percentage of the total project cost (89.73 versus 70 percent) if the project "highly benefits" industrial areas. However the resolution establishing this advantage does not differentiate between RSIA land and other industrial areas.

¹ UGR page 31

² UGR Addendum page 46

Drafting the Concept Map of RSIA's

The RSIA concept map was developed by superimposing the Title 4 map, the RTP intermodal map, and the Industrial Employment Losses and Gains maps produced from the MetroScope base case model run covering the time period from 2000-2025. The results of this analysis are reflected in the concept map that shows the areas where these regulations might apply. In general the gains (circled on the map in red) are expected in the large industrial areas comprised of the Columbia Corridor, the Portland Harbor, the Clackamas Industrial District, the Tualatin/Wilsonville Industrial District and the Hillsboro Industrial District. While conversely, industrial losses (circled on the map in yellow) are likely to occur in the Central City, Eastside Industrial area, Highway 217 corridor, Highway 224 corridor and Vancouver CBD³.

Ordinance Intent

Code section 3.7.420 A states that:

Regionally Significant Industrial Areas are those areas that offer the best opportunities for family-wage industrial jobs. Each city and county with land use planning authority over areas shown on the Generalized Map of Regionally Significant Industrial Areas adopted in Ordinance No. 02-969 shall drive specific plan designation and zoning district boundaries of the areas from the Map, taking into account the location of existing uses that would not conform to the limitations on non-industrial uses in subsection C, D and E of the section and the need of individual cities and counties to achieve a mix of types of employment uses.

Recommended Factors

RSIAs are industrial areas with unique industrial attributes that cannot be duplicated elsewhere in the region especially by the expansion of the UGB. Industrial areas to consider for designation as Regionally Significant Industrial Areas conform to some or all of the following factors:

Distribution

- Areas serve as support industrial land for major regional transportation facilities such as marine terminals, airports and rail yards.

Services

- Availability and access to specialized utilities such as specialty gases, triple redundant power, abundant water, dedicated fire and emergency response services

Access

- Within three miles of I-5, I-205, I-84 (within the UGB), State Route 224 (within the UGB), the Columbia Corridor

Proximity

- Located within close proximity of existing like uses

Use

- Predominately industrial uses

³ Information is based on MetroScope modeling results

Reasons not to designate an industrial area as a RSIA

Not all industrial areas need additional restrictions that come with the RSIA designation. Here are a few examples of reasons why an industrial area should not be designated as a RSIA.

- The industrial site/area is surrounded on several sides by residential uses. In this case it is unlikely that the area will expanded or be maintained over time because of the conflicts with residential uses.
- Existing non-conforming uses make it unlikely that the conflict between uses will diminish and that over time the area might be better zoned for employment uses.
- Flexibility of employment uses on the site is important for redevelopment to occur.

Agenda Item Number 4.0

POWELL FOSTER CORRIDOR STUDY BRIEFING

Metro Council Work Session
Tuesday, October 21, 2003
Metro Council Chamber

METRO COUNCIL

Work Session Worksheet

Presentation Date: October 21, 2003 Time: 2:00 p.m. Length: 20 minutes

Presentation Title: Powell/Foster Corridor Study - Phase I Recommendations

Department: Planning

Presenters: Bridget Wieghart

ISSUE & BACKGROUND

The staff report to resolution #03-3373 (attached) sets forth the background and issues.

OPTIONS AVAILABLE

The Phase I corridor study examined a number of roadway, transit, bicycle and pedestrian improvement options. The attached resolution #03-3373 contains Phase I Recommendations (Exhibit A) for either a specific project or further study for each segment or service and mode. The Phase I Recommendations represent a consensus of study partners and have been approved by TPAC and JPACT. The options reviewed are referenced in the attached Recommendations and will be summarized along with the recommendations in a power point presentation at the Council work session.

IMPLICATIONS AND SUGGESTIONS

The Department proposes adoption of the Phase I Recommendations as they represent the conclusions of a year-long technical and public involvement effort. The corridor plan was undertaken in close partnership with the Cities of Portland and Gresham, Multnomah and Clackamas County, the Oregon Department of Transportation and TriMet. The Recommendations represent a consensus of partners and also include specific next steps for implementation. In each case, a recommendation to either affirm or amend the Regional Transportation Plan (RTP) is included. The resolution directs staff to incorporate proposed changes into the RTP update, which is currently being developed for adoption later this fall. Failure to adopt the recommendations would likely result in the inability to incorporate recommendations into the current RTP update and may delay implementation of proposed projects and studies.

QUESTION(S) PRESENTED FOR CONSIDERATION

The Department requests that the Council approve resolution #03-3373 which adopts the Phase I Recommendations of the Powell/Foster Corridor Study.

LEGISLATION WOULD BE REQUIRED FOR COUNCIL ACTION ☒ Yes ☐ No
DRAFT IS ATTACHED ☒ Yes ☐ No

SCHEDULE FOR WORK SESSION

Department Director/Head Approval

Chief Operating Officer Approval



STAFF REPORT

RESOLUTION 03-3373; FOR THE PURPOSE OF ENDORSING THE RECOMMENDATIONS OF THE PHASE I POWELL/FOSTER CORRIDOR TRANSPORTATION PLAN.

Date: October 9, 2003

Presented by: Richard Brandman

PROPOSED ACTION

This resolution would endorse the recommendations of the Phase I Powell Boulevard/Foster Road Corridor ("Corridor") Transportation Plan. The recommendation identifies a work program to complete planning work and develop projects to address the transportation needs in the Corridor. It also directs Metro staff to develop related amendments to the 2000 Regional Transportation Plan (RTP) and to work with jurisdictional staff on associated local plan amendments.

BACKGROUND

Chapter 6.7.6 of the 2000 RTP lists the Powell Boulevard/Foster Road corridor as corridor where transportation needs have been identified but where a major corridor planning study is needed to be determine the function, mode and general location of improvements before projects can be fully defined for implementation.

In 2001, Metro undertook a regional effort to develop a strategy for the completion of the 18 corridor refinement plans identified in the RTP. That analysis found that recent and anticipated growth would create high levels of congestion in the Powell/Foster corridor. In order to provide access to key land uses and support implementation of the 2040 land use plan, planning work in this corridor was determined to be a top priority. Accordingly, this corridor was identified for completion in the short term in the corridor refinement work program, which was adopted as an amendment to the RTP in June of 2002.

In 2002-03, Metro led the first phase of an effort to develop the Powell/Foster Corridor Transportation Plan. Funded by a combination of Metro and State Transportation Growth Management funds, the effort was undertaken in partnership with Multnomah and Clackamas counties, the cities of Portland and Gresham, ODOT and Tri-Met. Partner jurisdictions participated in technical advisory and project management committees, which oversaw the work and developed the recommendations attached as Exhibit A.

The overall goal of Phase I was to "define and preliminarily evaluate an initial range of multi-modal alternatives that will accommodate the 2020 corridor travel demand in a way that support the 2040 Concept Plan". The effort resulted in completion of an existing conditions and needs analysis for the corridor, development and evaluation of a range of multi-modal transportation alternatives, and refinement and selection of a smaller group of alternatives for more detailed planning work. The recommendations attached as Exhibit A to the resolution identify specific projects and other actions needed to address long-term transportation needs.

Outreach Activities

The study included an extensive public involvement program. In order to ensure that a wide cross section of the community had the opportunity to be involved in the study, outreach for the Powell/Foster Transportation Corridor Plan was closely coordinated with other planning efforts in the corridor. These efforts included the Lents Revitalization Plan, the Inner Foster Road Transportation and Streetscape Plan, ODOT's Powell Boulevard Preservation Project, Gresham's Powell Boulevard Schematic Design Study, the Pleasant Valley Concept Plan Implementation, the Damascus Concept Plan and the Sunrise Corridor Phase I EIS.

Input was also solicited through scientific and non-scientific surveys, open houses, stakeholder interviews, mailings and an on-line questionnaire. Metro and jurisdictional staff made presentations and obtained input from the East Multnomah County Transportation Coordinating Committee and other elected officials, neighborhood associations throughout the corridor, the Pleasant Valley Steering Committee, and other public meetings associated with planning efforts in the corridor.

Special outreach efforts were made in areas where roadway widening were considered or concerns were anticipated. Since alternatives were being considered on several roads heading into Pleasant Valley and residents were engaged in intensive planning activities, information was provided in Pleasant Valley Plan newsletters and input solicited at each Pleasant Valley Forum.

Because the study was considering widening of Powell from I-205 to SE 174th Avenue, special outreach efforts were made in that area. The AIM survey project, which engaged high school students in a 10-week course, won an American Planning Association award. During the AIM project, students studied planning concepts and developed, conducted and tabulated results of a survey. As a part of this process, information was provided to over 1000 parents of elementary school children in the immediate project vicinity. Approximately 400 of these parents completed a survey about transportation needs and preferences in the area. Project staff visited all neighborhood associations along this segment of Powell several times. Specific questions were asked about widening Powell in this area on the random sample scientific surveys and the web-based questionnaire. A 5,000 person mailing prior to the open houses in June 2003 targeted property owners near this section of Powell.

Additional, targeted, outreach will be incorporated into the more detailed planning efforts, particularly in the areas of proposed roadway widenings.

ANALYSIS /INFORMATION

1. Known Opposition

Public outreach activities for the study found generally positive support for multi-modal projects and strong support for roadway widening. As part of the outreach program, staff addressed initial concerns expressed by several neighborhood associations. Although some concerns remain about specific proposals by individuals, no strong group opposition is

known to any of the recommended actions. While the public involvement program for the plan was extensive, given the scope of the study and size of the corridor it will be important for the more detailed planning efforts to include significant, additional outreach. Public involvement will need to be especially targeted in the areas of proposed roadway widenings.

2. Legal Antecedents

The Oregon State Transportation Planning Rule (TPR) section 660-12-020 requires that regional transportation system plans establish a coordinated network of transportation facilities adequate to serve regional transportation needs. Section 660-12-025 of the TPR allows Metro and other Metropolitan Planning Organizations to defer decisions regarding function, general location and mode as long as they can demonstrate that the refinement effort will be completed in a timely manner. On June 15, 2001, the 2000 RTP was acknowledged by the Land Conservation and Development Commission (LCDC). In the summer of 2002, the RTP was amended to incorporate a work program for completion of the corridor refinement studies that are needed to develop solution to transportation problems. That work program identified the Powell/Foster corridor as a top priority.

3. Anticipated Effects

The Powell/Foster corridor represents a key transportation challenge and an opportunity toward meeting regional land use goals. Despite policy changes to level-of-service standards that permit greater levels of congestion, significant multi-modal improvements will be needed in order to continue to serve transportation needs of the communities and industrial areas in southeast Portland and Gresham. The corridor also provides access to Damascus, Springwater and Pleasant Valley areas that have recently been added to the Urban Growth Boundary. The Phase I recommendation identifies a number of roadway, transit, bicycle and pedestrian projects that are needed to serve corridor transportation needs over the next twenty years. It also establishes a work program for completion of more detailed planning and a timeline for implementation. The Powell/Foster Corridor Plan Recommendations are timely and needed to allow for implementation of the 2040 land use plan and to serve key growth areas.

4. Budget Impacts

The resolution calls for commencement of Phase II in the near term. This project will proceed in coordination with completion of initial phase of the Damascus Concept Plan in the winter of 2004-05. Phase II has a total of \$500,000 of MTIP funding in place. The rest of the anticipated \$1 million Phase II costs will be budgeted through on-going planning funds, which support planning staff. In the longer term, construction funds for corridor improvements, which are or will be in the RTP will be sought through the usual variety of federal, state, regional and local monies.

RECOMMENDED ACTION

Approval is sought of resolution number 03-3373.

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF ENDORSING)	RESOLUTION NO. 03-3373
THE RECOMMENDATIONS OF THE)	
POWELL/FOSTER CORRIDOR)	Introduced by Councilor Rod Park
TRANSPORTATION PLAN)	

WHEREAS, on August 10, 2000 the Metro Council adopted Metro's 2000 Regional Transportation (RTP) Update with the intent to adopt subsequent amendments from specific outstanding corridor studies; and

WHEREAS, the 2000 RTP, adopted by ordinance, together with portions of the 1996 Urban Growth Management Functional Plan serve as the regional Transportation System Plan ("TSP") required by the state Transportation Planning Rule and the Regional Metropolitan Transportation Plan required by federal law; and

WHEREAS, the Oregon Transportation Planning Rule requires metropolitan planning agencies to identify areas where refinement planning is required to develop needed transportation projects and programs not included in the TSP; and

WHEREAS, Chapter 6.7.6 of the RTP lists specific corridors where a transportation need has been identified but a major corridor planning study is needed to determine the function, mode and general location of an improvement before a project can be fully defined for implementation;

WHEREAS, on July 19, 2001 the Metro Council adopted Resolution No. 01-3089 for the purpose of endorsing the findings and recommendations of the Corridor Initiative Project which identified a work program for completion of the corridor refinement plans; and

WHEREAS, on June 27, 2002 the Metro Council adopted Ordinance number 02-946A amending the RTP to incorporate the corridor refinement work program; and

WHEREAS, due to the current and anticipated growth and congestion and the need to provide transportation access to support the 2040 Plan and urban expansion areas, that resolution identified the Powell/Foster Corridor as a priority for completion in the first planning period; and

WHEREAS, Metro received a Transportation Growth Management grant from the State of Oregon for the 2002-03 biennium which helped fund Phase I of the Powell/Foster Corridor Transportation Plan; and

WHEREAS, the Phase I refinement planning has been completed with involvement by Multnomah and Clackamas counties, the Cities of Portland and Gresham, the Oregon Department of Transportation (ODOT) and TriMet; and

WHEREAS, the jurisdictions participated in a technical advisory committee and project management group which reviewed the corridor existing conditions, needs and preliminary transportation alternatives, and developed the Phase I plan recommendations; and

WHEREAS, the project included a significant public involvement program as further outlined in the staff report to this resolution; and

WHEREAS, Metro has coordinated extensively with the various land use and transportation planning efforts in the corridor as described in the staff report to this resolution; and

WHEREAS, Exhibit "A" of this resolution contains key findings and recommendations from Phase I of the Powell/Foster Corridor Transportation Plan and outlines specific subsequent actions for planning and project development work ("next steps"); now therefore,

BE IT RESOLVED,

1. That the Phase I Powell/Foster Corridor Transportation Plan Recommendations (Exhibit A) are hereby approved and adopted as a program for additional project development and planning work in the corridor; and
2. That Metro Council directs staff to prepare amendments to the RTP in accordance with the Phase I Recommendations; and
3. That Metro Council directs staff to initiate Phase II of the Powell/Foster Corridor Plan and to work with other jurisdictions to implement appropriate local plan amendments and additional planning and project development efforts as outlined in the Recommendations.

ADOPTED by the Metro Council this _____ day of _____, 2003.

David Bragdon, Council President

Approved as to Form:

Daniel B. Cooper, Metro Attorney

Powell/Foster Corridor Transportation Plan

PHASE I RECOMMENDATIONS

1.0 INTRODUCTION

This document presents recommendations for Phase I of the Powell Boulevard/Foster Road Corridor Transportation Plan based on results of a process that evaluated various multi-modal (transit, roadway, bicycle and pedestrian) improvements.

1.1 Project Background

The Powell/Foster Corridor represents both a key transportation challenge and an opportunity to meet 2040 regional land use goals. Metro's Regional Transportation Plan (RTP) identifies the Powell/Foster as a top priority among corridor requiring refinement plans. Despite policy changes to level-of-service standards that permit greater levels of congestion, significant multi-modal improvements will be needed in order to continue to serve transportation needs of the communities and industrial areas in southeast Portland and Gresham. The corridor is also critical to providing access to the planned growth areas in Damascus, Springwater and Pleasant Valley that have recently been added to the Urban Growth Boundary.

1.2 Study Process

In the fall of 2002, Metro commenced a Phase I Corridor Transportation Plan. The purpose of Phase I was to define and preliminarily evaluate an initial range of multi-modal alternatives that will accommodate the 2020 corridor travel demand in a way that supports the 2040 Concept Plan. The Cities of Portland and Gresham, Multnomah and Clackamas counties, the Oregon Department of Transportation (ODOT) and TriMet partnered with Metro in this planning effort. The planning effort was funded by a combination of Metro and State Transportation Growth Management Grant funds.

Some of the key criteria used to develop and evaluate alternatives were:

- Cost-effectiveness;
- Impacts to neighborhoods and the environment;
- Preservation of the through movement function of the alternatives;
- Safety; and
- Opportunities for access management

The details of the Plan goals and evaluation criteria, the multi-modal transportation alternatives studied, evaluation findings and preliminary cost estimates are available in the *Powell/Foster Corridor Transportation Plan: Initial Alternatives Evaluation Report* (September 2, 2003). All study reports are available through Metro and will be posted on the Powell/Foster study webpage of Metro's website (www.metro-region.org).

1.3 Organization of This Recommendation

This Phase I recommendation is organized by transportation mode and facility segment or route. Maps are provided for segments where various roadway capacity improvements were considered. For each segment or service, a brief summary of conclusions from the Phase I evaluation of alternatives is presented. More complete conclusions and rationale for the recommendations are contained in the *Selection and Refinement of Multi-modal Improvements Report* (September 16, 2003). The recommendations section describes projects or studies to address the transportation needs in the corridor. The next steps section outlines specific actions and responsibilities for implementing the recommendations.

Projects have been prioritized into three categories based on needs: short-term (within 0 to 5 years); intermediate-term (5 to 10 years); and long-term (10+ years). The actual scheduling for implementation will depend on individual jurisdictional decisions and the availability of funding.

2.0 ROADWAY RECOMMENDATIONS

2.1 Powell Boulevard

2.1.1 Powell Boulevard (Ross Island Bridge to I-205)

Summary Conclusion: Due to the built environment, excellent grid system of streets and numerous transit options, this portion of the corridor was not considered for roadway widening. However, the review of existing conditions and concerns raised through public outreach identified significant pedestrian, safety and urban design issues that need to be addressed in a more detailed study.

Recommendation: Develop and implement streetscape improvements to Powell Boulevard between the Ross Island Bridge and SE 50th Avenue. In the short term, a streetscape study should consider enhancements to the aesthetic environment and evaluation of pedestrian safety. It should also address specific issues identified by community members such as pedestrian crossing improvements at Powell Park and Cleveland High School, Creston Park and Creston School and SE Milwaukie, SE 17th and SE 39th Avenues. Pedestrian crossing improvements could include signalized intersections and raised medians.

Next Steps: The City of Portland Office of Transportation (PDOT), ODOT and Metro should consider amending the Financially Constrained RTP to include a streetscape plan of Powell Boulevard in the short-term led by PDOT. The plan will identify specific intersection modifications, pedestrian and transit facilities and aesthetic improvements. ODOT, TriMet, neighborhood associations and Metro will assist in this planning effort.

2.1.2 I-205/Powell Boulevard Interchange

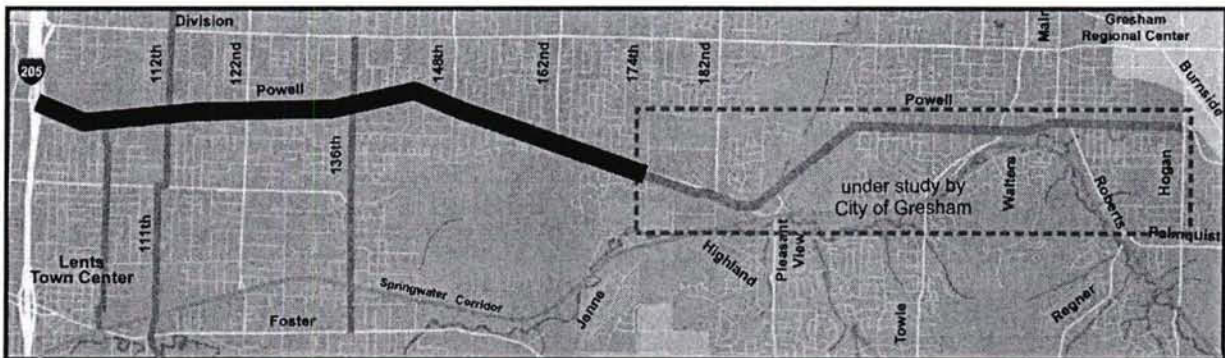
Summary Conclusion: The intersection of SE 92nd Avenue and Powell Boulevard is already congested during peak periods. Lack of full turn movements is anticipated to cause severe traffic queues (to Division, Holgate, 82nd Avenue and extending onto the freeway itself) by 2020. Public

outreach found strong support for revising the restricted interchange movements at the Powell/I-205 interchange ramps.

Recommendation: In the short-term, design and construct improvements to allow full turn movements at the Powell Boulevard and I-205 interchange for construction in the short term. An I-205 ramp improvement study at Powell Boulevard and Foster Road is currently in the RTP.

Next Steps: Implement RTP (Priority System) Project No. 1164 to plan and design the interchange improvements. Amend the RTP to add a project for construction of the ramp improvements. Metro and ODOT should consider amending the RTP to advance the timing of both design and construction projects into the Financially Constrained System for completion in the short-term. ODOT should lead a design study to evaluate modifications to the existing overpass with full access ramps to I-205. The study should also address impacts to the interchange influence area along Powell Boulevard, Division Street, and SE 92nd Avenue. PDOT, Multnomah County, TriMet and Metro should participate in this design effort.

2.1.3 Powell Boulevard (I-205 to SE 174th Avenue)



Summary Conclusion: The evaluation found that a three-lane option for Powell would exacerbate significant congestion problems on Powell and create major backups at intersections in this segment as well as west of I-205. It also spread traffic to neighborhood streets and created or worsened congestion problems on SE Holgate Avenue, SE 122nd, SE 136th, Division and Foster Road. Further, the overall costs of a three lane and a five-lane configuration on Powell were similar due to the need to provide extensive improvements on nearby streets to disperse traffic. Public outreach found significant support for widening Powell east of I-205, particularly by survey respondents in the area proposed for widening. The survey also found strong support for adding sidewalks and other pedestrian facilities and improving public transportation options.

Recommendation: Four through lanes are needed on Powell Boulevard throughout this segment. In the short term, conduct a project development study to determine the right-of-way requirements and general dimensions needed to support four traffic lanes, plus turn lanes where needed, as well as bike lanes and sidewalks.

The project development study should examine detailed needs and develop schematic designs that support multi-modal transportation needs and planned land uses in this segment. It should include

significant community input and address specific needs for turn lanes, lane widths, signals and other traffic control, bicycle facilities, pedestrian refuges, bus stops, stormwater management and access management.

The City of Portland and ODOT are responsible for jointly developing mechanisms for accommodating the right of way requirements for a five-lane cross-section, plus other modal improvement needs, consistent with applicable laws and regulations.

The project development study shall develop a phasing plan for construction of improvements. For the segment of Powell between I-205 and the intersection area of SE 122nd Avenue, any roadway construction project shall be designed to accommodate the planned cross-section and multi-modal needs. For the segment from SE 122nd to 162nd Avenues, alternative interim improvement approaches may be considered, subject to further specific needs analysis and compatible with the long-term planned street improvements.

Next Steps: Affirm RTP Project 2028: Powell Boulevard Improvements, a modernization project to widen Powell Boulevard to five lanes from I-205 to Gresham including sidewalks and bike lanes. PDOT, Metro and ODOT should consider amending the RTP to move Project No. 2028 into the Financially Constrained System. Create a separate RTP project for the project development study with a short-term time frame. Based on costs and timing of needs, the study will develop a phased construction schedule. PDOT and ODOT should lead the project development study, with the assistance of TriMet and Metro, to determine the improvements. Prior to the study, PDOT and ODOT shall determine mechanisms for accommodating right of way requirements.

2.1.4 Powell Boulevard (SE 174th Avenue to Burnside Street)

Summary Conclusion: The City of Gresham recently completed a schematic design for this segment. The design balances mobility and land use goals and has general community support.

Recommendation: Implement the City of Gresham's schematic design for Powell Boulevard to prioritize standard street improvements and enhance neighborhood identity with additional transit and pedestrian amenities.

From the City of Gresham's westerly city limit near SE 174th Avenue to SW Duniway Avenue, the Powell Boulevard five-lane cross section would be retained. Mid-block pedestrian crossings will be added west of SE 182nd Avenue and at SW Duniway Avenue. An intersection improvement including a westbound right turn lane will be added at the intersection of SE 182nd Avenue and Powell Boulevard. Bus pullouts on Powell are recommended for this intersection. This area is also deemed a focal point where gateway treatments will be considered.

From SW Duniway Avenue to NW Birdsedale Avenue, three lanes are proposed with a raised landscaped median where access allows. Driveway access at NW Bryn Mawr Place will be realigned to create a new unsignalized intersection, to improve pedestrian crossing opportunities, and consolidate and improve bus stops.

From NW Birdsdale Avenue to NW Eastman Parkway, an imbalanced four-lane cross section is proposed with two westbound travel lanes, a center turn lane and one eastbound travel lane. Intersection improvements are proposed at NW Birdsdale Avenue. SW Towle Avenue is recommended as a transit focal point.

East of NE Eastman Parkway to Burnside, Powell Boulevard is currently five lanes. The schematic design maintains the existing cross section with recommended enhancements to promote community identity. Street lighting, street trees, on-street parking, transit stop improvements and center medians are all proposed at different intervals in effort to acknowledge Downtown Gresham, encourage future transit-oriented development, and provide safe transit and pedestrian access.

Next Steps: Prior to amending the RTP for Gresham's portion of project #2028, Gresham and ODOT will work out the specifics of the recommendation under 2.1.4. The City of Gresham has received Oregon Transportation Investment Act (OTIA) and local matching funding for this project. Over the next year, Gresham will review access management needs for the segment between Eastman and Hogan to extend the size and number of center medians, where possible, in order to provide a more pedestrian friendly environment in the downtown area. Final design will begin in 2004 and construction will be completed by 2008.

2.2 Foster Road

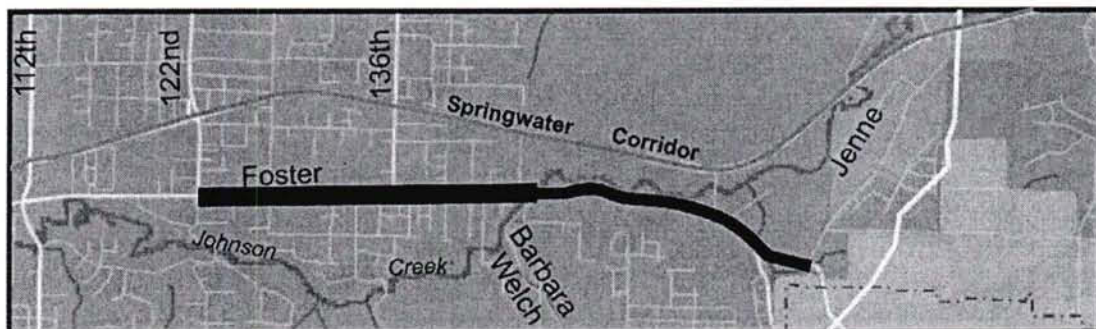
2.2.1 Foster Road (Powell Boulevard to I-205)

Summary Conclusion: The City of Portland has recently completed a streetscape plan for this area. The streetscape plan will help develop neighborhood identity, provide for better balance between modes and address safety issues.

Recommendation: Implement the City of Portland's Inner Foster Transportation and Streetscape Plan which recommends a variety of urban design treatments throughout this segment.

Next Steps: Metro and the City of Portland should consider amending the Financially Constrained RTP project 1159 and 1162 descriptions to specifically refer to the improvements identified in the Inner Foster Streetscape Plan.

2.2.2 Foster Road (I-205 to Jenne Road)



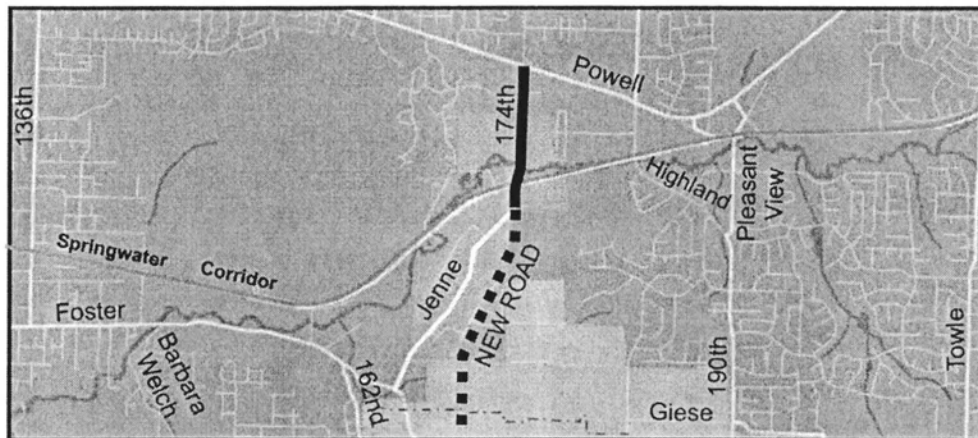
Summary Conclusion: Additional lanes on Foster between SE 122nd and Jenne are needed to handle anticipated growth in Pleasant Valley and relieve congestion. The four-lane option between SE 122nd Avenue and Barbara Welch Road provided better mobility and was safer than either of the three lane options. In addition, cost and environmental effects were similar between the options. Foster Road between Barbara Welch and Jenne is more environmentally sensitive and topographically constrained and traffic demand is less in this portion of the segment so further evaluation of the lane configuration is appropriate.

Recommendation: Widen Foster Road to a four-lane section from SE 122nd Avenue to Barbara Welch Road and advance a range of alternatives to be studied in Phase II of the Powell/Foster Corridor Transportation Plan from Barbara Welch Road to Jenne Road. The Phase II plan should consider the needs for, and feasibility of, various two to four-lane configurations east of Barbara Welch Road. Depending on more detailed analysis of the capacity needs and constraints, options may include consideration of combined bike/pedestrian facilities or alternative routes for portions of this segment.

Next Steps: Amend the RTP (Financially Constrained System) Project No. 7006 to revise the project description to widen Foster to four lanes from SE 122nd to SE Barbara Welch Road. A short-term planning study of Foster Road from SE Barbara Welch Road to Jenne Road should be completed to determine the appropriate cross section to meet roadway, transit, pedestrian and bike needs. Metro will lead this planning effort as part of the next phase of the Powell Foster Corridor Plan with participation from the City of Portland, ODOT, Multnomah and Clackamas Counties and TriMet. Depending on the outcome of the Phase II planning study, construction may be either intermediate or long term.

2.3 Other Roads

2.3.1 Jenne Road/New SE 174th Avenue (Powell Boulevard to Foster Road)



Summary Conclusion: Additional north south capacity in this area is needed to provide access to and from growth areas in Pleasant Valley and Damascus. Widening Jenne is difficult due to topography. The three lane Jenne would only provide p.m. peak directional capacity, presented safety issues and was as expensive as developing a new arterial in this area. The new arterial

would enhance connectivity and significantly improve north south mobility throughout this portion of the region.

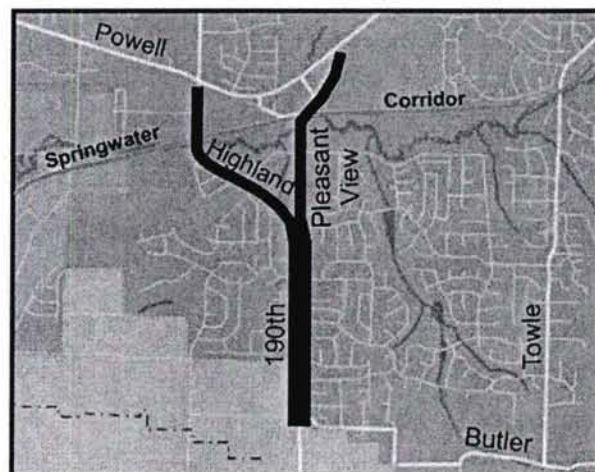
Recommendation: As part of Phase II of the Powell/Foster Corridor Transportation Plan, complete a project development study of a new extension of SE 174th Avenue between Jenne and the future Giese Roads. The study may result in an amendment to planning documents to call for a new extension of SE 174th Avenue in lieu of widening Jenne Road to three lanes between Foster Road and Powell Boulevard.

Phase II would consider a new SE 174th Avenue that could be built as a minor arterial with a two-lane cross section between SE Giese and Jenne Roads with turning lanes and merging lanes where warranted, bike lanes, sidewalks and provision for future bus stops. In addition, the project development study would consider a range of configurations up to a four-lane cross section with turning lanes for SE 174th Avenue from the intersection of Jenne Road to Powell Boulevard. The Jenne Road/new SE 174th Avenue intersection could be realigned as a “T” design. Jenne Road would revert to a local street with minimal improvements over its existing condition.

It is recommended that a project development study for the new SE 174th Avenue roadway be initiated to: (1) determine the feasibility of a new roadway alignment in consideration of engineering issues and existing and planned residential subdivision development; (2) finalize cross section(s) and locate proposed right-of-way reservations; and (3) assess the feasibility of the new SE 174th Avenue as an infrastructure corridor to serve the Pleasant Valley development.

Next Steps: Metro, the City of Gresham and the City of Portland should consider amending the description of the Powell/Foster Corridor Refinement Plan in the RTP to include, in the short term, a Metro led study of the extension of SE 174th Avenue from Powell Boulevard to SE Giese Road. The study should develop conceptual designs and determine required right-of-way. The cities of Portland and Gresham, Multnomah County and TriMet would participate in this planning study. If appropriate, at the end of the study, Project No. 7016 (widening of Jenne to include bike/ped facilities and turn pockets) may be eliminated or modified and a new intermediate-term, RTP project added for construction of the SE 174th Avenue.

2.3.2 Highland Drive and Pleasant View Drive/190th Avenue “Modified Couplet” (Powell Boulevard to Butler Road)



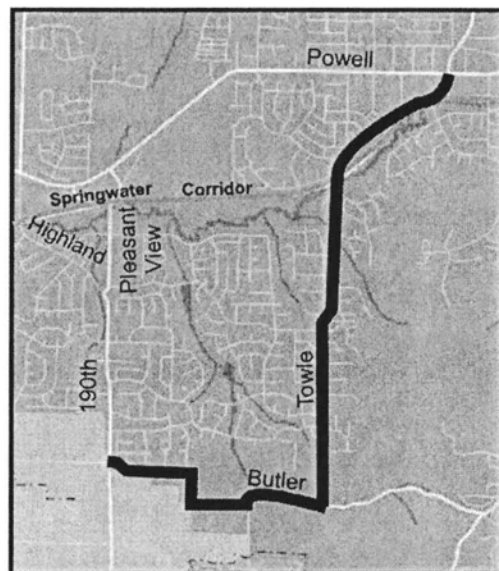
Summary Conclusion: The RTP currently calls for a five-lane improvement on Highland and 190th. This study found that a modified three-lane couplet on Highland Avenue and Pleasant View Drive would provide the same overall capacity, while improving connectivity. The overall costs and impacts of the two options were similar.

Recommendation: Amend planning documents to call for a three-lane cross section on both Highland Drive and Pleasant View Drive. Highland Drive would be widened to accommodate three lanes (two lanes in the southbound direction and one lane in the northbound direction) with left turn pockets where needed, plus bike lanes and sidewalks. Pleasant View Drive would be widened to three-lanes (two-lanes in the northbound direction and one lane in the southbound direction) with left turn pockets where needed, plus bike lanes and sidewalks. The recommendation also includes the construction of a new bridge on Pleasant View across Johnson Creek and would advance the RTP five-lane roadway with sidewalks and bike lanes improvement on SE 190th Avenue between Highland Drive and Butler Road.

Next Steps: Amend RTP Project No. 2045: SE 190th Avenue/Highland Drive Improvements and RTP Project No. 7012: Highland Corridor Plan and substitute two intermediate term projects: Highland Drive Couplet and Pleasant View Drive Couplet from Powell Boulevard to SE 190th Avenue.

Next steps include initiating a refinement plan of the three-lane Highland Drive and Pleasant View Dr. design option as an element of the Phase II Corridor Plan. This refinement plan would need to address design, operational, and safety-related issues associated with this option as compared to the five-lane Highland Drive/190th Avenue. The refinement plan would also include development of a conceptual design for the modified couplet option, including the unconventional intersection of Highland Drive, Pleasant View Drive and 190th Avenue and locations for left turn accommodations and non-motorized facilities.

2.3.3 Butler Road/Towle Avenue (SE 190th Avenue to Powell Boulevard)



Summary Conclusion: The study found a need for more north-south capacity in this portion of the corridor. However, widening Butler Avenue and Towle Roads to four lanes does not address north-south mobility needs as well as the proposed extension of 174th Avenue between Jenne and Giese Roads. It is also more expensive and has greater impacts.

Recommendation: Affirm the RTP community street design designation and collector motor vehicle designation for affected sections of Butler Road and Towle Avenue. The Phase I corridor transportation study recommends a two-lane cross section with turn pockets where needed as well as bike lanes and sidewalks.

Widening Towle Avenue and Butler Road to a four-lane cross section may be considered in the future, based on forecasted growth in the Damascus area. If new growth projections produce significantly more travel demand in the area south of Pleasant Valley, then improvements to Butler Road and Towle Avenue will be revisited in Phase 2.

Next Steps: No Action. Affirm the existing status of RTP project (No. 7015) Towle/Eastman Corridor Plan.

2.3.4 SE 242nd Avenue (Palmquist Road to Highway 212)

Summary Conclusion: The study considered an option that would add turn pockets where needed to the current two-lane cross section as well as an option to widen the road to four lanes. Based on population and employment assumptions available at the time of this analysis, it appears that widening of SE 242nd to four lanes may not be needed.

Recommendation: Affirm the SE 242nd Avenue improvement in the RTP, which calls for reconstruction and widening of SE 242nd Avenue to three lanes from Highway 212 to the Multnomah County line. The Phase I corridor transportation study recommends a two-lane cross section with turn pockets, where needed, bike lanes and sidewalks.

Widening SE 242nd Avenue to a four-lane option may be considered in the future, based on Damascus and Springwater growth projections developed as part of the Concept Planning for those areas. If new growth projections developed during Concept Planning produce significantly more travel demand in this area, then improvements to SE 242nd Avenue and other north/south routes into Damascus will be revisited in Phase II.

Next Steps: No Action. Affirm the RTP (Priority System) Project No. 7019: SE 242nd Avenue Improvement.

2.3.5 Other North/South Routes Between Pleasant Valley and Damascus

Summary Conclusion: Land use planning in the Damascus area may result in a need for further analysis of north south routes in the Powell/Foster Corridor between Pleasant Valley and Damascus.

Recommendation: The Damascus Concept Planning will identify the need for additional transportation projects on north/south routes between Pleasant Valley and Damascus based on updated growth projections. This will include reaffirming the need and addressing the general location of the 190th Extension between SE 190th and Tillstrom Road, and SE 172nd. Damascus Concept Planning will include an evaluation of transportation system needs within Damascus and on roadways like SE 172nd Avenue, Foster Road, SE 242nd Avenue, and other north/south routes.

Next Steps: Based on the conclusions of the Damascus Concept Planning, Phase II of the Powell Boulevard/Foster Road Corridor Plan could affirm the need for the 190th Extension and evaluate costs, right-of way, and alignment issues. In addition, Phase II would incorporate any improvement projects identified in the Damascus Concept Planning and further evaluate any outstanding issues (i.e. Engineering cost estimates, right-of way impacts) on roadways north of Damascus.

3.0 TRANSIT RECOMMENDATIONS

3.1 Foster Road (Ross Island Bridge to Damascus Town Center)

Summary Conclusion: Because it links three town centers and would serve a strong ridership base west of SE 122nd Avenue, the Foster Rapid Bus demonstrated good transit ridership gains and fulfills an important need in a growth area.

Recommendation: Affirm the RTP designation of Foster Road as Rapid Bus. The roadway design concept should incorporate extended right turn pockets with queue bypass signals, far-side bus stop accommodations and traffic signal improvements. Furthermore, design and implementation of the Foster Rapid Bus should be timed to concur with residential and employment growth in Pleasant Valley and Damascus areas and in the context of TriMet's Transit Investment Plan covering all regional needs. TriMet will continue to incrementally improve service in the corridor as warranted by demand.

Next Steps: Metro and TriMet should reaffirm the RTP (Priority System) Project No. 7023. Overall capital improvements and implementation should take place in conjunction with growth in this ridership area.

3.2 Powell Boulevard (Ross Island Bridge to Highway 26)

Summary Conclusion: Powell Boulevard is an important transit corridor that is currently designated for Regional Bus service in the RTP. Because Division is designated for frequent bus service and the Gresham Regional Center is served by MAX, Powell Rapid Bus did not significantly increase ridership in the corridor.

Recommendation: Gresham is incorporating many transit elements and intersection design concepts in the Powell Boulevard Schematic Design Project. These will include many of the following: extended right turn pockets (allowing for their use as a transit queue-bypass lane), far-side bus stop

accommodations and traffic signal improvements (including transit priority). The same types of improvements should be developed in City of Portland as part of the project development study for Powell Boulevard from I-205 to SE 174th Avenue. These types of improvements enhance transit operations and reliability and are consistent with the RTP designation of Powell Boulevard as a Regional Bus Route. The improvements also allow for a future reconfiguration of existing transit services that could include Rapid Bus, when warranted.

Bus service “streamlining” is anticipated to continue on portions of Powell Boulevard, which will improve ridership levels. Improvements will include transit queue-bypass lanes, far-side bus stops and traffic signal pre-emption.

Next Steps: The cities of Gresham and Portland should continue to seek transportation system management (TSM) funding for enhancements to transit operations and reliability.

3.3 North-South Bus Service

Summary Conclusion: Based on analysis of a network that enhanced north south routes, significant improvements to bus services connecting employment areas in the Columbia Corridor, Pleasant Valley and Damascus town Centers and Gresham and Clackamas Regional Centers are warranted.

Recommendation: Phase I recommends improvement to north-south bus service connecting the Columbia Corridor with Pleasant Valley, Damascus and Clackamas Regional Center and routes connecting Gresham with Pleasant Valley and Damascus. Several of these cross-town routes studied in Phase I performed well in the regional transportation model and would provide an important element in the overall transportation strategy serving these future growth areas.

Long-range transit plans for the Columbia Corridor, East Multnomah County, Gresham, Pleasant Valley and Damascus should recognize the importance of high quality north-south transit connections serving these communities. The optimal routes would be selected through community and TriMet processes that would take into account levels of development, key transfer points, roadway grades and other characteristics.

Next Steps: As part of the Damascus and Springwater concept planning processes, TriMet should work with local jurisdictions to expand the TriMet service district to include newly incorporated areas. TriMet should incorporate potential north-south service in future updates to the Transit Investment Plan. Within that context, TriMet should work with the local jurisdictions to further design and develop expanded transit services between the Columbia Corridor, East Multnomah County, Gresham, Pleasant Valley and Damascus as population, employment and demand warrants.

4.0 BICYCLE AND PEDESTRIAN RECOMMENDATIONS

Summary Conclusion: Significant pedestrian and bicycle improvements are needed throughout the corridor to provide connections to regional and town centers and other key land uses and encourage the use of alternative modes. In prioritizing these improvements into short-, medium- and long-term timeframes, the evaluation considered four criterion including network connectivity, land use, access

and ease of implementation. The land use criterion relates to the connections the project provides to schools, parks, commercial centers, residential development and other attractors.

Recommendation and Next Steps: The recommended roadway improvement actions described above would incorporate bike lanes and sidewalks and other safety and convenience accommodations and encourage the use of these facilities.

Bicycle-only and pedestrian-only improvement needs also are recommended for implementation. The project list is based on actions identified in the RTP, the transportation system plans (TSP) or capital improvement programs (CIP) of the affected jurisdictions¹.

4.1 Short-Term Bicycle and Pedestrian Recommendations (0 – 5 years)

On-Street Bicycle and Pedestrian Improvements

- SE 92nd Avenue (Foster Road to Powell Boulevard)
Implement RTP Project No. 1157 and portions of Portland TSP Project No. 7008 (Powell to southern city limits): build sidewalks, crossing improvements and bike lanes.
- Division Street (SE 174th to Wallula Avenues)
Implement RTP Project Nos. 2056 and 2059, and Gresham TSP Project No. 21: retrofit street to add bike lanes and sidewalks.
- SW Walter Road/Springwater Trail Access
Implement RTP Project No. 2055: study feasibility of widening roadway to add sidewalks and bike lanes.

On-Street Pedestrian Improvements

- Division Street (SE 12th to SE 76th avenues)
Implement RTP Project No. 1214 and portion of Portland TSP Project No. 70014 (Grand Avenue to I-205): construct intersection and streetscape improvements.
- SE 122nd Avenue (SE Bush Street to SE Harold Street)
Implement portions of Portland TSP Project No. 80016 (Bush to Harold and other locations): build sidewalks and crossing improvements.
- Main Street (Division Street to 5th Street)
Implement Gresham TSP Project No. 185: improve pedestrian access points to MAX transit stops.

On-Street Bicycle Improvements

¹ Projects identified in transportation system plans (TSP) or capital improvement projects (CIP) will require amendment to the Regional Transportation Plan. The update of the RTP will begin in 2003.

Recommend amendment to RTP, adding at project to retrofit this street with bike lanes. It is a key link that is designated as a Community Connector Bikeway in the RTP.

SE 162nd Avenue (Powell Boulevard to Division Street)

Implement RTP Project No. 2130 and a portion of Portland TSP Project No. 8006 (Stark to Powell): study feasibility of narrowing lanes, sidewalks and bike lanes.

Regner Road (Butler to Roberts Roads)

Implement Gresham TSP Project Nos. 107-109: construct sidewalks bike lanes and intersection improvements.

On-Street Pedestrian Improvements

Foster Road/Woodstock Boulevard within Lents Town Center

Implement Lents Town Center Revitalization Plan recommendations including RTP Project Nos. 1158, 1160, and 1161, and Portland TSP Project No. 70039: construct sidewalks and crossing improvements.

Springwater Corridor Trail @ Towle Road, Roberts Road, Regner Road and Hogan Road

Implement RTP Project No. 2058 and Gresham TSP Project No. 41: improve trail access with bike lanes, widen sidewalks and provide lighting at Springwater entrances (Towle Road, Roberts Road, Regner Road and Hogan Road).

On-Street Bicycle Improvements

- Holgate Boulevard (McLoughlin Boulevard to SE 28th Avenue)
Implement RTP Project No. 1248 and Portland TSP Project No. 7033: study possibility of removing a travel lane and retrofitting with bike lanes.
- SE 50th Avenue/SE 52nd Avenue (Woodstock to Hawthorne Boulevards)
Implement RTP Project No. 1126 and portion of Portland TSP Project No. 70018 (Tillamook to Woodstock): modify signals, and signage, and curb ramps and provide bike lanes if parking lane can be removed.
- SE 136th Avenue (Foster Road to Division Street)
Implement Portland TSP Project No. 8004: study feasibility of widening the roadway to provide sidewalks and bike lanes.
- Clatsop Road (SE 132nd to SE 145th Avenues)
Recommend amendment to Portland TSP, adding a project to retrofit this street with bike lanes. It is a key link that is designated as a Community Connector Bikeway in the RTP.
- Clatsop Road (SE 145th to SE 172nd Avenues)

- Highway 212 (SE 152nd to SE 242nd avenues)
Re-stripe the shoulders as bike lanes on this key link that is designated as a Regional Corridor Bikeway in the RTP.

Off-Street Bicycle and Pedestrian Trails

Gresham-Fairview Trail (Springwater Corridor to Burnside)
Implement as identified in the Master Plan adopted by the City of Gresham. Additional funds should be acquired and the trail should be designed and constructed.

East Buttes Powerline Corridor Trail (SE 172nd Avenue to Gresham-Fairview Trail)
Initiate a feasibility study of this project proposed in the Pleasant Valley Concept Plan, to look at property ownership, alignment options and environmental issues.

4.2 Medium-Term Bicycle and Pedestrian Recommendation (5 - 10 years)

On-Street Bicycle and Pedestrian Improvements

Holgate Avenue (SE 28 to SE 92nd avenues)
Implement portions of RTP Project No. 1247, Portland TSP Project No. 7032 and portions of Portland TSP Project No. 7031 (52nd Avenue to I-205): provide ADA improvement and study possibility of removing a travel lane and retrofitting with bike lanes.

Holgate Avenue (SE 92nd to SE 122nd avenues)
Implement portion of RTP Project No. 1247, portion of Portland TSP Project No. 80012 (92nd to 142nd) and portion of Portland TSP Project No. 7031 (52nd Avenue to I-205): provide ADA improvement and study possibility of removing a travel lane and retrofitting with bike lanes.

Holgate Avenue (SE 122nd to SE 136th Avenue). Implement portion of RTP Project No. 1247 and portion of Portland TSP Project No. 80012 (92nd to 142nd): provide ADA improvement and study possibility of retrofitting with or adding bike lanes.

SE 111th Avenue/SE 112th Avenue (Mt. Scott to Division Street)
Implement RTP Project No. 2018 and Portland TSP recommendation: study feasibility of widening the roadway to provide sidewalks and bike lanes.

Towle Avenue (Butler Road to Eastman Parkway)
Implement Multnomah County CIP Project No. 162: construct sidewalks bike lanes and intersection improvements.

Butler Road (SE 190th Avenue to Regner Road)
Implement Gresham TSP Project No. 83 and Multnomah County recommendations: construct sidewalks and bike lanes.

Butler Road (Regner Road to 242nd Avenue)

Recommend amendment to Portland TSP adding a project to study the feasibility of widening this roadway to provide bike lanes. It is a key link that is recommended for designation as a Community Connector Bikeway in the 2003 RTP update.

- SE 174th Avenue (Powell Boulevard to Division Street)
Implement RTP Project No. 2131: study feasibility of narrowing lanes to provide sidewalks and bike lanes.
- Sunnyside Road (Highway 212 to SE 172nd Avenues)
Recommend studying the feasibility of widening roadway to provide bike lanes as part of Damascus Concept Planning. It is a key link that is designated as a Regional Corridor Bikeway in the RTP.

Off-Street Bicycle and Pedestrian Trails

- Mount Scott Trail (Clatsop Road to Foster Road)
As proposed in the Metro Regional Trails Plan, study feasibility of developing a soft-surface trail, which will entail addressing streamside issues, stream crossings, roadway crossings and property acquisition/easements.
- East Buttes Loop Trail (Powell Butte to Butler Road)
As proposed in the Pleasant Valley Concept Plan, study feasibility of developing a soft-surface trail, which will entail addressing streamside issues, stream crossings, roadway crossings and property acquisition/easements.

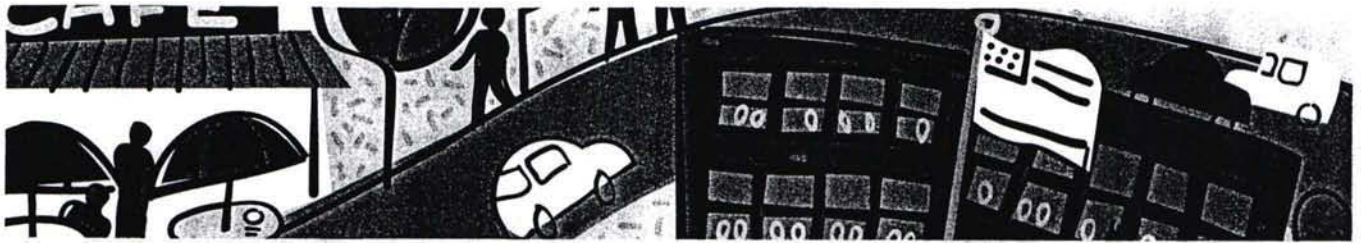
4.3 Long-Term Bicycle and Pedestrian Recommendations (10 + years)

On-Street Bicycle Improvements

- Division Street (SE 52nd to SE 76th avenues)
Implement amended portion of Portland TSP Project No. 70013 (bike lanes from SE 12th to SE 73rd Avenue as part of multi-modal improvements on Division Street from Grand Avenue to I-205): retrofit street and add bike lanes.

Off-Street Bicycle and Pedestrian Trails

- Scouter Mountain Trail (Highway 212 to Foster Road)
As proposed in the Metro Regional Trails Plan, study feasibility of developing a soft-surface trail, which will entail addressing streamside issues, stream crossings, roadway crossings and property acquisition/easements.



Summer 2003

Improving Powell and Foster

In the summer of 2002, Metro – along with the cities of Gresham and Portland; Multnomah and Clackamas counties; TriMet and the Oregon Department of Transportation – began an exploration of the travel patterns, needs and possible improvements to the roadway and transit systems throughout the Powell/Foster Corridor.

For the past year, study partners have met with neighborhood groups, conducted surveys, analyzed traffic and transit patterns and developed ideas about how this corridor, stretching from the Ross Island Bridge to Gresham on Powell Boulevard and from Southeast 50th Avenue to Damascus on Foster Road, could be improved.

The corridor encompasses not only Powell and Foster but also north-south and parallel routes that provide mobility throughout the eastside. The corridor is used by cars, trucks, buses, bikes and pedestrians for all types of trips – short trips to the grocery store or the neighborhood park and long trips to work or to visit friends across town.

The corridor includes a range of land uses and many areas that are slated for major changes. Today, as you travel from the Willamette River to Gresham or Damascus, you pass city-style neighborhoods, commercial, retail and industrial centers, suburban neighborhoods, open spaces and farmland.

In 20 years, parts of the corridor that are rural today will be developed into vibrant town centers with places for more people to live, work, shop and participate in recreational activities making improvements to the transportation system even more important.

Now it is time to share what we have learned about this important corridor and ask for your help in determining which ideas merit further consideration in the next, more detailed study phase.



Needs and Preferences

Before any ideas about how to solve problems in the corridor could be suggested, the study team needed to understand the preferences of corridor users and residents as well as how the corridor is used today and will be used into the future.

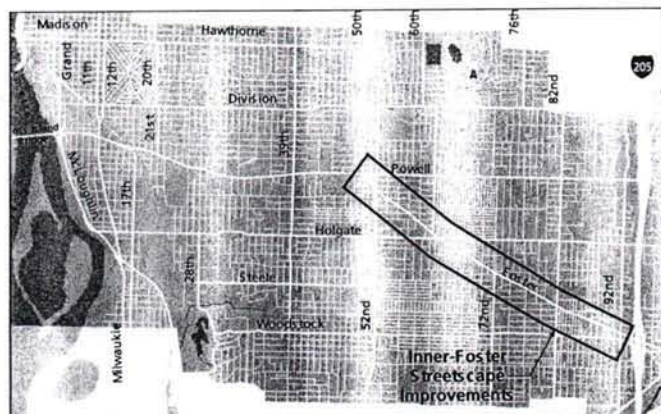
Staff embarked on a review of existing data, community plans and related studies as well as projections of how travel patterns in the corridor will look 20 years from now. Staff also interviewed stakeholders, met with neighborhood associations, implemented a web-based survey and a scientific telephone survey, and partnered with a local high school to interview parents in their community.

We have learned:

- Traffic congestion is a serious problem in the corridor that will likely get worse as Pleasant Valley and Damascus grow.
- Improved transit service, sidewalks and bikeways are needed throughout the corridor, especially in newly developing areas.
- Safety improvements for pedestrians, bicyclists and drivers are needed throughout the corridor.
- Both Powell Boulevard and Foster Road could require widening to address congestion and many community members would support widening roads.
- Additional north-south road and transit capacity is needed to connect newly developing areas in North Clackamas and East Multnomah counties with Gresham and the Columbia Corridor.
- Most community members support widening Powell Boulevard east of I-205 and improving the interchange at Powell and I-205.



Southeast Portland, west of I-205



Options include:

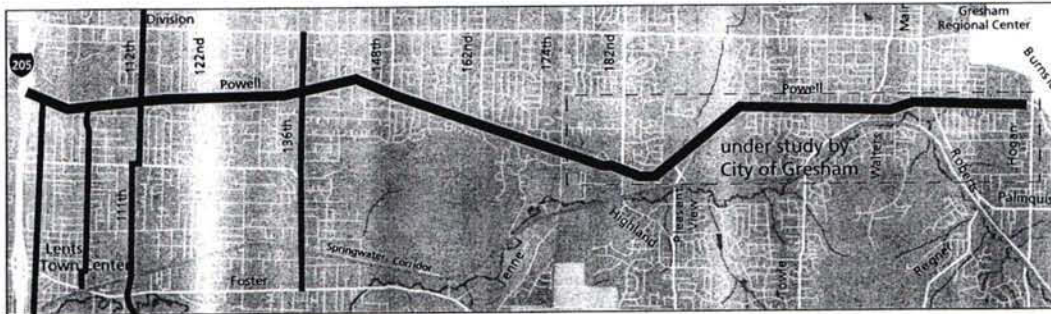
No major road improvements were considered in this area, but "downstream" affects of roadway changes in other areas were considered.

The City of Portland's Inner Foster Streetscape Study recommends a variety of urban design treatments to develop neighborhood identity. These improvements are anticipated to be compatible with any regional improvements.

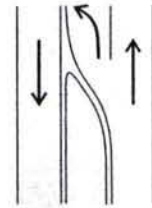
Findings include:

- Failing to expand Powell to five-lanes east of I-205 would cause serious traffic backups at signalized intersections west of I-205, possibly to Southeast 50th Avenue, at rush hour.
- Widening Powell to five lanes east of I-205 does not increase traffic west of I-205.
- The intersection of Southeast 92nd and Powell could be severely congested if the I-205/Powell interchange is not improved.

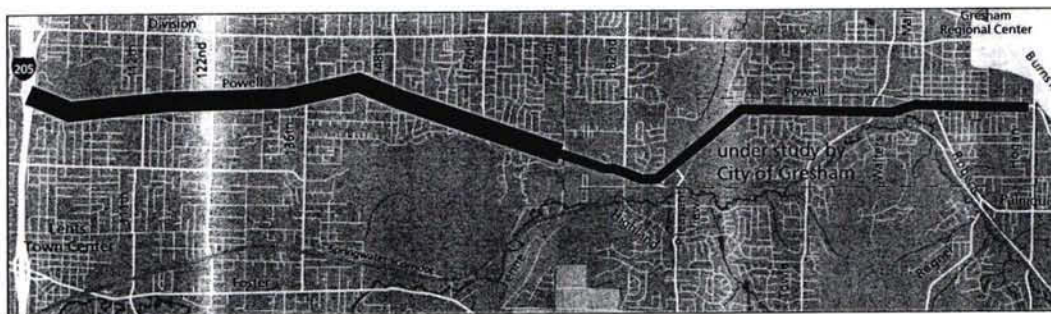
Powell Boulevard – I-205 to 174th Avenue



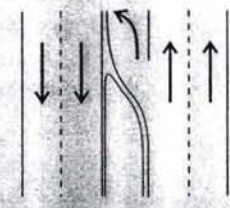
Three-lane option



Three-lane option
Two lanes plus median with turn pockets where needed



Five-lane option



Five-lane option
Four lanes plus median with turn pockets where needed

Options include:

Three-lane option

- Widening Powell Boulevard to two lanes plus a median and turn pockets where needed.
- Construct intersection improvements and other minor improvements to nearby local streets between I-205 and Southeast 174th Avenue.
- Build a new northbound access road between Powell and Foster adjacent to the eastside of I-205.

Five-lane option

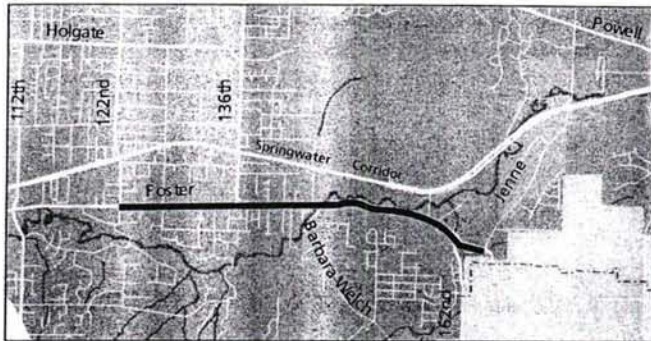
- Widen Powell Boulevard to four lanes plus a median and turn pockets where needed from I-205 to Gresham.
- Improve the Powell Boulevard/I-205 interchange to allow for access from all directions.

Findings include:

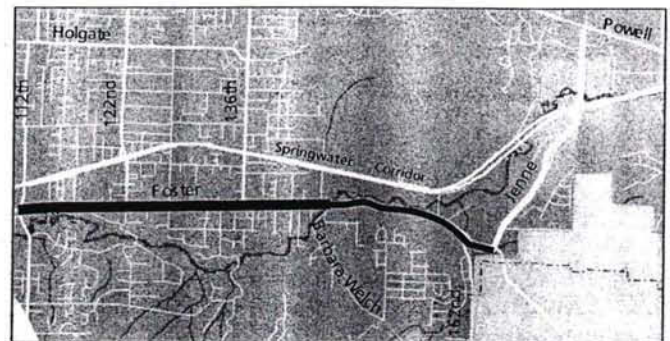
- An improvement to the Powell/I-205 interchange that allows access from all directions is desired by community members and is technically feasible.
- If the Powell/I-205 interchange is not improved, cars waiting to turn onto Powell could backup onto I-205.

- Both options are costly (\$30-40 million).
- Both options would require significant new right of way and would impact homes and businesses. The five-lane option would require more displacements than the three-lane option.
- The five-lane option on Powell would have significant congestion, but the three-lane option would increase congestion on Powell more and would shift traffic to other routes including Holgate, Foster and Division and could impact intersections such as Southeast 92nd and Powell, Southeast 92nd and Holgate and Southeast 136th and Holgate.
- Both options would allow for "green streets" designs that help to protect, enhance and restore the natural environment.
- The three-lane option could cause significant congestion at Powell and Southeast 122nd Avenue.
- The three-lane Powell option could cause significantly more traffic congestion and longer waits at signals than the five-lane Powell option.
- Building the new access road as part of the three-lane option would be expensive and technically challenging while also causing neighborhood impacts and providing few benefits.

Foster Road – SE 122nd Avenue to Jenne Road



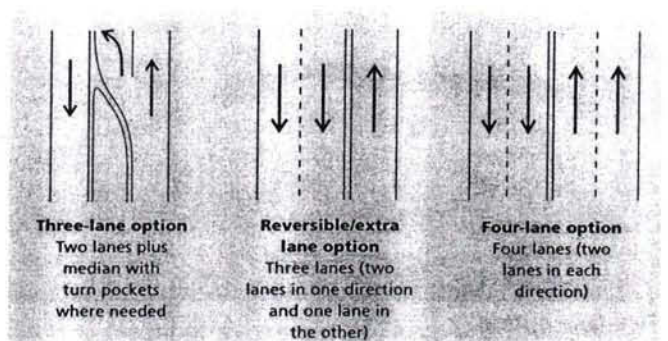
Three-lane option



Three- to four-lane option



Reversible or extra eastbound lane option



Options include:

Three-lane option. Widen Foster Road to two lanes plus a median and turn pockets where needed.

Extra eastbound lane option. Widen Foster to three lanes with two lanes in the eastbound direction and one lane in the westbound direction.

Reversible lane option. Widen Foster to three lanes with one lane in each direction all the time and a reversible third lane that would relieve traffic in the rush hour direction.

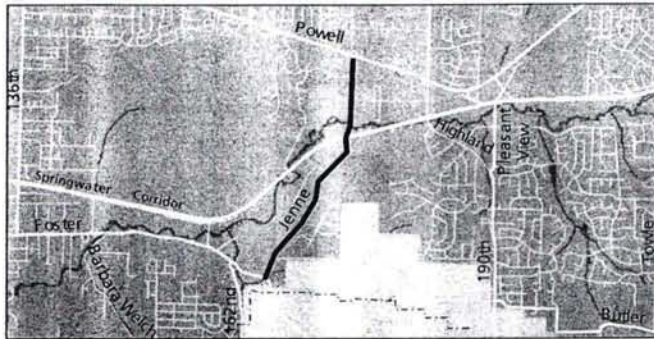
Three to four-lane option. Widen Foster to four lanes from Southeast 122nd to Barbara Welch Road and three lanes from Barbara Welch to Jenne Road.

Findings include:

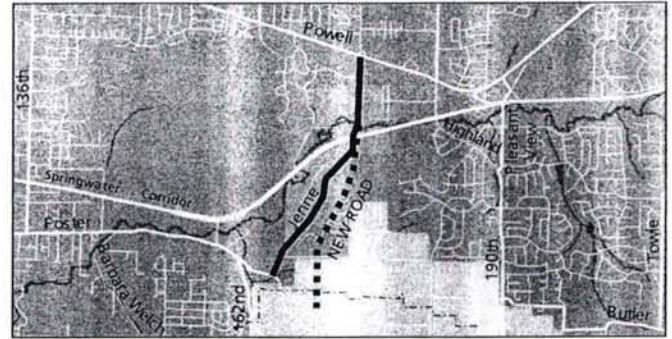
- The three-lane option could create a bottleneck between Southeast 122nd and Southeast 136th where there is traffic congestion that is likely to spread.
- Adding lanes to Foster would relieve congestion in the short-term. However, long-term congestion relief may require identification of a new east-west route.

- Any option that widens Foster to three lanes would not require significant impacts to properties. Widening Foster to four-lanes from Southeast 122nd to Barbara Welch would cause some property impacts.
- All options would allow for “green streets” designs between Southeast 122nd and Barbara Welch that help to protect, enhance and restore the natural environment.
- The extra eastbound lane option could restrict left turns and present engineering challenges. It would only address traffic congestion in one direction and does nothing to relieve congestion in the other direction.
- The reversible lane option would present design challenges and significantly impact left turns to and from driveways along Foster.
- Any improvement to Foster would impact environmentally sensitive areas.
- The extra eastbound, reversible and three- to four-lane options would cost more than twice as much as retaining the three-lane option (\$7.5 vs. \$18 million.)

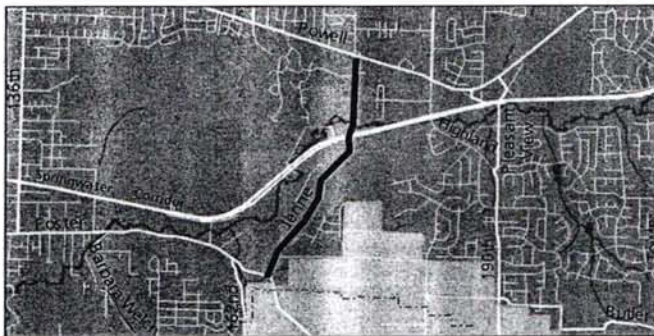
Jenne Road and new route near 174th Avenue



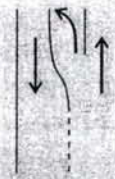
Two-lane option with turn pockets



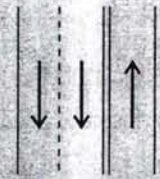
New road option (design as two-lane option)



Extra southbound lane option



Two-lane option
Two lanes (one lane in each direction with turn pocket)



Extra lane option
Three lanes (two lanes in one direction and one lane in the other)

Options include:

Two-lane option. Jenne Road widened to include one lane in each direction plus turn pockets as needed from Powell Boulevard to Foster Road.

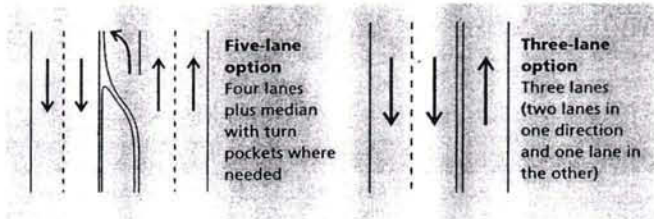
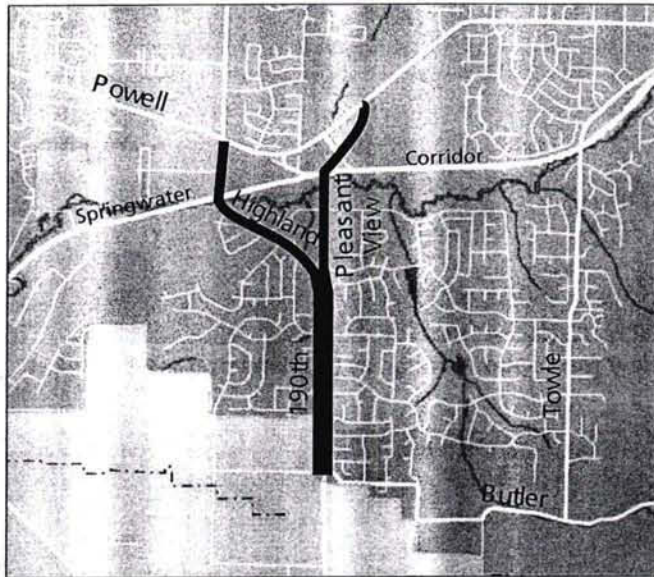
Extra southbound lane option. Jenne widened to three lanes with one lane northbound and two lanes southbound.

New road option. Construct a new two-lane road with turn pockets near 174th from Jenne to Giese and add turn pockets to Jenne as needed.

Findings include:

- Reconstructing Jenne and building a new road would range in cost from \$7 to \$16 million.
- The extra southbound direction lane option would only address traffic congestion in one direction.
- Constructing a new road would relieve congestion on Jenne and improve north-south connections, but it would increase traffic on Southeast 174th south of Powell.
- If a new road was built, it could be designed as a "green street" that helps to protect, enhance and restore the natural environment.
- Any of the options would require some property acquisition. The new road would impact more undeveloped property.
- Widening Jenne would affect a more sensitive environmental area, but the new roadway would require an additional stream crossing.
- Both options would need to be evaluated in the context of the Pleasant Valley planning efforts.

Highland/Pleasant View Roads from Powell to Butler Road



Options include:

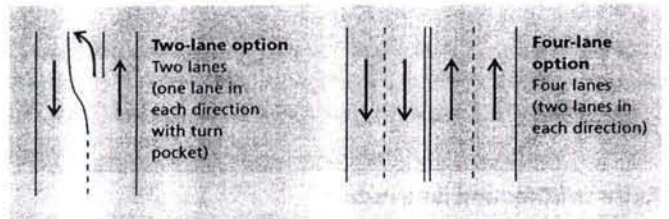
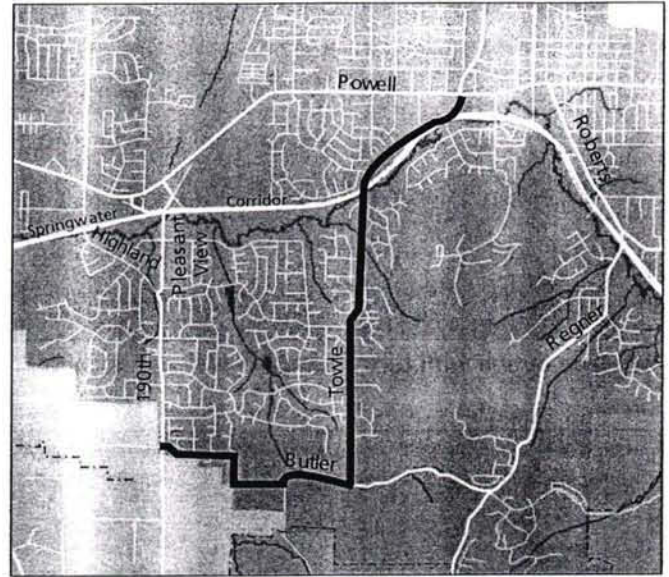
Five-lane Highland Road option. Widen Highland to four lanes plus a median and a turn lane where needed.

Three-lane Highland and Pleasant View roads option. Widen both Highland and Pleasant View to three lanes to relieve the bottleneck where Southeast 190th narrows to Highland. Highland Road would have two southbound lanes and one northbound lane; Pleasant View would have two northbound lanes and one southbound lane.

Findings include:

- Both options would have similar costs and carry similar numbers of cars each day.
- Both options could be designed as "green streets" that help to protect, enhance and restore the natural environment.
- The five-lane Highland option would require reconstruction of a stream crossing and might impact some properties.
- Constructing both the new arterial near Southeast 174th and the three-lane Highland and Pleasant View roads option would improve north-south connectivity and reduce congestion on other routes.

Butler and Towle Roads from 190th Avenue to Powell



Options include:

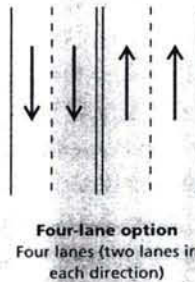
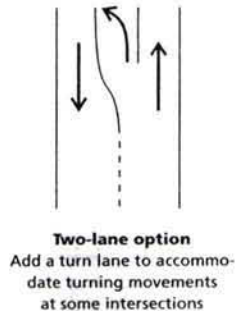
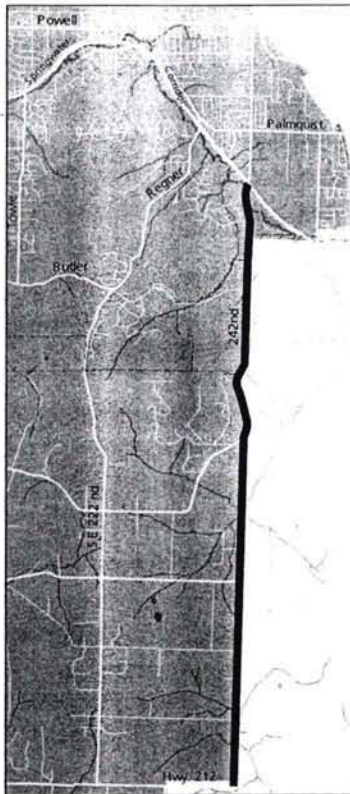
Two-lane option. Widen both Butler and Towle roads to two lanes plus turn pockets.

Four-lane option. Widen both roads to four lanes.

Findings include:

- Adding a turn lane would cost about \$13 million while the four-lane option would cost more than \$20 million.
- Both options would have some property impacts, but the four-lane option would impact many more properties.
- The two-lane option could be designed as a "green street" that helps to protect, enhance and restore the natural environment.
- The costs and impacts of the four-lane option are greater than building a new road at Southeast 174th and would not address congestion as well.

242nd Ave, Palmquist to Hwy 212



Options include:

Two-lane option. Widen Southeast 242nd Avenue to include a turn lane at some intersections.

Four-lane option. Widen Southeast 242nd Avenue to four lanes.

Findings include:

- The need for widening Southeast 242nd will not be clear until planning work in Damascus and Springwater is complete.
- The four-lane option would cost about \$32 million while adding turn lanes would cost about \$19 million.
- Both options would have significant property impacts. The four-lane option would have twice as many property impacts as the two-lane option.
- The two-lane option could be designed as a "green street" that helps to protect, enhance and restore the natural environment.



Corridor-wide Findings

Transit

The transit option looked at adding new north-south bus routes to connect Pleasant Valley and Damascus with Gresham and the Columbia Corridor. It also included rapid bus between Damascus and Portland along Foster Road and between Gresham and Portland along Powell Boulevard.

Findings include:

- In areas east of I-205, the addition of new service beyond what is in the 20 year transportation plan would result in moderately increased transit ridership.
- Due to anticipated growth in Pleasant Valley and Damascus, there will be increasing demand for north-south bus routes between these areas, Gresham and the Columbia Corridor. Additional work will need to be completed in conjunction with Damascus planning efforts to identify the most viable route or routes.
- Providing additional service with rapid bus along Powell west of Southeast 50th would result in increased transit ridership in these neighborhoods.
- Communities along Powell are already developed and well served by transit. The existing frequent bus service on Powell and Division and access to light rail make the benefit of additional rapid bus service on Powell less pronounced than in areas with a weaker base of existing transit service.
- Both the Powell and Foster rapid bus options provide rapid bus options provide transfer opportunities to I-205 light rail, thus providing high quality connections to the regional rail system.
- Foster Road, east of Lents, is not well served by transit today because much of the area is not developed. As Pleasant Valley and Damascus grow, a substantial increase in transit will be warranted to serve these emerging transit markets.

Corridor-wide Findings

Bike and pedestrian findings

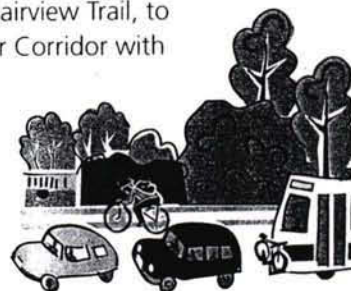
The enhanced bike and pedestrian system studied would provide bike and pedestrian improvements in addition to the improvements that would accompany any roadway project. Generally, bike and pedestrian projects were ranked as a short, medium or long-term need. The short-term projects provide connections between common destinations, fill-in gaps in existing system and will have high usage. Medium-term projects serve fewer users and destinations. Long-term projects serve areas with parallel facilities, are technically challenging and serve fewer destinations.

- Bike and pedestrian facilities are needed in many areas of the corridor. As roadway and transit projects are studied, local pedestrian and bike access will need to be considered and, in many cases, improved.
- The recommended bike and pedestrian improvements would provide nearly 80 new miles of bikeway, 20 miles of new multi-use paths and more than 17 miles of new sidewalks.
- Short-term improvements would complete many existing bike and pedestrian routes and serve high numbers of users. Examples include widening side-

walks, adding crosswalks and planting street trees on Foster Road from Powell to 92nd Avenue and constructing the Gresham-Fairview Trail, to connect the Springwater Corridor with Burnside.

Roadway findings

- Additional lanes on Powell, east of I-205, do not cause "downstream" traffic problems for inner Southeast Portland. None of the alternatives would affect traffic west of Southeast 39th Avenue on Powell. Only the three-lane option would lead to an unacceptable level of congestion on Powell between Southeast 50th and 82nd avenues (due to backups at intersections).
- Managing congestion would likely require improvements to both Powell and Foster between I-205 and Jenne Road.
- Powell Butte and Johnson Creek create physical constraints between Southeast 136th and 190th avenues that make it difficult to adequately meet demand for roads in that area.



Next Steps

Now that Metro and its partners know more about the corridor, it's time to refine possible alternatives for further study. After Damascus planning efforts get underway, Metro expects to begin a more detailed study of the Powell/Foster Corridor.

Determining which ideas explored in this stage ought to be considered in the next phase means that we need input from residents, businesses and road users as well as from elected officials.

Let us know what you think

Attend a meeting. Dates and times are posted on Metro's web site, www.metro-region.org, and on a hotline at (503) 797-1900.

Send an e-mail to trans@metro.dst.or.us.

Take a survey at www.metro-region.org. or request a survey by calling (503) 797-1756.

Send a letter to Metro at 600 NE Grand Ave., Portland, OR 97232 or fax it to (503) 797-1929.



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A G E N D A

600 NORTHEAST GRAND AVENUE | PORTLAND, OREGON 97232 2736
 TEL 503 797 1542 | FAX 503 797 1793



METRO

Agenda

MEETING: METRO COUNCIL REGULAR MEETING
 DATE: October 23, 2003
 DAY: Thursday
 TIME: 2:00 PM
 PLACE: Metro Council Chamber

CALL TO ORDER AND ROLL CALL

1. INTRODUCTIONS

2. CITIZEN COMMUNICATIONS

3. CONSENT AGENDA

- 3.1 Consideration of Minutes for the October 16, 2003 Metro Council Regular Meeting.
- 3.2 **Resolution No. 03-3377**, For the Purpose of Authorizing the Issuance of Request For Proposal 04-1085-HR, Metro Agent of Record and Consultant for Employee Health and Welfare Plan.

4. ORDINANCES – FIRST READING

- 4.1 **Ordinance No. 03-1023**, For the Purpose of Amending Provisions of Metro Code Chapter 6.01 Relating to the Metropolitan Exposition-Recreation Commission.

5. RESOLUTIONS

- 5.1 **Resolution No. 03-3373**, For the Purpose of Endorsing the Recommendations of the Powell/Foster Corridor Transportation Plan. Monroe
- 5.2 **Resolution No. 03-3376**, For the Purpose of Endorsing Metro's Draft Goal 5 Phase 1 Economic Social Environmental and Energy (ESEE) Analysis and Directing Staff to Conduct More specific ESEE Analysis of Multiple Fish and Wildlife Habitat Protection and Restoration Program Options. Hosticka
 (PUBLIC HEARING ONLY)

6. CHIEF OPERATING OFFICER COMMUNICATION

7. COUNCILOR COMMUNICATION

ADJOURN

Cable Schedule for Week of October 23, 2003 (PCA)

	Sunday (10/26)	Monday (10/27)	Tuesday (10/28)	Wednesday (10/29)	Thursday (10/23)	Friday (10/24)	Saturday (10/25)
CHANNEL 11 (Community Access Network) (most of Portland area)					.LIVE		
CHANNEL 30 (TVTV) (Washington County, Lake Oswego)	9 p.m.		6 a.m. 11 p.m.	4 p.m.			7 p.m.
CHANNEL 30 (CityNet 30) (most of City of Portland)		2 p.m.					
CHANNEL 30 Willamette Falls Television (West Linn, Rivergrove, Lake Oswego)							
CHANNEL 23/18 Willamette Falls Television (23- Oregon City, West Linn, Gladstone; 18- Clear Creek)							
CHANNEL 23 Milwaukie Public Television (Milwaukie)							

PLEASE NOTE THAT ALL SHOWING TIMES ARE TENTATIVE BASED ON THE INDIVIDUAL CABLE COMPANIES' SCHEDULES. PLEASE CALL THEM OR CHECK THEIR WEB SITES TO CONFIRM SHOWING TIMES.

Portland Cable Access	www.pcatv.org	(503) 288-1515
Tualatin Valley Television	www.yourtvvtv.org	(503) 629-8534
Willamette Falls Television	www.wftvaccess.com	(503) 650-0275
Milwaukie Public Television		(503) 652-4408

Agenda items may not be considered in the exact order. For questions about the agenda, call Clerk of the Council, Chris Billington, 797-1542. Public Hearings are held on all ordinances second read and on resolutions upon request of the public. Documents for the record must be submitted to the Clerk of the Council to be considered included in the decision record. Documents can be submitted by email, fax or mail or in person to the Clerk of the Council. For assistance per the American Disabilities Act (ADA), dial TDD 797-1804 or 797-1540 (Council Office).

102103, -02

Title 4 Regionally Significant Industrial Areas
Code Changes and Map Adoption
Critical Dates Timeline

Revised October 20, 2003

Date	Committee	Item(s)	Action
October 21	Council Work Session	Additional Information On Potential RSIA's	Recommendation to Staff
October 22	MPAC	Introduction of Map and Code Changes	No Action
October 30	Council Meeting	Ordinance	First Reading
November 5	MTAC	Introduction of Ordinance	No Action
November 12	MPAC	Introduction of Ordinance	No Action
November 13	Metro Council	Public Hearing	
<i>November 19</i>	<i>MTAC</i>	<i>Recommendation to MPAC</i>	<i>Recommendation</i>
November 19	MPAC	Discussion	
December 4	Metro Council	Public Hearing	
<i>December 10</i>	<i>MPAC</i>	<i>Recommendation to Council</i>	<i>Recommendation</i>
<i>December 11</i>	<i>Metro Council</i>	<i>MPAC recommendation to Council (only)</i>	
December 18	Metro Council	Council deliberation and Decision	Decision

MEMORANDUM

102103c-a3

600 NORTHEAST GRAND AVENUE | PORTLAND, OREGON 97232 2736
TEL 503 797 1700 | FAX 503 797 1797



METRO

Date: October 21, 2003
To: Richard Benner, Interim Regional Planning Director
From: Mary Weber, Community Development Manager *mw*
Re: ***An Assessment of Potential Regionally Significant Industrial Areas***

Background

The Metro Council amended Title 4 to afford a higher level of protection to Regionally Significant Industrial Areas (RSIAs) than to Industrial Areas in general. The Metro Council took this action based upon information the Metro Council received about industrial land during the periodic review analysis and hearings process – principally the Regional Industrial Lands Study (RILS) and Metro's own "Urban Growth Report: An Employment Land Need Analysis" (UGR-Jobs). The information showed that much industrial capacity had been absorbed by the economic expansion of the mid-1990s. It also showed that much of the remaining capacity was constrained: divided into parcels too small for the growth industries of the future; converted to non-industrial use; regulated to protect wetlands or floodplains and; inadequately served by water, sewer or transportation facilities.

The Metro Council aimed its amendments of Title 4 at conversion of industrial land to non-industrial uses. In the UGR-Jobs (page 31), the Council noted both positive and negative effects of this conversion. On the positive side, conversion (1) allows commercial uses to provide retail services to industrial employees and reduce trips; (2) provides opportunities for infill and redevelopment of aging industrial areas; and (3) allows flexibility of use that may provide the margin for industrial profitability. On the negative side, conversion (1) increases the cost of land for industrial use; (2) introduces uses that generate conflicts with industrial practices; and (3) may force relocation of industrial uses to less suitable sites. The Metro Council hopes to take advantage of the positive consequences of conversion in Industrial Areas and prevent the negative consequences in RSIAs.

Which lands should be designated RSIA?

There is guidance from the Regional Framework Plan, the Regional Transportation Plan, Title 4 of the Urban Growth Management Functional Plan, Periodic Review Ordinance No. 02-969B, Metro Council Resolution No. 03-3341A, the UGR-Jobs, MetroScope and the factors the Metro staff developed in consultation with cities and counties to help identify RSIAs.

1. Regional Framework Plan: Policies 1.4.1 and 1.4.2 of the Regional Framework Plan (RFP) speak of RSIAs as those areas ***"with site characteristics that make them especially suitable for the particular requirements of industries that offer the best opportunities for family-wage jobs."*** The RFP leaves a more specific determination of RSIAs to implementation of Title 4 by the Metro Council and local governments.

2. Regional Transportation Plan: Policy 15.0 states as Objectives (a) ***“Provide high-quality access between freight transportation corridors and the region’s freight intermodal facilities and industrial sanctuaries...”***; and (b) ***“Coordinate public policies to reduce or eliminate conflicts between current and future land uses, transportation uses and freight mobility needs, including those relating to: Land use changes/encroachments on industrial lands; and Transportation and/or land use actions or policies that reduce accessibility to terminal facilities or reduce the efficiency of the freight system.”*** The policy recognizes the critical relationship between freight transportation and conflicting land uses. Although the Regional Transportation Plan (RTP) does not define “industrial sanctuary”, it seems clear that the policy contemplates industrial areas in which commercial or residential uses do not dominate the transportation system.
3. Title 4: Title 4 also draws attention to the relationship between industrial land and the transportation system. One purpose of Title 4 is: ***“To protect the capacity and efficiency of the region’s transportation system for movement of goods and services....”***
4. Ordinance No. 969B, UGR-Jobs, MetroScope: By adoption of the UGR-Jobs and the Generalized Map of RSIA’s, the Council made clear that ***RSIA’s are to be derived from those lands designated as Industrial Areas on the 2040 Growth Concept map***, and that not all Industrial Areas should be designated RSIA. The UGR-Jobs speaks of some industrial areas that are in the midst of transition to mixed-use areas (page 31). MetroScope modeling identified areas of industrial job loss during the planning period. In general the gains are the areas identified as having greater potential as RSIA’s. These areas are the large industrial areas comprised of the Columbia South Shore Industrial Area, the Portland Harbor, the Clackamas Industrial District, the Tualatin/Wilsonville Industrial District and the Hillsboro Industrial District. While conversely, industrial losses (identified as having lower potential) are likely to occur in the Central City, Eastside Industrial area, Highway 217 corridor and Vancouver CBD. Maps from the MetroScope analyses are attached.

The UGR-jobs offers further guidance. The UGR-Jobs translates the regional economic forecast into demand for industrial land for particular building types: tech/flex, warehouse/ distribution and general industrial. These building types and the industries that occupy them need sites with certain locational and siting characteristics. The UGR-Jobs finds that sites with these characteristics are in very short supply in the urban growth boundary (UGB).

If these are the industries likely to add family-wage industrial jobs in the future, and sites with the locational and siting characteristics they need are in short supply, then land in Industrial Areas with these characteristics are logical candidates for designation as RSIA. Moreover, if the region is looking for sites with these characteristics outside the UGB, state planning law may require Metro to designate areas inside the UGB with these characteristics as RSIA’s.

5. Resolution No. 03-3341A: The Metro Council, considering information from industry representatives, industrial land brokers and studies on clustering, directed the Metro

staff to study for possible inclusion in the UGB land that is **(1) close to freeway interchanges; (2) relatively flat; and (3) near existing industrial areas.**

This information indicated that the warehouse and distribution industry needed sites with the following characteristics:

- Freeway access within 3-5 miles of an interchange
- Large enough areas to accommodate of number of uses
- Slopes less 5 percent
- Highway routes are key: I-5, I-84 and I-205
- Highway 26 is not desirable due to congestion

General industrial site characteristics are:

- Freeway access within 3 miles of an interchange
- Net parcel sizes between 1-5 acres and 10-20 acres
- Location near other firms (labor pool)
- Stable soils and flat sites
- Manufacturing sites greater that 20 acres must have slopes less that 2 to 3 percent
- Manufacturing sites between 1-5 acres, slopes no more than 5 to 10 percent

For tech flex industrial uses the location and site characteristics are:

- Net parcel size greater than 10 acres
- Availability of specialized utilities
- Stable soils
- Proximity to existing high tech companies and suppliers
- Access to airport no more than 45 minutes mid-day (passengers)
- Some rolling topography but slope not more than 5 percent

6. Factors: The Metro staff, after consultation with cities, counties and other interests, developed a set of factors to consider in the identification of RSIA's. These factors reflect the locational and siting characteristics from Metro Council Resolution No. 03-3341A. As directed by Title 4, Metro staff worked with cities and counties in the region to apply the factors to designated Industrial Areas within their jurisdictions. Some cities and counties submitted candidate RSIA's to Metro based upon the factors. Striving for region-wide consistency, Metro staff also applied the factors to areas in cities and counties that chose not to submit candidate areas. The factors are:
 - Distribution - Area serves as support industrial land for major regional transportation facilities such as marine terminals, airports and rail yards.
 - Services - Availability and access to specialized utilities such as specialty gases, triple redundant power, abundant water, dedicated fire and emergency response services
 - Access - Within 3 miles of I-5, I-205, I-84 (within the UGB), State Route 224 (within the UGB)
 - Proximity - Located within close proximity of existing like uses
 - Use - Predominantly industrial uses

Reasons not to designate an industrial area as a RSIA

Not all industrial areas need additional restrictions that come with the RSIA designation. Here are a few examples of reasons why an industrial area should not be designated as a RSIA.

- The industrial site/area is bordered on several sides by residential uses. In this case it is unlikely that the area will expand or be maintained over time because of the conflicts with residential uses.
- Existing non-conforming uses make it unlikely that the conflict between uses will diminish and that over time the area might be better zoned for employment uses.
- Flexibility of employment uses on the site is important for redevelopment to occur.

What follows is an analysis by area of the industrial land and how the characteristics of the area fit the RSIA factors. A map of each area is attached to this memorandum. The specific land data was derived from the 2000 vacant land supply. This is the inventory used for the 2002-2022 periodic review of the urban growth boundary.

Areas appropriate for RSIA designation

A general assessment of the areas on the *Potentially Regionally Significant Industrial Area* map indicate that the following areas meet the factors and are also lands that meet the general site and location criteria for industrial uses.

- Areas 1 – Hillsboro industrial area, south of Highway 26
- Areas 2, 3-4, 5 and 6 – Northwest Industrial Area, Rivergate, Swan Island and Columbia Corridor
- Area 12 - Clackamas distribution area around Highway 212/224
- Area 14 - Brooklyn Yards

Areas to consider for RSIA designation in the future

The areas may be appropriate for designation as RSIA's in the future:

- Area 9, Wilsonville industrial area
- Area 10, Tualatin industrial area
- Area 7, Troutdale industrial area

These areas as they exist today are local industrial districts. In the case of Wilsonville and Tualatin, if additional lands were added to the UGB for industrial uses and the I-5/99W connector improved truck access to I-5 then these areas would be appropriate for designation as RSIA's. In regard to Troutdale, the uses are local in nature and there is no opportunity to expand the industrial area or connect it to the Columbia South Shore industrial area. However, if the Reynolds Metals site were to redevelopment as an intermodal facility, much of the area would redevelop to uses supporting an intermodal facility. If this were the case then the Troutdale industrial area would also be appropriate for designation as a RSIA.

Area Assessments

The acreage information is from the 2000 vacant land inventory. The buildable acres is displayed with the 2000 inventory. Local government submittals and area maps are attached. Also attached are the Standardized Zoning map for the region and the Title 4 Industrial Land with Slopes and Floodplain map.

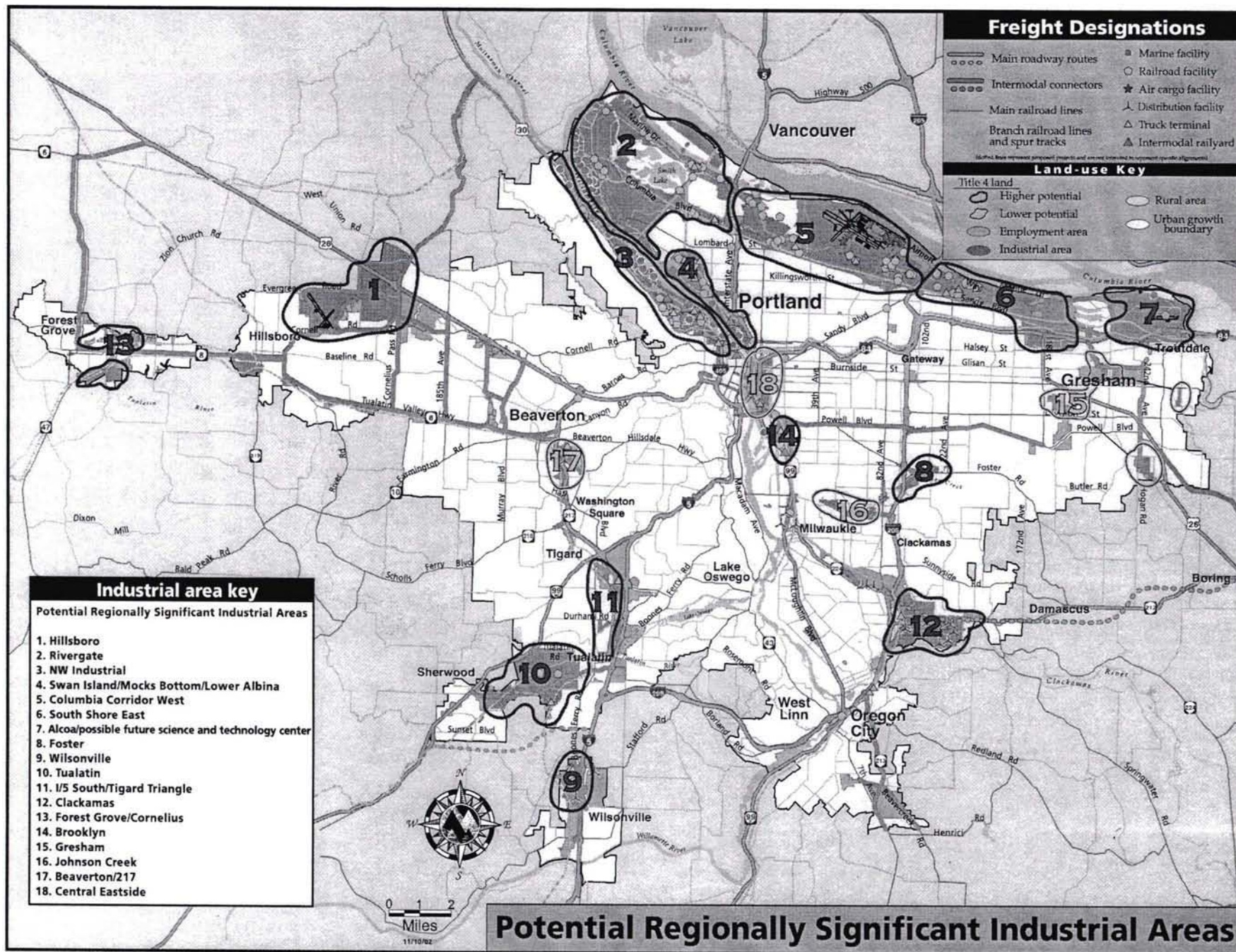


Figure 19 :

Base Case Scenario

Year 2000 - 2025

Industrial Employment Gains

Emp. per 1/4 Sq. Mile

- > 500
- 100 to 500
- 25 to 100
- 5 to 25
- 1 to 5

— 2000 Land Supply
- - 2025 Land Supply

Disclaimer:
This map is for research purposes only,
and does not reflect any present or future
Metro planning decisions.

0 1 2 3 4 5

Miles



Figure 18 :

Year 2000 - 2025
Industrial Employment
Losses

Emp. per 1/4 Sq. mile

-5 to -1

-25 to -5

-100 to -25

-500 to -100

< -500

2000 Land Supply

2025 Land Supply

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Metro planning decisions.

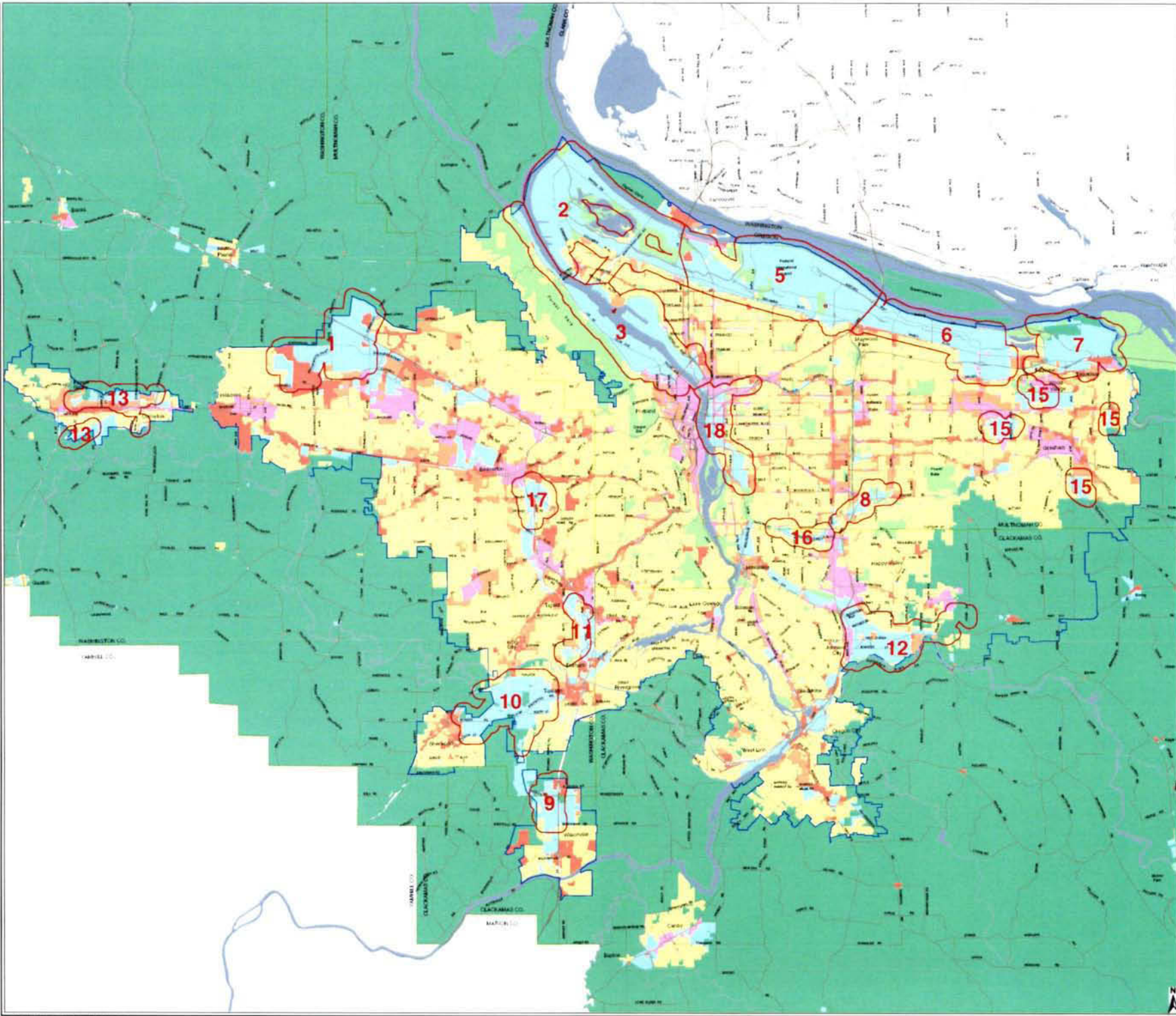
0 1 2 3 4 5

Miles



Standardized Regional Zoning

- 1/4 Mile Buffer of Title 4 Industrial Land
- Commercial
- Industrial
- Multi Family
- Mixed Use
- Parks & Open Spaces
- Rural
- Single Family



Standardized Regional Zoning Map
 Prepared by: [Name]
 Date: [Date]
 Scale: 1 inch = 1 mile
 North Arrow: [Symbol]

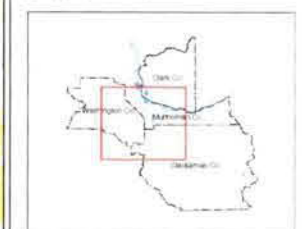


Title 4 Industrial Land with Slopes and Floodplain

10% or Greater Slope
with Floodplain

Title 4 Industrial Land

1 inch equals 1.00 miles



Location Map



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Area 1- Hillsboro Industrial Area

General Description

Area 1 encompasses the City of Hillsboro's hi-tech industrial area. At the center of the area is the Hillsboro airport.

Acreage Information

- Total Acres: 5,033
- Acres of Buildable Land: 1,400
- Acres zoned Industrial (Title 4): 2,681
- Average Parcel Size: 1.6 acres
- 2000 Vacant Taxlots Larger than 50 Acres: 7
- Percentage of Study Area Covered by Title 3: 2 percent

Factor Analysis

Distribution

- The area does not serve as a regional warehouse or distribution area. The industrial area is within 3 miles of a Highway interchange but Highway 26 suffers from congestion that increases travel time to I-5, I-84 and Portland International Airport. Rail service is not available.

Services

- The industrial portion to the south of Highway 26 has access to specialty gases and triple redundant power from the PGE Sunset Substation. It is unlikely that these specialized utilities will be available to land to the north of Highway 26 because of the expense of extending these services north.

Access

- Within 3 miles of Highway 26 and within minutes from the Hillsboro airport.

Proximity

- The industrial area is part of the Hi-Tech Sunset Corridor.

Use

- The uses are predominately industrial with the exception of the commercial services associated with the Hillsboro airport. The industrial area to the north of Highway 26 forms the northern edge of the UGB and to the east is residential development.

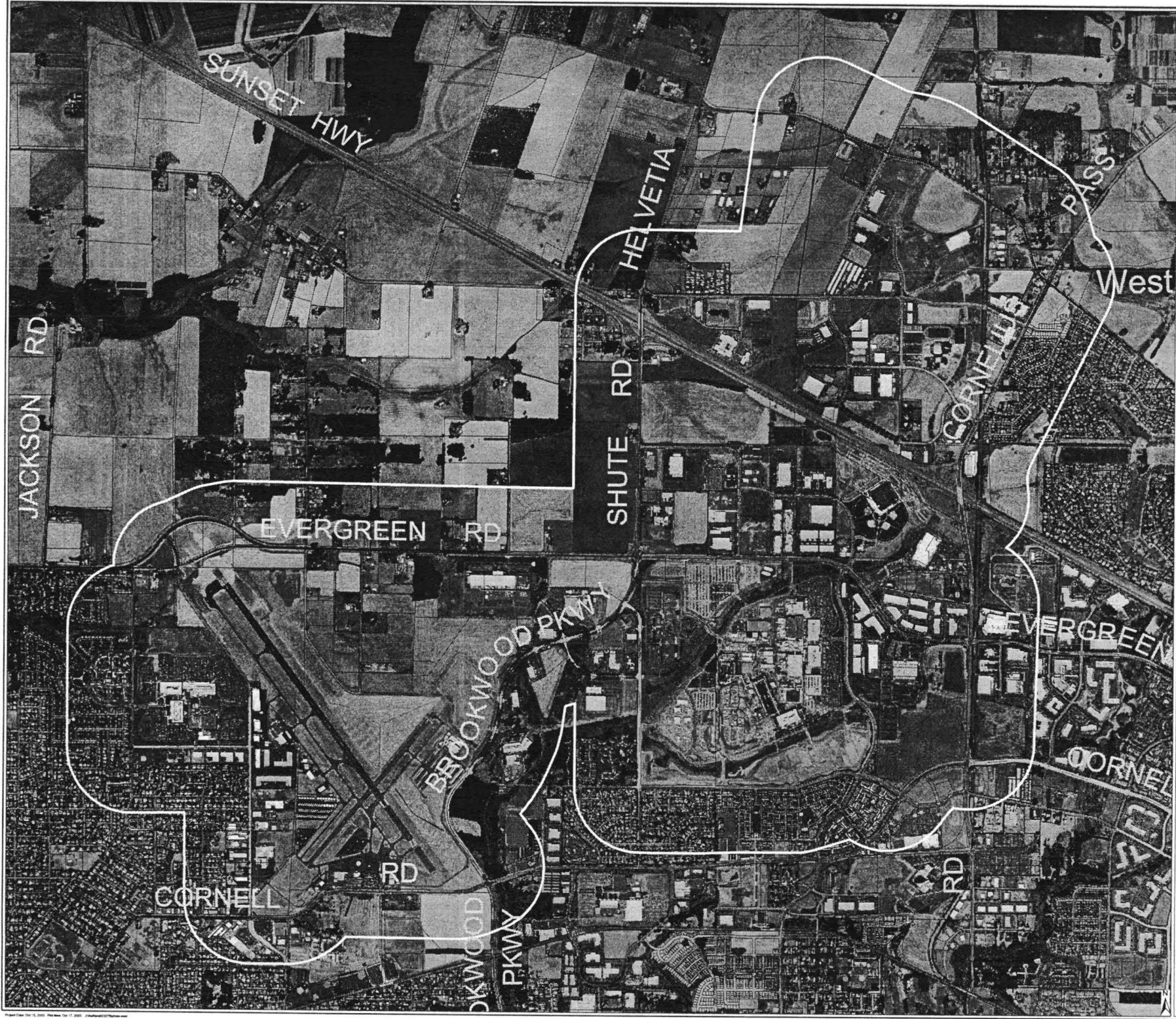
Summary

This industrial area consists of flat land with slopes less than 10 percent and no floodplain. Very little of the area has environment constraints. The area to south of Highway 26 has access to some of the most sophisticated utilities in the country that are required by hi-tech firms. Intel operates two large facilities, one at Ronler Acres and the other at Jones Farm.

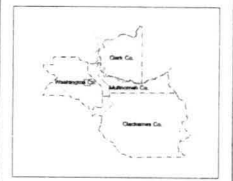
Staff recommends that the industrial lands to the south of Highway 26 be considered as Regionally Significant. If the Council were to add new industrial land adjacent to the industrial area to the north of Highway 26, then this area might also be considered as Regionally Significant Industrial Land.

Study Area 1

Study Area 1



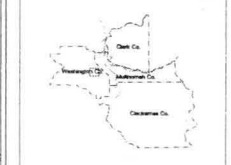
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Location Map

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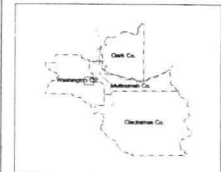
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100 NORTHWEST 10TH AVENUE, SUITE 100
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Location Map



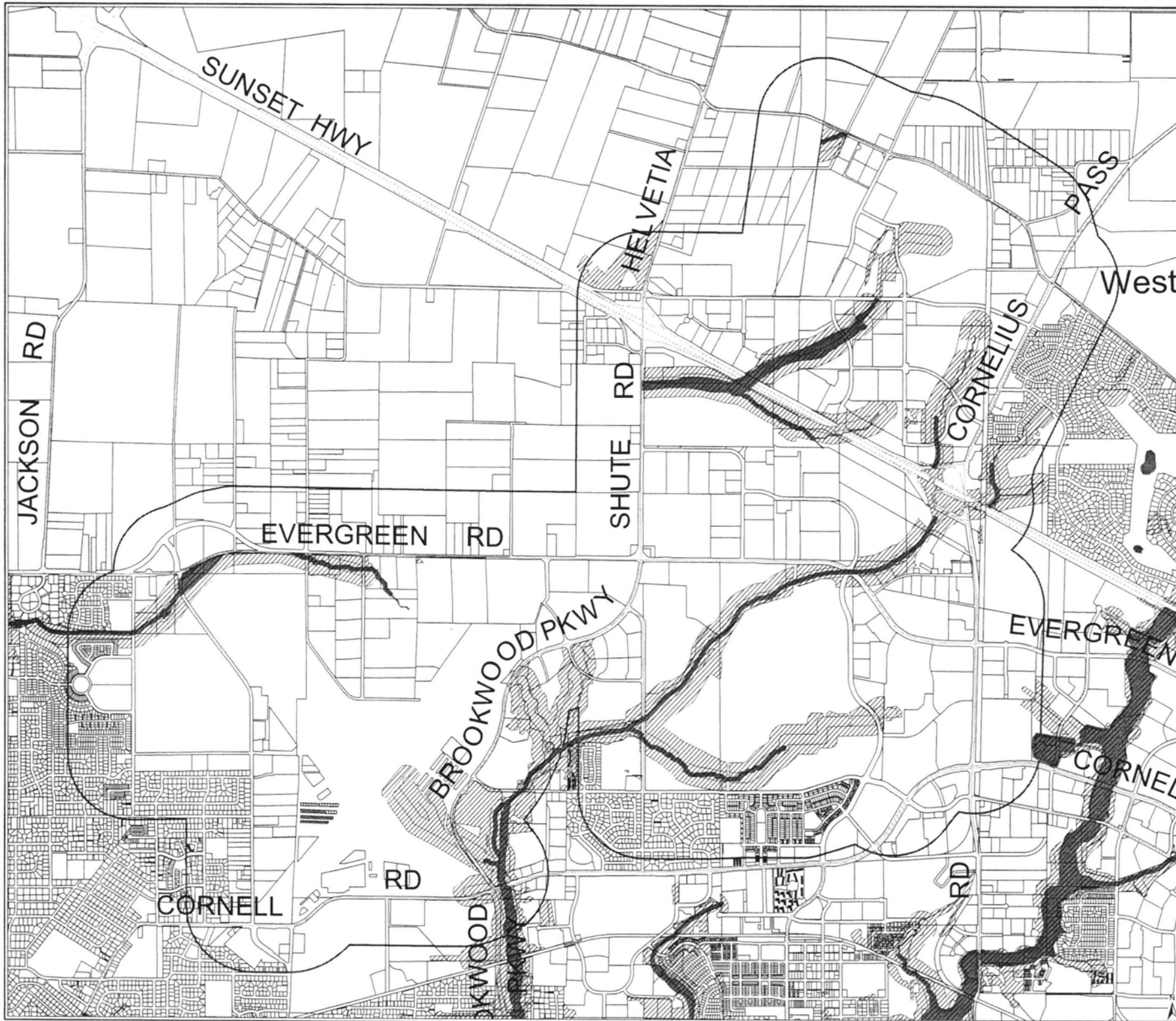
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Location Map



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REGIONAL LAND INFORMATION SYSTEM

Constrained Land

Study Area 1

Goal 5

Title 3

0 650 1,300 2,600 Feet

Location Map

Dark Co.
Columbia Co.
Greene Co.
Herk Co.
Saratoga Co.
Ulster Co.

UTAH COUNTY RECORDING CENTER
100 NORTH MAIN STREET, SUITE 100, COLUMBIA, MO 65201
TEL: 650-251-1111 FAX: 650-251-1112
WWW.COLUMBIARECORDING.COM

12

Draft RSIA Boundary Recommendation

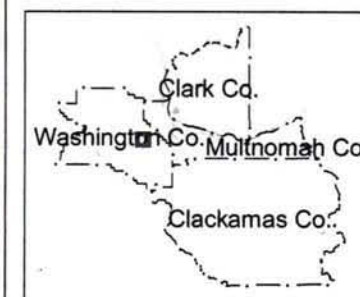
Study Area 1-Hillsboro

- Urban growth boundary
- Taxlots
- Streets
- ▬ Metro Recommendation

WARNING: some maps combine data layers of differing map accuracies, e.g. flood plains can be laid on tax lots. When this occurs, the map is not reliable to correctly show data at the tax lot level.

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1 inch equals 0.46 miles



Location Map

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Areas 2 – Northwest industrial Area, 3 & 4- Rivergate and Swan Island, 5 and 6 - Columbia Corridor to Gresham, 14- Brooklyn Yards - Portland

General Description

The City of Portland prepared a matrix that categorized the recommended factors and provided specific parameters for how they would apply to RSIs, other industrial and mixed employment areas. The analysis included, location, area size, location advantages, industry mix, site sizes, facility types, neighbor sensitivity and infrastructure. The areas proposed by the city consist primarily of the Portland Harbor and Columbia Corridor industrial districts and makes up 94 percent of the industrial land designated in Portland's *Comprehensive Plan*.

Acreage Information-Area 2

- Total Acres: 7,369
- Acres of Buildable Land: 701 Acres
- Acres zoned Industrial (Title 4): 4,718
- Average Parcel Size: 1.1 Acres
- 2000 Vacant Taxlots Larger than 50 Acres: 17
- Percentage of Study Area Covered by Title 3: 37 percent

Acreage Information-Area 3/4

- Total Acres: 6,185 Acres
- Acres of Buildable Land: 278
- Acres zoned Industrial (Title 4): 3,515
- Average Parcel Size: 0.5 Acres
- 2000 Vacant Taxlots Larger than 50 Acres: 9
- Percentage of Study Area Covered by Title 3: 10 percent

Acreage Information-Area 5

- Total Acres: 8,157 Acres
- Acres of Buildable Land: 790
- Acres zoned Industrial (Title 4): 5,551
- Average Parcel Size: 1.2 Acres
- 2000 Vacant Taxlots Larger than 50 Acres: 18
- Percentage of Study Area Covered by Title 3: 19 percent

Acreage Information 6 (study area shared by Portland and Gresham)

- Total Acres: 4,513
- Acres of Buildable Land: 797
- Acres zoned Industrial (Title 4): 2,457
- Average Parcel Size: 1.0 Acres
- 2000 Vacant Taxlots Larger than 50 Acres: 2
- Percentage of Study Area Covered by Title 3: 8 percent

Acreage Information-Area 14 (same as Area 18)

- Total Acres: 2,578
- Acres of Buildable Land: 16
- Acres zoned Industrial (Title 4): 1,444
- Average Parcel Size: 0.2 Acres
- 2000 Vacant Taxlots Larger than 50 Acres: 1

- Percentage of Study Area Covered by Title 3: 4 percent

Factor Analysis

Distribution

- The areas are located at the main hub of Oregon's freight transportation system, where the shipping channels, main rail lines and yards, freeways, Olympic Pipeline, and Portland International Airport converge.

Services

- May serve special power, water, sewer, and Telco needs.

Access

- Most sites are within 1 mile of regional truck system.

Proximity

- The areas are predominantly surrounded by industrial uses. Areas have a very small percentage of residential uses nearby.

Use

- These areas make up the largest concentration of manufacturing and distribution facilities in the state.

Summary

The City of Portland is recommending approximately 12,500 gross acres in these areas for designation as RSIA's. Detailed information on the City's analysis is attached.

Metro staff generally concurs with the City's recommendation. Staff recommends that the Metro Expo Center property in the Columbia Corridor RSIA not be designated as a RSIA. The RSIA designation creates another conflict with the industrial zoning that recognizes the Expo Center as a non-conforming use. As more research about job land is undertaken, Metro should reexamine these areas to determine if all of these lands should be designated as RSIA's. Staff also recommends extending the RSIA designation to connect to the Gresham portion of the RSIA.

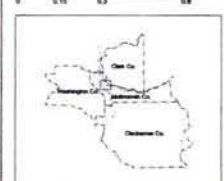
Study Area 2

Study Area 2



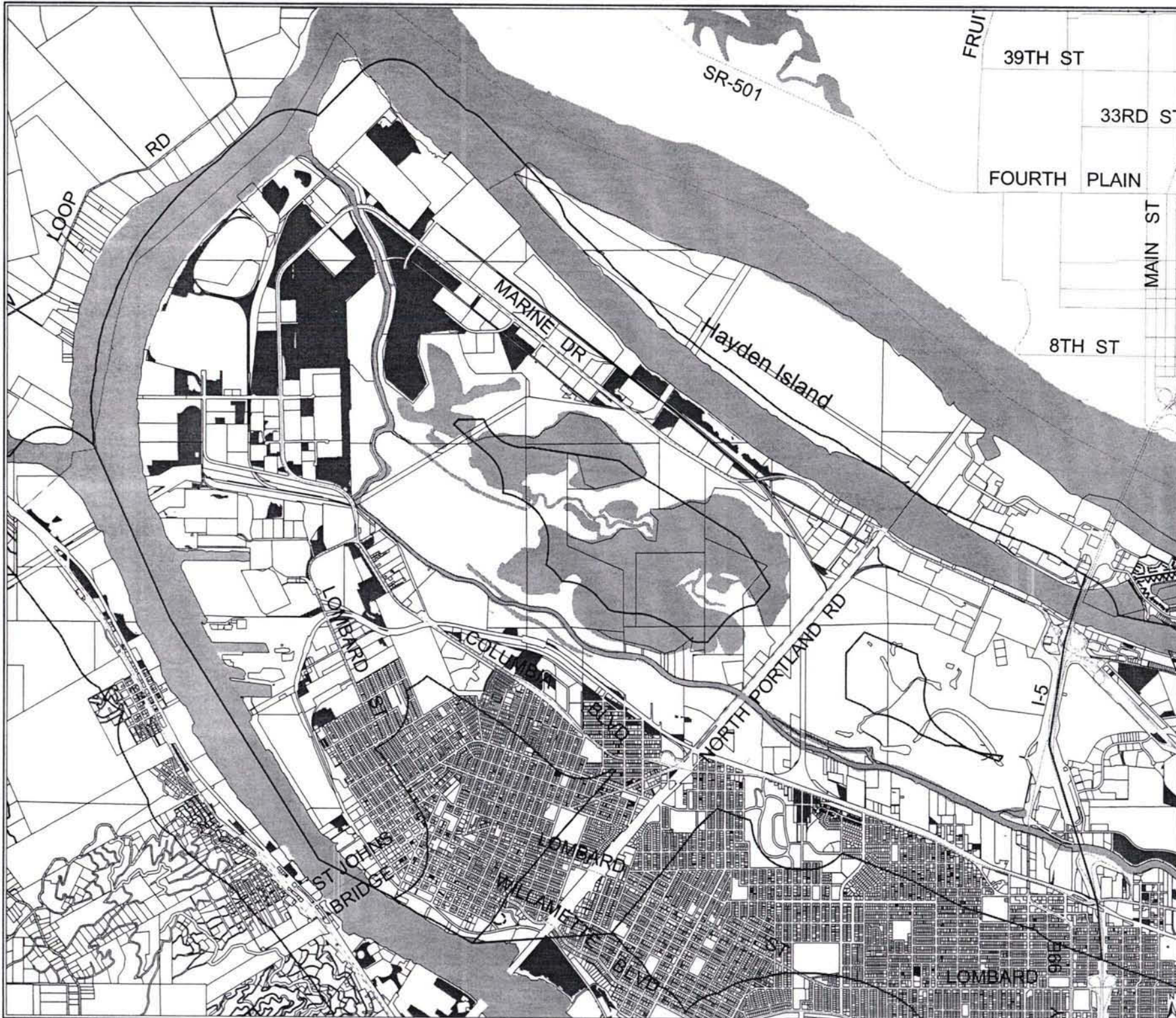
HAIDEN ISLAND is a small island in the center of Hayden Lake. It is a small island with a few buildings and a small forest. It is a small island with a few buildings and a small forest. It is a small island with a few buildings and a small forest.

1 inch equals 0.2 miles



Location Map

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REGIONAL LAND INFORMATION SYSTEM

Buildable Title 4 Industrial Land

Study Area 2

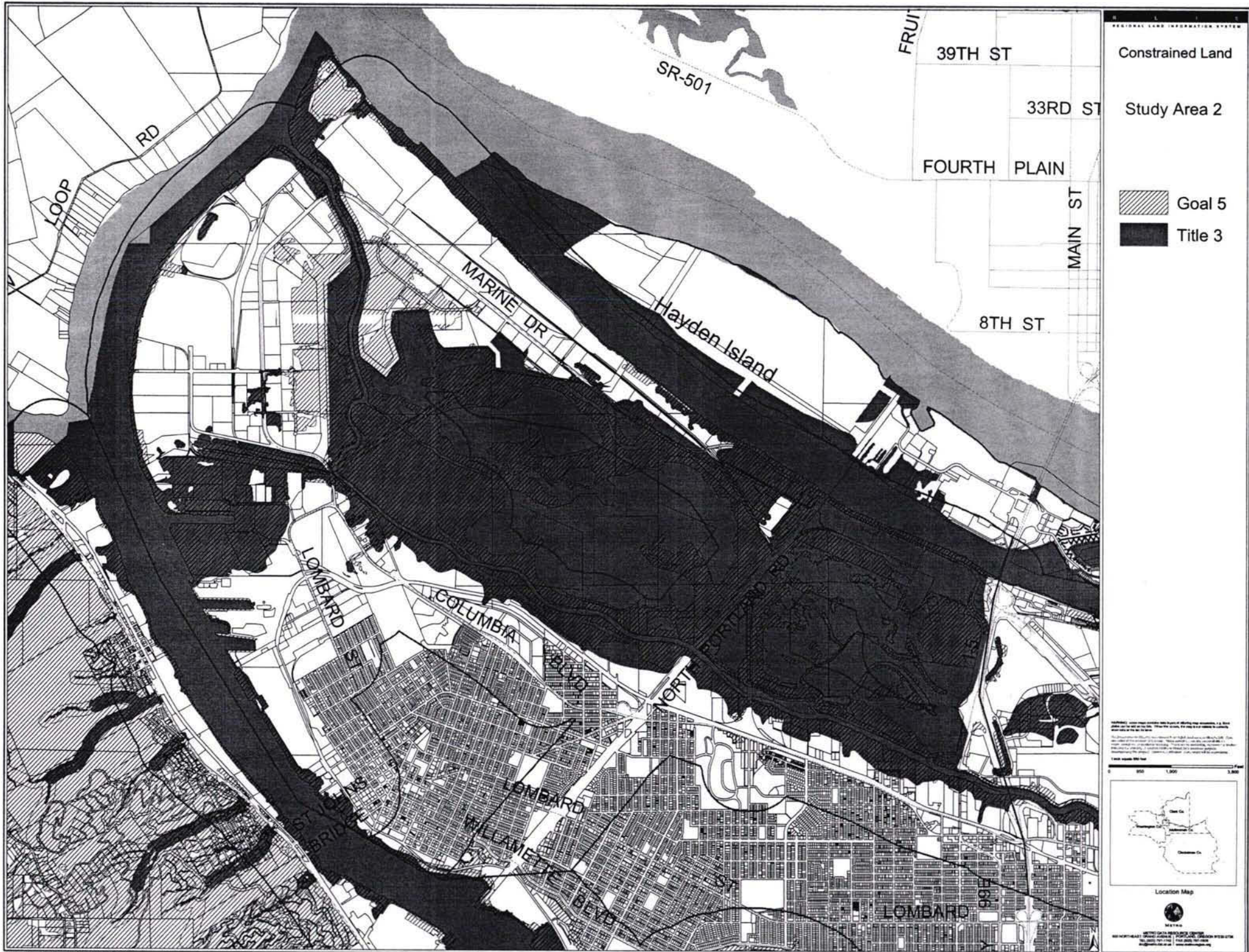
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Scale: 1 inch = 1 mile

0 0.5 1 1.5 2 Miles

Location Map

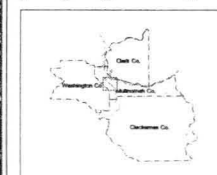
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Study Area 3/4



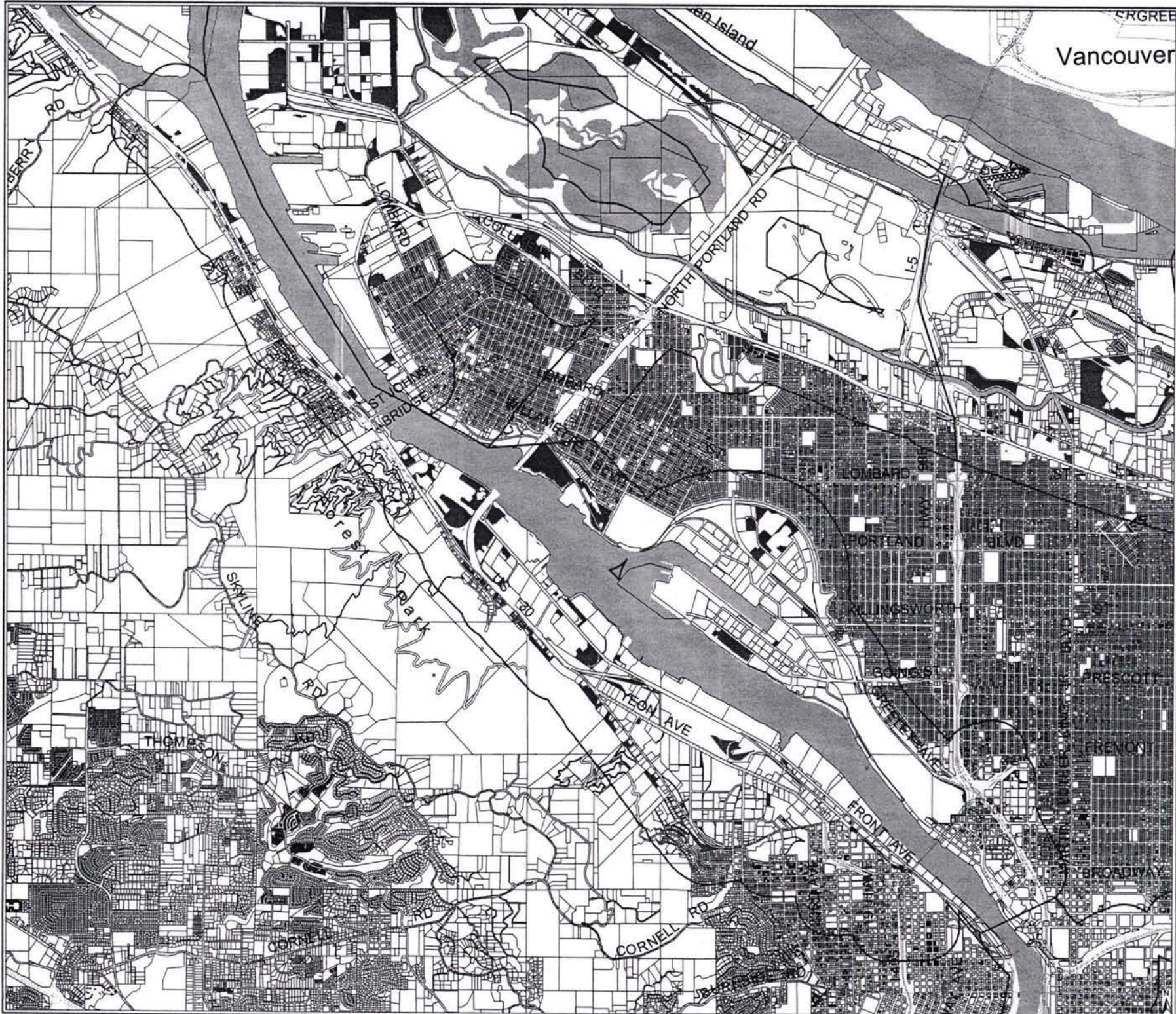
TABLE 2. Some major considerations for layers of identity ring construction, e.g. three planes can be added to the two. Within this column, the empty is not intended to currently cover only the first two layers.



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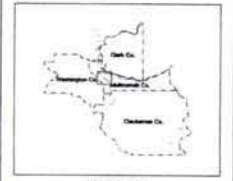


Vancouver

Buildable Title 4 Industrial Land

Study Area 3

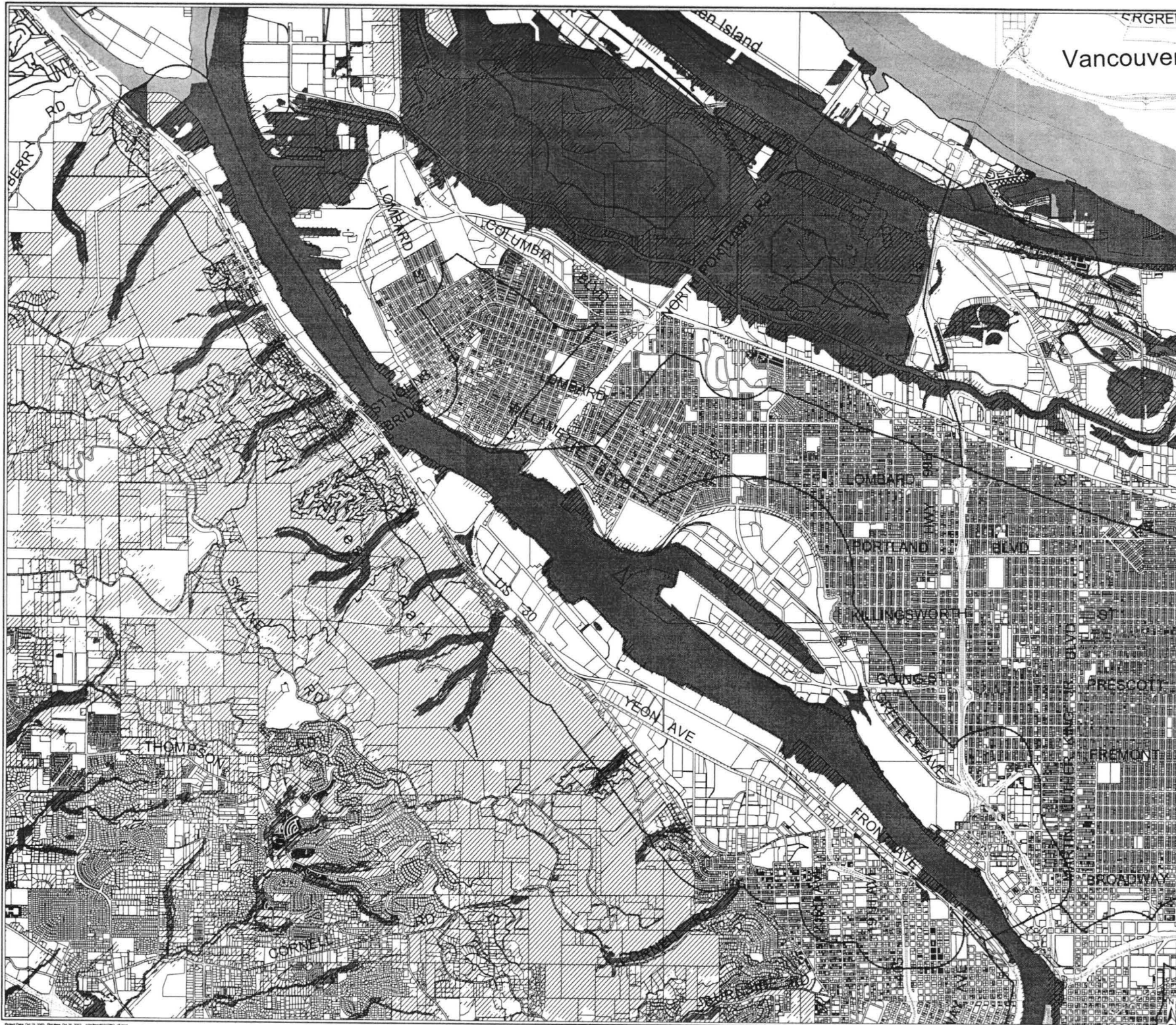
Source: Vancouver City Planning Department, 1998. Map data from the City of Vancouver's Geographic Information System (GIS) database. The map is a reproduction of a map published by the City of Vancouver in 1998. The map is not to scale and is not intended to be used for navigation. The map is a reproduction of a map published by the City of Vancouver in 1998. The map is not to scale and is not intended to be used for navigation.



Location Map



Map of the City of Vancouver, British Columbia, Canada. The map is a reproduction of a map published by the City of Vancouver in 1998. The map is not to scale and is not intended to be used for navigation. The map is a reproduction of a map published by the City of Vancouver in 1998. The map is not to scale and is not intended to be used for navigation.



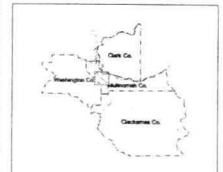
Vancouver

Constrained Land

Study Area 3

-  Goal 5
-  Title 3

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Location Map

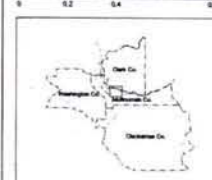


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Study Area 5



1 inch equals 0.2 miles





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CITY OF PORTLAND, OREGON BUREAU OF PLANNING

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October 7, 2003

Mary Weber
Metro
600 NE Grand Ave.
Portland, OR 97232

Re: RSIA map

Dear Mary:

We want to give you some further explanation of the recommended map of Regionally Significant Industrial Areas (RSIA's) for Portland that we sent you in August. The map was prepared by Bureau of Planning staff in collaboration with Portland Development Commission staff. We have also reviewed the map and concepts behind it with industry representatives on the River and Industrial Economic Advisory Group, a group convened under the River Renaissance program, and I am attaching a draft summary of that meeting.

Overall, Portland's industrial sanctuary policies and zoning are closely in step with the direction taken by Metro Council in Title 4. Both programs aim to preserve high quality industrial land as an important resource for economic growth and to limit incompatible development that can drive industries out of these areas.

RSIA map proposal

In identifying RSIA's, we started with the Title 4 concept that these areas offer the best opportunities for family-wage industrial jobs, as well as Metro staff's direction that RSIA's have unique industrial attributes, such as areas near air and marine port terminals, rail yards, and high tech locations with special infrastructure. We are proposing inclusion of 12,530 acres as RSIA's in Portland (excluding streets and identified rail right-of-way and fragment taxlots that function as right-of-way), which is 94 percent of the industrial land designated in Portland's *Comprehensive Plan*. The proposed RSIA's consist primarily of the Portland Harbor and Columbia Corridor industrial districts. These areas appear to be an obvious choice, located at the main hub of Oregon's freight transportation system, where the shipping channels, main rail lines and yards, freeways, Olympic Pipeline, and Portland International Airport converge. These districts are also the state's largest concentration of manufacturing and distribution facilities, employing about 80,000 workers in 2000. We also hope that these proposed RSIA's receive special attention for future transportation funds allocated through the MTIP process.

In addition, we propose inclusion of the Brooklyn Yard industrial area as an RSIA because of the intermodal rail yard that covers most of that district. However, if Union Pacific someday expands its intermodal yard capacity in a new yard elsewhere in the region and closes the somewhat isolated Brooklyn Yard, the RSIA designation there should be reconsidered.

Other industrial and employment areas

The selection of RSIA's was also influenced by the Title 4 rules to be applied in these areas. We did not include the central city industrial areas (Central Eastside and the "upper" portion Lower Albina) and smaller dispersed industrial areas (along I-84, I-205, and the southern city boundary) that are protected as industrial sanctuaries. The *Portland Zoning Code* already provides what we see as more stringent

industrial land protection than anticipated in Title 4 to all industrial zones, so the additional layer of regional discretion and limitations do not appear necessary for industrial retention and growth there. Moreover, these industrial areas are smaller and closer to neighborhoods and urban centers, where a more diverse and finer grain mix of uses will develop over time that can benefit from a local approach to the specific area. For example, the *Central Eastside Industrial Zoning Study* is currently underway, exploring opportunities to adjust industrial zoning provisions to facilitate growth of industrial serving firms (e.g., engineering, some contracting) and industrial-like service firms (e.g., creative services, software development), which may conflict with the professional office limitations in Title 4.

In designating some, but not all, industrial areas as regionally significant for compliance with Title 4, we want to clearly dispel any false perception that the city's other industrial sanctuaries will be treated as transition areas that will necessarily convert over time to other uses. While mapping flexibility over time is needed for adapting to changing conditions, the other industrial sanctuaries not included in the RSIA map provide significant industrial land functions in serving nearby customers, diversifying area employment opportunities, and providing land for some large industrial employers that serve national and global markets (e.g., Precision Castparts in Southeast Portland). I am attaching a table that distinguishes among the development characteristics of RSIA's, other industrial areas, and general employment areas. All of Portland's industrial and general employment zones are important, long-term components of the industrial land supply, and all are included in the *Citywide Industrial Lands Inventory and Assessment* recently completed by the Portland Development Commission and Bureau of Planning.

In addition to industrial sanctuaries, "mixed employment" areas designated in the *Comprehensive Plan* also emphasize industrial and industrially related uses. These areas provide land for flex space, buffer uses at the edge of industrial districts, corporate headquarters operations near industrial districts (e.g., Freightliner and Adidas), and other complementary commercial uses (e.g., travelers services along Airport Way). Moreover, central city areas with commercial zoning also serve critical industrial functions, such as the proposed biosciences quarter at South Waterfront. Thus, there are a range of committed industrial and employment areas that serve regionally significant industrial functions but do not fit the RSIA mapping criteria or regulatory goals.

Title 4 implementation

While we generally took an inclusive approach to mapping RSIA's, we are in turn anticipating a relatively flexible approach by Metro in implementing Title 4 rules and future RSIA map amendments. As we have understood Title 4, it is intended to provide a layer of strategic regional limitations on retail, offices, and lot size at the best industrial areas, but not at a level of detail provided in a local zoning code. So, Title 4 both directs and delegates. We can think of several examples where Portland's existing codes exceeds Title 4, but we can also identify some minor and technical differences in overall approach and methods. We look forward to working with Metro staff in making adjustments so that Portland's industrial code, as a whole, can be found in substantial compliance with Title 4.

Moreover, while the map we submitted follows specific site boundaries to convey to you our understanding of the current edges of these areas, it makes sense to adopt a more generalized regional map as originally conceived by Metro staff. Our recent research in the *Citywide Industrial Lands Inventory and Assessment* has helped inform our RSIA map recommendations, but it also indicates that we have a lot to learn about how to overcome industrial redevelopment constraints and spur reinvestment in older districts. This research is in progress and is part of a growing economic development agenda in Portland to preserve, protect, and redevelop industrial sites. Taking an iterative approach of research,

policy and investment actions, monitoring, and adjustment appears necessary for success.

Non-conforming uses in RSIA's

As you have pointed out, the Expo Center is a non-conforming institutional use included in the proposed Columbia Corridor RSIA. That site also has an industrial sanctuary designation in the *Comprehensive Plan* and industrial zoning. We have no objection to removing it from the RSIA map, but we have not looked comprehensively at the proposed RSIA's for identifying and considering removal of non-conforming uses. It would be beneficial to identify consistent criteria for retaining or removing sites with non-conforming uses from the RSIA map.

Other major institutional uses that are allowed or conditional in Portland's industrial zones are also included in the RSIA map. The new Multnomah County jail is located in the Rivergate RSIA area. Portland's sewage treatment facilities are located in the Columbia Corridor RSIA. The former St. Johns landfill in Rivergate is also included, although industrial development potential on the site appears very limited.

The Portland International Airport is a unique facility that needs special consideration. While we included the airport site as part of the Columbia Corridor RSIA, we agree with the Port of Portland's recommendation to specifically acknowledge and allow for the airport's accessory commercial uses, including travelers' services and transportation-related offices.

The Cascade Station development near the airport remains mostly vacant, and we will be reevaluating what it will take to get something started there. The southern portion of the Cascade Station Plan District includes a strip of industrially zoned land located between two employment zones, and, if the eventual RSIA boundary is site-specific, we may request that part of it be adjusted sometime in the upcoming months.

Natural resource areas in RSIA's

Significant natural resource areas exist, and are included within, Portland's map of RSIA's. Existing environmental protection overlay zones cover approximately 6 percent of Portland's industrial and mixed employment areas, and Metro's Goal 5 significant riparian and wildlife habitat inventory covers about 28 percent. In preparing the RSIA map, we excluded lands with an open space designation in the *Comprehensive Plan*; however, we included lands with an industrial sanctuary designation regardless of their natural resource values. We used this simple approach for several reasons. A *Comprehensive Plan* open space designation establishes the City's policy and intent to preclude all but a very limited set of development types on these lands. In contrast, Title 4 and Portland's industrial zones do not limit the establishment of parks and open space uses or natural resource protections, so inclusion of natural resource areas as part of RSIA sites does not necessarily present an inherent conflict. Through River Renaissance, the City of Portland has affirmed that sustaining the community's economic and environmental health are both critical and complementary goals, and we are pursuing innovative approaches to meet both goals at a given industrial site or district, as well as citywide.

Further, a range of natural resource planning projects (e.g., Metro Goal 5, watershed plans, Healthy Portland Streams project) are underway to identify and protect natural resource values and functions, and these projects will not be completed before Metro adopts the Title 4 RSIA map. Metro's efforts to identify regionally significant industrial lands and natural resources will serve as a catalyst for continuing discussions with business people, neighborhood and stewardship groups, and intergovernmental partners

October 7, 2003
Page 4

about how these goals can be integrated and achieved on some of the most important lands in the city and the region. In the meantime it may be appropriate to point out certain significant natural resource areas within the RSIA so that this integration issue remains explicit and visible.

If Metro does choose to exclude from, or otherwise recognize, some committed natural resource areas on the RSIA map, we suggest consideration of the following resource categories:

- Existing environmental protection overlay zones, although these areas may be modified through the Healthy Portland Streams project;
- Drainages and inundation areas anticipated as a result of the project to reconnect Smith and Bybee Lakes;
- The wetland area located just northeast of Smith Lake near the Expo Center, which is designated as a "management area" in the Smith and Bybee Lake Natural Resource Management Plan; and
- Protected water features as delineated by Metro's Title 3 map.

We appreciate your collaborative efforts to ask for our recommendations on the RSIA map and Title 4 implementation issues. If you have questions or clarifications about our map recommendations, please contact Steve Kountz of my staff.

Sincerely,

Gil Kelley
Portland Planning Director

C: Bob Clay, Bureau of Planning
Elissa Gertler, Portland Development Commission
Brian Campbell, Port of Portland

River & Industrial Economic Advisory Group

Draft Summary of Meeting

September 18, 2003, 7:30 to 9:30 a.m.
1900 SW 4th Ave, Room 2500A

Participants

Beverly Bookin
Al Burns
Brian Campbell
Cindy Catto
Bob Clay
Kim Cox
Peter Fry
Ann Gardner
Steve Gerber
Elissa Gertler
Marty Harris
Gil Kelley
Steve Kountz
Wayne Kingsley
Mike Rosen
Debbie Silva
Nicholas Starin
Fred Wearn
Mary Weber
Mike Wells
Howard Werth
Joe Zehnder

Columbia Corridor Association
Portland Bureau of Planning
Port of Portland
Associated General Contractors
Portland Bureau of Planning
Portland Bureau of Environmental Services
Land use consultant
NW Industrial Neighborhood Assn.
Portland Office of Transportation
Portland Development Commission
Portland Development Commission
Portland Bureau of Planning
Portland Bureau of Planning
Central Eastside Industrial Council
Portland Bureau of Environmental Services
Columbia Corridor Association
Portland Bureau of Planning
Portland Development Commission
Metro
Panatoni Development Corporation
Gunderson
Portland Bureau of Planning

Introductions and Announcements

Following introductions, Marty Harris described next steps underway following the *Citywide Industrial Land Inventory and Assessment*, including development of a portfolio of employment opportunity sites in the city. This work will be discussed further at future meetings.

Where to Designate "Regionally Significant Industrial Areas" in Portland to Implement Title 4?

Gil Kelley and Bureau of Planning staff described the work underway to implement the Title 4 amendments approved by Metro Council last December, which includes designating, and establishing regional rules for the development of, "regionally significant industrial areas" (RSIA's).

Have some jurisdictions been more remiss in limiting commercial development in industrial areas? The industrial areas in the region have varying mixes of businesses that partly reflect their maturation cycles. Before establishing industrial sanctuary zoning in the 1970s, Portland's zone that was applied in

industrial areas allowed virtually all uses. That practice of applying the least restrictive zoning in industrial areas was common nationally. While Portland's industrial zoning is generally more restrictive than in the suburban jurisdictions, there is a wide range of industrial zoning restrictions across the region. Some of the zoning codes in suburban jurisdictions are very restrictive about some uses.

Is there an assumption that commercial uses in industrial areas are a waste? A more nuanced perspective is common, that some commercial use is beneficial in industrial areas and the mix is evolving. Conceptually, Title 4 limits less compatible uses that can drive out industry over time.

Do we know how much industrial land in the region has been lost from commercial development? No regional estimates are available.

The Central Eastside is occupied by many industrial firms that compete in national and global markets, and North Macadam is being planned as the region's biosciences quarter. These areas have obvious regionally significant industrial functions, yet also support a broader mix of service uses than allowed in Title 4 RSIA's. San Francisco's downtown area has its most diverse industry mix—the largest number of SIC codes. The concept of designating only industrial areas that would be planned for limited service uses as regionally significant is shortsighted.

Is there an assumption that regionally insignificant industrial areas will change?

It is important not to "over-rev" on what is regionally significant. The Title 4 rules will have a limited role. Local jurisdictions need flexibility in administering their industrial zoning, so let's not abrogate too much responsibility to the regional level.

Bureau of Planning staff presented, and asked for comments on, a draft map of recommended RSIA's in Portland that was submitted to Metro in August. An explanatory letter and possible map changes will be sent to Metro soon, drawing from the ideas discussed at this meeting. Metro needs any changes on local jurisdiction RSIA recommendations by the beginning of October. The presented map included draft RSIA's, other industrial lands, and mixed employment areas, all of which were included in the citywide industrial lands inventory as significant components of the city's industrial land supply. A table was handed out describing our first cut at how industry mix, infrastructure, and other characteristics differ among these three industrial land types.

Starting with Metro's direction that RSIA's have unique industrial attributes such as land near port terminals and rail yards, staff proposed the Columbia Corridor, Portland Harbor, and Brooklyn Yard industrial areas as RSIA's. The

draft RSIA's did not include the central city industrial areas (Central Eastside and the "upper" portion of Lower Albina) and smaller dispersed industrial areas (along I-84, I-205, and the southern city boundary). These other industrial sanctuaries have a finer grain mix of uses that would benefit from a local zoning approach that may not be consistent with Title 4. Nevertheless, these other areas serve significant long-term industrial functions by providing proximity to customers in the area, diversifying area employment opportunities, and adding to the limited supply of industrial land.

Concern was expressed that businesses need certainty to develop industrial sites, not a nine-month review process to remove or amend an RSIA designation. Local flexibility is important.

The rub is that the more blue (designated RSIA) on this map, the less need there will be to expand the urban growth boundary. A bigger regional supply of industrial land will in turn reduce the competitiveness of more constrained urban sites.

The region appears to be investing in the suburbs at the expense of urban brownfields.

Probably 80 percent of the region's RSIA land will be in Portland, so how much land Portland is willing to put on the map is a big issue. The map only carries the weight of the RSIA requirements. To include all of Portland's IG and IH land as blue (RSIA) seems like a no-brainer, since Portland's industrial zoning is more restrictive than Title 4. Just do it and get the map in.

Title 4 is not the sum of industrial policy. It's only a building block to address certain regional issues at a regional level.

Concern was expressed about shifting more industrial policy decisions from the local to the regional level. Going in this regulatory direction, we can shoot ourselves in the foot. The Title 4 regulations are pretty benign, but I fear what's next.

The airports are unique and not necessarily an industrial use. Port of Portland staff recommends leaving the airport in the RSIA, as an important transportation facility with accessory industrial uses, but also establishing an allowance for accessory commercial uses there.

Again, don't over-rev on the details. This is a balancing act between regional and local interests.

Title 4 will be reexamined in five-year cycles. The regulations can be adapted based on how well the industrial areas are meeting performance measures. Economic development planning in the region will also evolve during that time. When reviewed in five years, however, we need to be able to document what to change.

The restrictiveness of the 50-acre rule in RSIA's is a real concern. We can't take nine months for a regional review process on an industrial development proposal.

The implications of the 50-acre rule on the 250-acre site of the Schnitzer Steel scrap operation were discussed. Since Metro applies the 50-acre limitation to taxlots, the new rule may have little effect on the Schnitzer site, since it has multiple taxlots. Also, there are exceptions in the law for land divisions to protect a natural resource or implement an environmental remediation plan. However, the 50-acre rule may limit important redevelopment options on some large sites in the city.

Ultimately, what does it mean to be blue (a designated RSIA) on the map? It is relatively transparent in Portland, since it would only involve tweaking our industrial sanctuary zoning.

The proposed map is a good strategic choice. But these areas should be called "regionally regulated," not "regionally significant industrial areas." The RSIA name implies that it will become easier to convert other industrial areas.

The 1,000-employee minimum on new corporate headquarters offices in RSIA's was also questioned. Corporate headquarters that are that big don't relocate—they grow.

Portland's industrial zoning allows 3,000 square feet of offices by right. Shouldn't we continue to allow industrial areas to be sprinkled with small service uses that serve those areas? The appropriate level of detail in Title 4 was discussed further.

No changes to the draft RSIA map were recommended.

The meeting adjourned at 9:30.

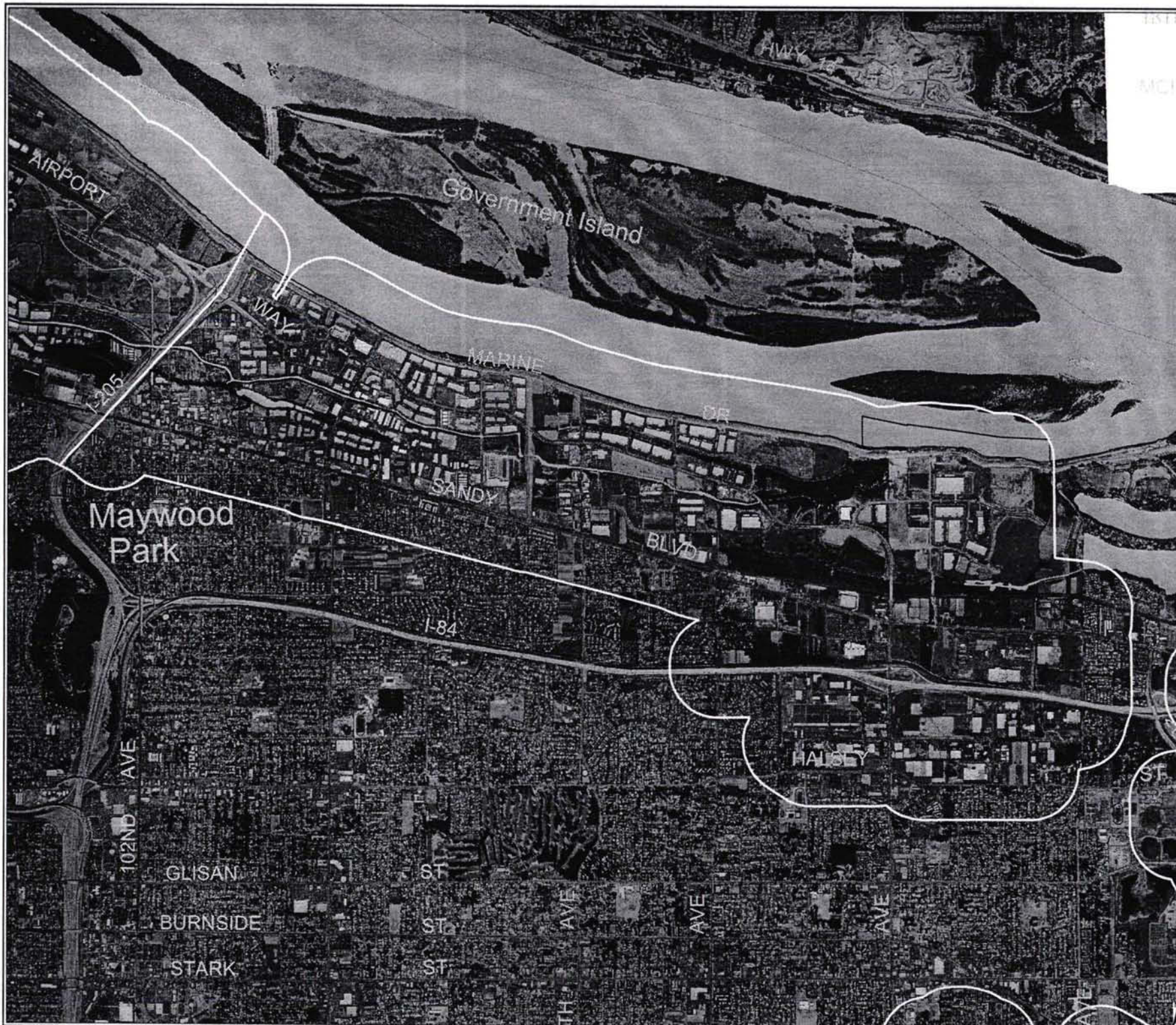
Discussion Ideas on Industrial Land Types, September 29, 2003

	Title 4 Regionally Significant Industrial Areas	Other Industrial Areas	Mixed Employment Areas
Purpose	<ul style="list-style-type: none"> Provide industrial areas in locations best suited to accommodate "basic" industries, local clusters, and regional transportation facilities. 	<ul style="list-style-type: none"> Provide industrial land in the central city and small dispersed areas that diversify area employment opportunities and provide central or nearby access to market areas 	<ul style="list-style-type: none"> Provide land for complementary commercial uses near industrial areas Expand light industrial opportunities Provide buffer or transition areas.
Location	<ul style="list-style-type: none"> Along and near harbor, rail lines, airport, and freeways Separated from incompatible uses 	<ul style="list-style-type: none"> Buffered areas in urban centers and small, dispersed locations 	<ul style="list-style-type: none"> Near industrial areas Dispersed locations
Area size	<ul style="list-style-type: none"> 300+ (?) acres 	<ul style="list-style-type: none"> 20-500 (?) acres 	<ul style="list-style-type: none"> 1-200 (?) acres
Longevity of area	<ul style="list-style-type: none"> Long-term 	<ul style="list-style-type: none"> Long-term 	<ul style="list-style-type: none"> Long-term
Portland examples	<ul style="list-style-type: none"> Columbia Corridor Portland Harbor 	<ul style="list-style-type: none"> Central Eastside Lents 	<ul style="list-style-type: none"> Swan Island office area Airport way employment area
Industry location advantages	<ul style="list-style-type: none"> Proximity to special infrastructure (e.g., harbor, rail, airport) Synergistic proximity to industrial customers, vendors, & competitors Separation from incompatible uses & long-term room to grow Proximity to labor (mfg.) Low land costs 	<ul style="list-style-type: none"> Central or nearby access to market areas Synergistic mix of commercial and industrial uses May have more upscale appearance & fewer off-site industrial impacts (e.g., noise, odors). Diversity and availability of services in central city 	<ul style="list-style-type: none"> Synergistic mix of commercial and industrial uses More upscale appearance & fewer off-site industrial impacts (e.g., noise, odors).
Industry mix	<ul style="list-style-type: none"> 80-90% (?) industrial sector employment All industries, subject to hazardous material standards Emphasis on traded sectors, transportation, and clusters of linked firms Examples: metals & equipment mfg., electronics mfg., airport, marine terminals, rail yards, distribution centers 	<ul style="list-style-type: none"> 60-80% (?) industrial sector employment All industries, subject to hazardous material standards Emphasis on central or nearby access to markets. Examples: wholesale & repair to local & regional markets, small-site and specialized mfg., construction, high tech services (e.g., R&D, engineering, creative services, software development), industrial services 	<ul style="list-style-type: none"> 25-75% (?) industrial sector employment Emphasis on industrially related services and light industry (minimal off-site impacts). Examples: corporate headquarters separate from industrial sites (e.g., Freightliner, Adidas), airport hotels & traveler services, business services, repair services, small-site mfg. and wholesale, local retail

Site size	<ul style="list-style-type: none"> ▪ Complete range of sizes ▪ Primary supply of 50+ acre sites 	<ul style="list-style-type: none"> ▪ Broad range of sizes 	<ul style="list-style-type: none"> ▪ Broad range of sizes ▪ Emphasis on sites < 3 acres.
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	Regionally Significant General Industrial Areas*	Local Industrial Areas	General Employment Areas
Facility types	<ul style="list-style-type: none"> ▪ Emphasis on general industrial space: manufacturing, warehouse, transportation, utilities ▪ High tech centers (e.g., electronics mfg., R&D) with campus design character ▪ Limited flex & office 	<ul style="list-style-type: none"> ▪ Emphasis on general industrial space ▪ Limited flex & office ▪ High tech service centers (e.g., R&D, engineering, creative services, software development) in urban setting ▪ Building upgrades required 	<ul style="list-style-type: none"> ▪ Emphasis on flex buildings with 25-75% office space ▪ Average 12-16 foot ceiling height and 20,000 sq. ft. per loading dock ▪ General industrial & distribution allowed
Neighbor sensitivity	<ul style="list-style-type: none"> ▪ 0-10% of sites within 500 feet of residential zone 	<ul style="list-style-type: none"> ▪ 10-30% of sites within 500 feet of residential zone 	<ul style="list-style-type: none"> ▪ 50-90% of sites within 500 feet of residential zone
Infrastructure	<ul style="list-style-type: none"> ▪ Most sites within 1 mile of regional truck system ▪ Logistics access to harbor, rail, runways, pipelines ▪ Area streets function as "truck streets" with traffic blocked occasionally ▪ May serve special power, water, sewer, teleco. Needs 	<ul style="list-style-type: none"> ▪ Area streets function as "truck streets" with traffic blocked occasionally ▪ May have central or limited access to regional freight modal networks ▪ Serve general power, water, sewer, teleco. needs 	<ul style="list-style-type: none"> ▪ Nearby access to major streets and transit ▪ Serve general power, water, sewer, teleco. needs
Land supply in Portland	<ul style="list-style-type: none"> ▪ About 12,000 acres 	<ul style="list-style-type: none"> ▪ About 1,000-2,000 acres 	<ul style="list-style-type: none"> ▪ 1,300 acres

Study Area 6

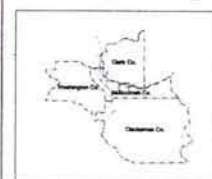


DISCUSSION: While major innovation has resulted in efficiency map innovation (e.g. Smart Drive) and for 40% of the 100, 70% of the 100, the map is not intended to be a primary innovation of the 100 for the 100.

1 inch equals 0.2 miles



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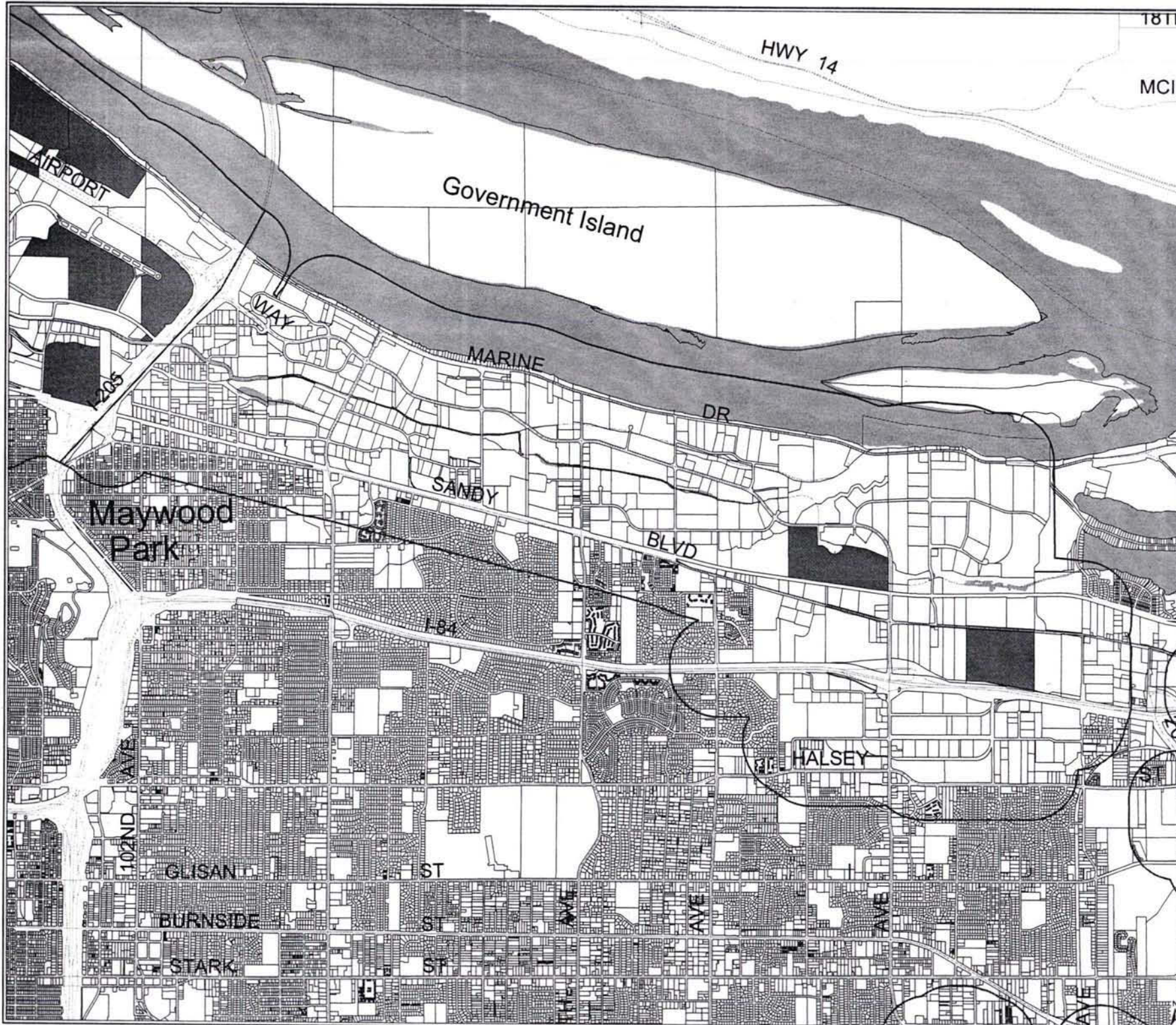


Location Map



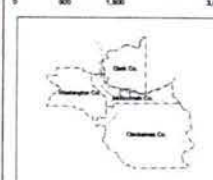
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Study Area 6



Abstract: online image creation and display of abstract map representations, e.g. Street View, can be used to improve the effectiveness of training. The map is not intended to actually show details of the test set terrain.

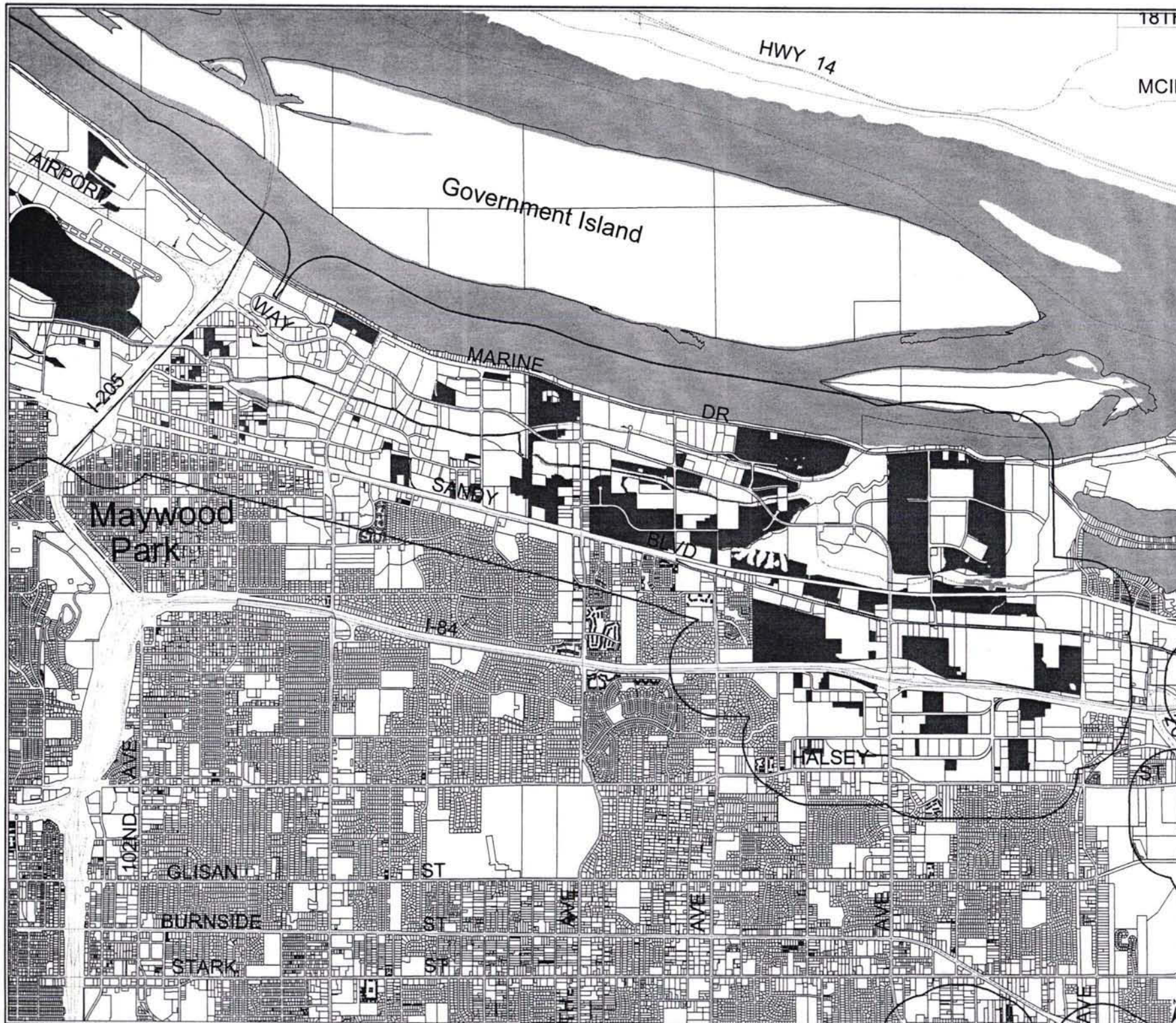
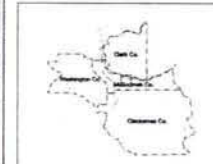
1 (null) against 501 (real)



Location Map

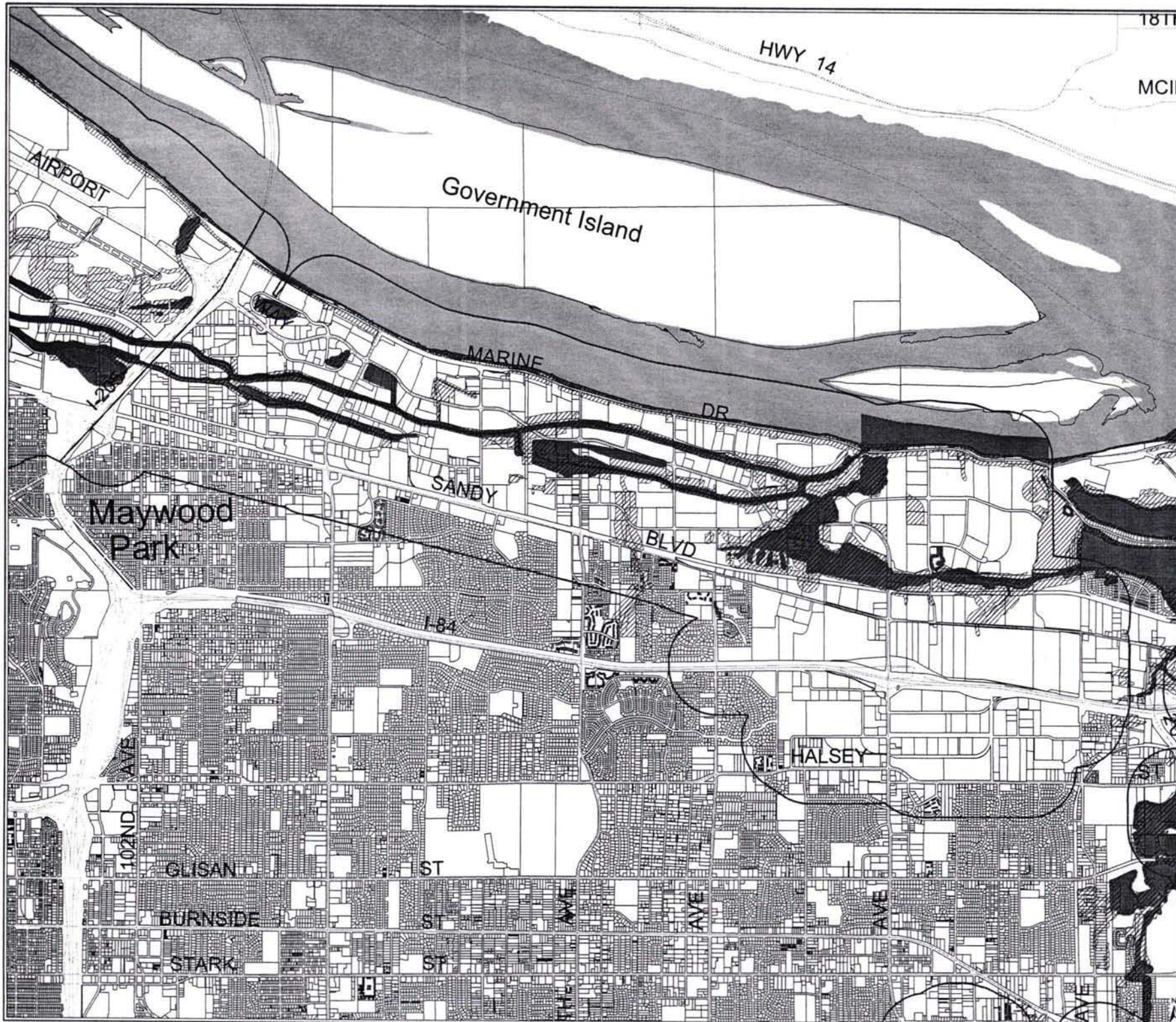


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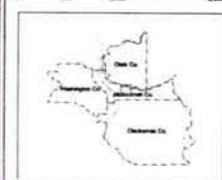
Constrained Land

Study Area 6

- Goal 5
- Title 3

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Scale: 1 inch = 1,000 feet



Location Map



Draft RSIA Boundary Recommendation

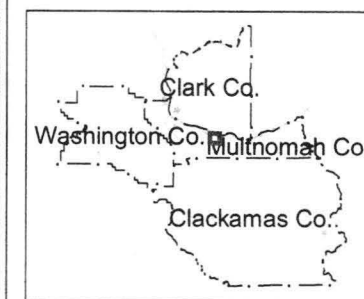
East Area 6

- Urban growth boundary
Taxlots
Streets
Portland Recommendation
Gresham Recommendation
Metro Expanded Recommendation

WARNING: some maps combine data layers of differing map accuracies, e.g. flood plains can be laid on tax lots. When this occurs, the map is not reliable to correctly show data at the tax lot level.

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 will be appreciated.

1 inch equals 0.38 miles



Location Map

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dro@metro.dst.or.us | www.metro-region.org

Area 6 - Gresham Portion – Columbia Corridor

General Description

The area under consideration is in North Gresham between the railroad tracks and Marine Drive just east of 185th. Gresham shares a portion of this study area with the City of Portland.

Acres Information (Study area shared by Portland and Gresham)

- Total Acres: 4,513
- Acres of Buildable Land: 797
- Acres zoned Industrial (Title 4): 2,457
- Average Parcel Size: 1.0 Acres
- 2000 Vacant Taxlots Larger than 50 Acres: 2
- Percentage of Study Area Covered by Title 3: 8 percent

Factor Analysis

Distribution

- Rail access to the area.

Services

- Basic services are available.

Access

- The area is within 3 miles of I-84.

Proximity

- The area is adjacent to industrial lands in Portland. To the east the area is bordered by residential uses and Fairview Lake and Blue Lake.

Use

- The majority of the area is zoned heavy industrial with a small section of light industrial.

Summary

Gresham recommends that this area be considered for RSIA designation based on its industrial zoning and adjacent industrial uses. The land north of Marine Drive is not recommended because it is envisioned for future mixed-use commercial and recreational waterfront development.

Metro staff recommends accepting the City's recommendation but also including the area south of the railroad to I-84 and east of Airport Way to 201st. See attached map.



MEMORANDUM

COMMUNITY PLANNING DIVISION
Long Range • Transportation • Development

To: Mary Weber - Metro
From: Rebecca Ocken
Re: Proposed RSIA Site
Date: October 9, 2003
Cc: Ed Gallagher, John Pettis, Terry Vanderkooy – City of Gresham

As requested, attached is a map of the area the City of Gresham is proposing for RSIA designation. The area for your consideration is in north Gresham between the railroad tracks and Marine Drive just east of 185th. A majority of the land is currently zoned heavy industrial with a small section of light industrial. The South Shore Corporate Park is located here.

We have chosen to exclude from our RSIA proposal the land north of Marine Drive. This land is envisioned for future mixed use commercial and recreational waterfront development.

If you have any questions, please don't hesitate to contact John Pettis at (503) 618-2778.

Proposed RSIA: City of Gresham (October 2003)



Area 7 – Troutdale Industrial Area

General Description

The Troutdale industrial area is bordered on the south by I-84, the Sandy River to the east, the Willamette River to the north and residential uses and Blue Lake and Fairview Lake to the west. While the area seems quite large, the dominate land uses are the Reynolds Aluminum Plant, the Troutdale airport and a Morse Bros. aggregate based productions operation. There is also a Glacier Northwest Redi-mix concrete site and a Swift Transportation truck facility in the area. The remaining uses include machine sales and service, engine repair and sheet metal fabrication.

Acreage Information

- Total Acres: 3,513
- Acres of Buildable Land: 569
- Acres zoned Industrial (Title 4): 1,648
- Average Parcel Size: 6.5 Acres
- 2000 Vacant Taxlots Larger than 50 Acres: 5
- Percentage of Study Area Covered by Title 3: 27 percent

Factor Analysis

Distribution

- This area plays only a minor role for distribution. The Troutdale airport is a general aviation facility.

Services

- Significant electrical power associated with aluminum plant. Rail is available.

Access

- The area is within 3 miles of I-84.

Proximity

- This area is large in size but is isolated from the Columbia Corridor industrial area with natural areas and residential uses serving as a barrier to possible integration with other industrial districts.

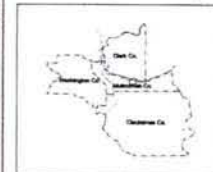
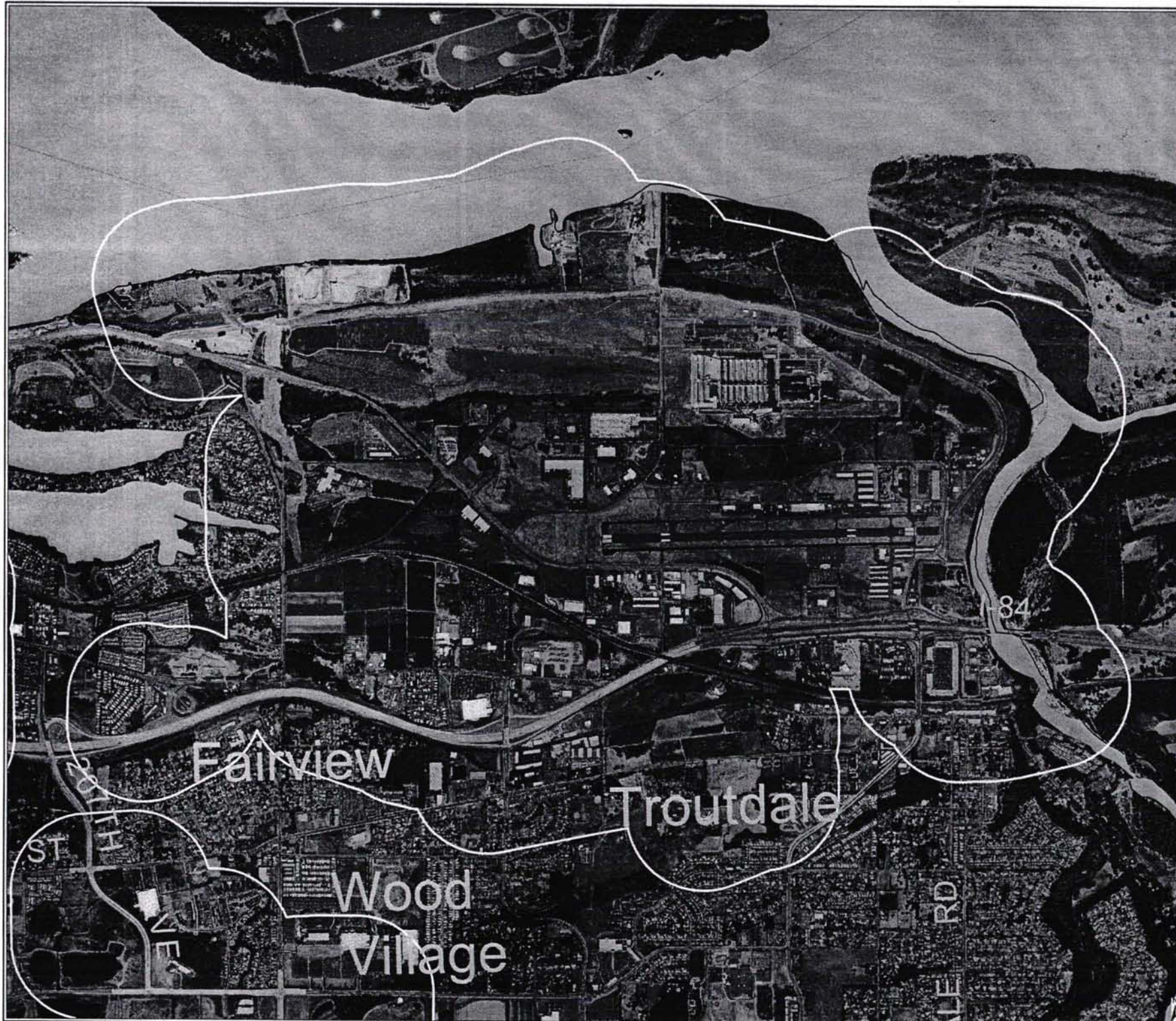
Use

- The uses are predominantly industrial uses but most of the area is very old with open storage yards, unimproved streets and wooden structures.

Summary

This is an older industrial area that has significant potential for redevelopment. There are some uses that would likely not relocate; they are the Morse Bros. facility and a ship repair yard. If the Reynolds property were to redevelop as an intermodal facility, many of the smaller older uses surrounding the plant would likely be redeveloped to support uses for the new facility. The same is true if the area is redeveloped as mixed commercial. At this time, it is not appropriate to designate this area as a RSIA. If in the future the site were to redevelop into an intermodal facility, this industrial area would better fit the region's policies.

Study Area 7



Location Map

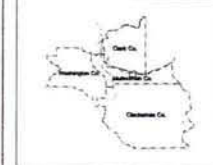


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1 inch equals 525 feet



A horizontal scale bar with tick marks at 0, 500, 1,000, and 2,000 feet. The bar is divided into four equal segments, each representing 500 feet.



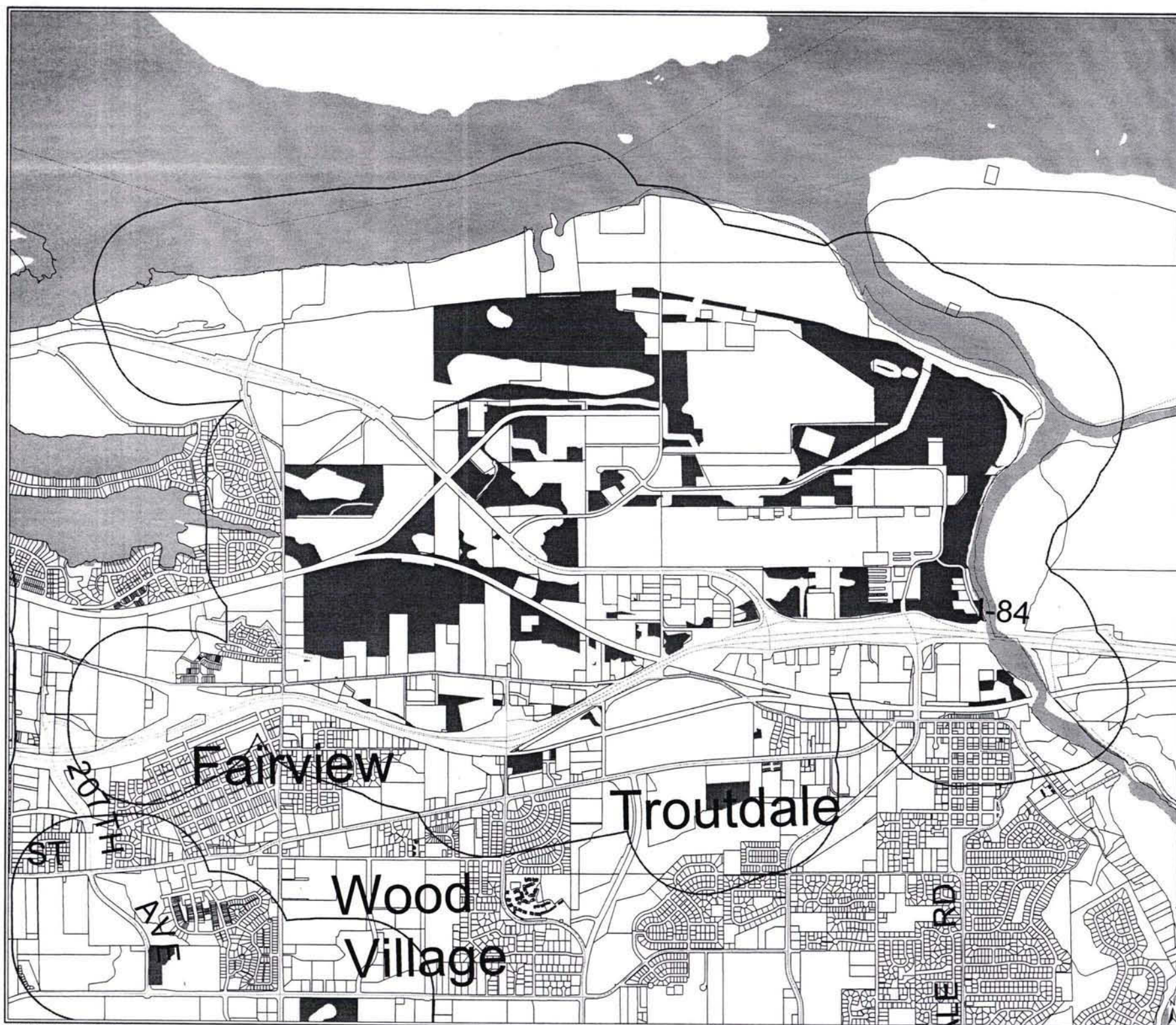
Location Map



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Buildable Title 4 Industrial Land

Study Area 7

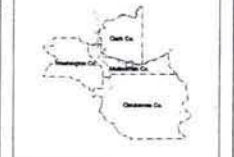


DISCLAIMER: This map contains only those data that were available to the Regional Land Information System as of the date of publication. The Regional Land Information System does not warrant the accuracy or completeness of the data shown on this map. The user assumes all liability for any use of the data.

For a complete list of the data sources used in the preparation of this map, please refer to the 'Data Sources' section of the map. The data was obtained from various sources, including the Regional Land Information System, the Oregon Department of Transportation, and the Oregon Department of Forestry.

1 inch equals 250 feet

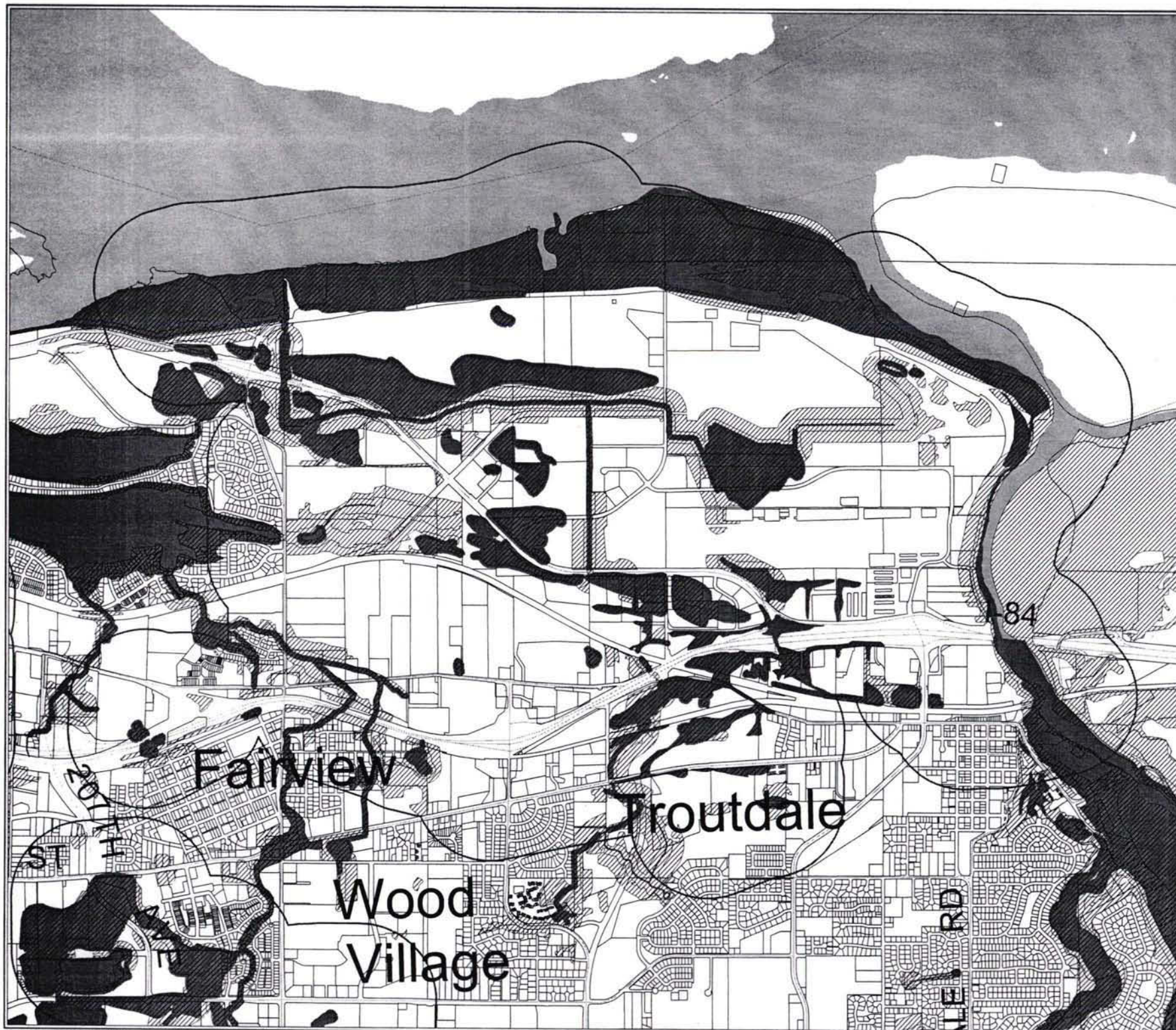
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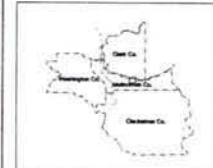
Location Map



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WARNING: Some maps contain more signs of shifting map boundaries. If you have them, you can still use this. Other maps, however, the map is not suitable to continue. Please only use this for the first.



Location Map



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Area 8 – Lents/Foster Road

General Description

This older industrial area is anchored at the west end by the Lents Town Center and goes northeast along Foster Road.

Acreage Information

- Total Acres: 1,274
- Acres of Buildable Land: 9
- Acres zoned Industrial (Title 4): 206
- Average Parcel Size: 0.4 Acres
- 2000 Vacant Taxlots Larger than 50 Acres: 1
- Percentage of Study Area Covered by Title 3: 45 percent

Factor Analysis

Distribution

- The area does not support the major transportation facilities such as the marine terminals or airports.

Services

- No specialized services are available

Access

- The area is within 3 miles of I-84, but the access route is congested.

Proximity

- The area is surrounded by residential uses.

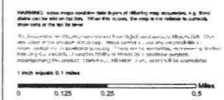
Use

- A regional paper recycling facility is located in this area but there are no other regional facilities, only local industrial uses and pre-existing commercial uses.

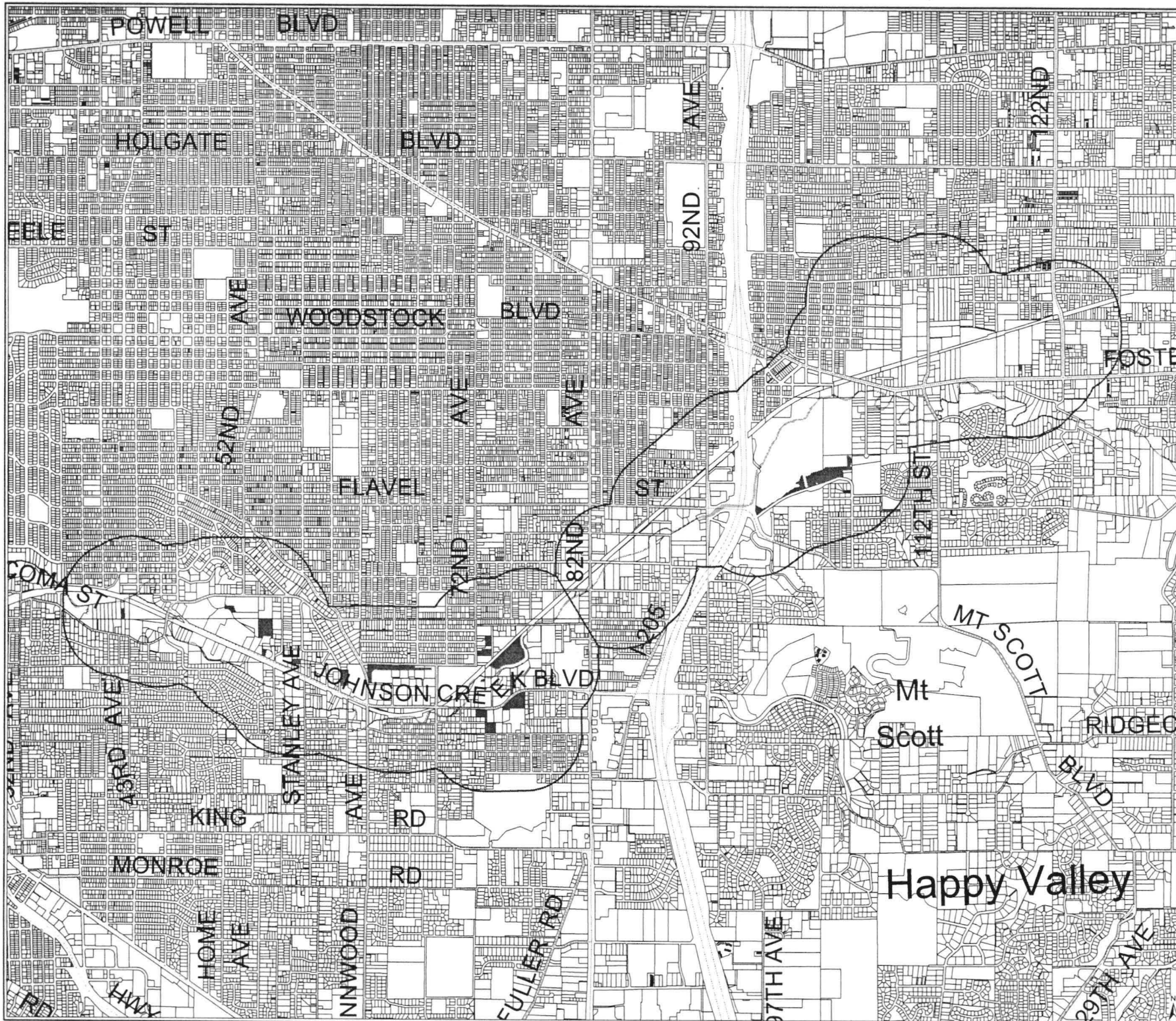
Summary

This is a very old industrial area with everything from a Smurfit paper recycling facility, to an auto junkyard and small engine repair facilities. Interspersed with the industrial uses are commercial uses. The area is surrounded by residential uses and the land is within the Johnson Creek floodplain. This area is of local significance as a jobs center, but is not appropriate as a RSIA.

Study Area 8 & 16





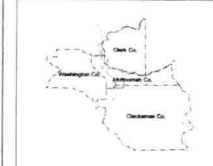


Buildable Title 4 Industrial Land

Study Areas
8 and 16

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1 inch equals 500 feet




Location Map

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10000 NE 11th Ave, Suite 100, Portland, OR 97220
503.281.1111 FAX 503.281.1111
www.metrodata.com



October 9, 2003

TO: Mary Weber, Manager Community Development

FROM: Lorraine Gonzales, Planner; Doug McClain, Planning Director 

RE: Title 4 Regionally Significant Industrial Areas

This memorandum is Clackamas County staff's response to Metro's request to identify Regionally Significant Industrial Areas (RSIA) within Clackamas County. Metro identified three candidate areas within the "old" UGB. We understand that the RSIA's in Damascus, recently added to the UGB, will be refined as part of the concept planning process. We believe the area south of Highway 212, generally known as the Clackamas Industrial Area, should be designated as a RSIA. Included with this memorandum is a map depicting our recommendation, and several aerial photographs that reveal the development pattern for the areas. The rationale for our recommendation follows.

Area Descriptions

Area 1 (Hwy 212/224):

This area is located along Hwy 212/224 north of the Clackamas River, between Hwy I-205 and 135th Avenue. Area 1 has 865.67 acres of Light Industrial (I-2) and 492.39 acres of General Industrial (I-3) land.

Area 2 (Johnson Creek Industrial Area):

This area is located along Johnson Creek Blvd. between the 55th Avenue and SE Luther Ave. This area has 129.71 acres of Light Industrial (I-2) land and 129.69 acres of General Industrial (I-3) land.

Area 3 (Lake Road Industrial Area):

This area is located north between Hwy. 224 and Lake Road and the railroad tracks, between I-205 and Harmony Road. This area has 22.00 acres of Light Industrial (I-2) land and 104.31 acres of General Industrial (I-3) land.

Evaluation

Our evaluation is based on Policies 1.4.1 and 1.4.2 of Title 4, and the "recommended

factors” provided by Metro staff in a June 30, 2003, memo to MTAC. Our evaluation follows the outline of recommended factors set forth in the Metro staff memo.

Distribution:

Area 1: Land south of Hwy 212/224 is served by the Southern Pacific Railroad. The area is within 20 minutes of Portland International Airport.

Area 2: The Southern Pacific Railroad intersects this area. This area also is within 20 minutes of Portland International Airport.

Area 3: This area is served by rail, located on the northern boundary of the industrially-zoned properties. It is within 20 minutes of the Portland International Airport.

Services:

All areas are provided with full urban services.

Access:

Areas 1: This area is approximately a quarter mile from I-205 and directly south of Hwy 212/224.

Area 2: Hwy 224 is directly south and abutting the area and I-205 is approximately ½ mile east of this area.

Area 3: I-205 is approximately one mile east. The area is located adjacent to SE Johnson Creek Blvd., a minor arterial.

Proximity and Use

Areas 1: Land uses north of this area include additional I-2 and I-3 industrial lands. However, the north side of Hwy 212 has a mixture of residential and industrial zoning. The industrially-zoned area north of the Highway includes several small parcels, with a mix of industrial and non-conforming commercial uses. This area north of the Hwy 21/224 also will be impacted by construction of the Sunrise Facility. Further north, separated by a residential area and large mobile home park, is Camp Withycombe. North of Camp Withycombe is an area zoned I-2, that is developed with smaller manufacturing businesses.

The recommended RSIA area is bounded on the south by a bluff overlooking the Clackamas River; this bluff serves as a natural boundary. Zoning south of this bluff is Exclusive Farm Use (EFU), Open Space (OSM) and Residential (R-20). The rail line provides a boundary west. The area between I-205 and the industrial area is developed with general commercial uses, consistent with the zoning. The area to the east at 135th Ave. is zoned Community Commercial, a designation providing for commercial uses supportive of the industrial area. Two mobile home parks also are located east of the

recommended RSIA.

Land uses in the area recommended for designation as RSIA are predominately industrial. Many are associated with warehouse and distribution activities, although there are other general manufacturing activities also located in this area. There are very few residential uses in the area. As the aerial photos show, most of the area is developed. There are two surface mining sites in this area which may eventually be redeveloped.

Area 2: Lands north of the site are designated as Open Space Management (OSM) and are in public ownership. Most of the area adjacent on the north is in the floodplain of Mt. Scott Creek. The City of Milwaukie is located to the east, across SE Harmony Rd. The area within the City has a mix of commercial, office and industrial uses. The City is not intending to recommend the RSIA designation for this adjacent area. Land uses east of the site include a mix of commercial and industrial uses, reflecting the zoning pattern for the area. Hwy 224 is the southern boundary of this area; the area south of Hwy 224 is generally residential. The property within this area is completely developed with industrial uses.

Area 3: All lands surrounding the boundaries of Area 3 are developed with residential land uses. The industrially-zoned area is almost completely developed with a variety of small manufacturing uses.

Reasons not to designate an industrial area as a RSIA.

The Metro memorandum dated June 30, 2003 gave the following four examples as reasons not to designate industrial land as a RSIA:

- The industrial site/area is surrounded on several sides by residential uses. In this case it is unlikely that the area will be expanded or maintained over time because of the conflicts with residential uses.
- Existing non-conforming uses located within the area make it unlikely that the conflict between uses will diminish and that over time the area might be better zoned for employment uses or mixed uses.
- Flexibility of employment uses on the site is important for redevelopment to occur.
- Is located in a high demand area for residential use and would be well served by transit if a transition was to occur.

The industrial lands north of Hwy 212/224 in Area 1 is not suitable for designation as a RSIA. These industrially-zoned properties are located within proximity to residential uses (the areas zoned R-7), and have an assortment of existing non-conforming uses on small parcels. These lands are not considered to be well-suited for large-scale industrial developments.

Area 2 should not be designated a RSIA. A majority of the lands within Area 2 are fully developed and do not allow flexibility for future regionally-scaled industrial development. This area also is small and isolated. If the area within the City of Milwaukie, on the west, was suitable for designation as a RSIA, it might make sense to include Area 2. Discussions with the City establish that this area is not suitable for such a designation.

Area 3 does not meet the standards for designation as a RSIA based on adjacent east, west, north and south residential developments. This area is small in size, characterized by small businesses located on small parcels, and is isolated by these surrounding residential uses.

Conclusion:

We recommend designating the industrially-zoned area south of Highway 212/224 as a RSIA. The appropriate area is shown on the attached map.

Area 9 - Wilsonville Area

General Description

The areas under consideration for potential designation as RSIA's consist of parcels flanking I-5 and are north of the Willamette River. Wilsonville's analysis involved the development of a two-tiered system for evaluating industrial land. According to their analysis, Tier 1 lands are undeveloped parcels, of a size to permit reasonable industrial use, served by public facilities (with the possible exception of transportation facilities) and adjacent to other industrial campuses. Tier 2 areas are comprised of enclaves of existing industrial developments within the City and has land use approval including positive findings for concurrency.

Acreage Information

- Total Acres: 1,442
- Acres of Buildable Land: 91
- Acres zoned Industrial (Title 4): 509
- Average Parcel Size: 4.1 Acres
- 2000 Vacant Taxlots Larger than 50 Acres: 0
- Percentage of Study Area Covered by Title 3: 15 percent

Factor Analysis

Distribution

- The industrial area is a distribution point for Rite Aid; Coca Cola, and a regional trucking operation. Wilsonville is a good distribution point but access is congested.

Services

- Basic services are available.

Access

- This area is within 3 miles of I-5. Interchange access is limited and congested.

Proximity

- The Tier 1 area recommended by the City is within close proximity to industrial uses and is adjacent to industrial campuses. The industrial area on the west side of I-5 is the edge of the UGB. Opportunities for this area to growth are limited to expansions of the UGB.

Use

- The Tier 1 land recommended by the City is adjacent to industrial uses. The industrial area on the west side includes distribution facilities, small local manufacturing firms, local services and is the headquarters for Hollywood Video.

Summary

The City of Wilsonville recommends that Tier 1 lands be designated as RSIA's due to their status as large, undeveloped parcels that are served by public facilities as well as the presence of adjacent industrial uses. They do not recommend Tier 2 lands for RSIA designation as these parcels are already developed and have some existing commercial uses. Tier 2 lands primarily consist of Planned Unit Developments. The City's submittal is attached. Staff does not concur with the City's recommendation. These industrial areas are not appropriate for designation as RSIA's.

If the character and size of the west Wilsonville industrial area did not change, staff would agree that this area is appropriate for designation as a RSIA. The Council in 2002 added approximately 350 acres to the north end of Wilsonville for industrial purposes. There are more

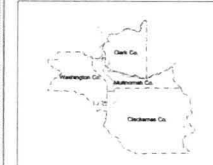
exception lands north and west of this industrial area. If the Council were to add more industrial land to the UGB in this area, it would very much change the status of this industrial district. Along with more land, better access to I-5 and a connection to the Tualatin industrial areas, this area would be appropriate for designation as a RSIA.

Study Area 9



TABLE 2. Some major worldwide data systems of differing map accuracies. n.s. = Some data can be used on the lake. When this occurs, the map is not reliable to correctly show water at the time the lake is lower.

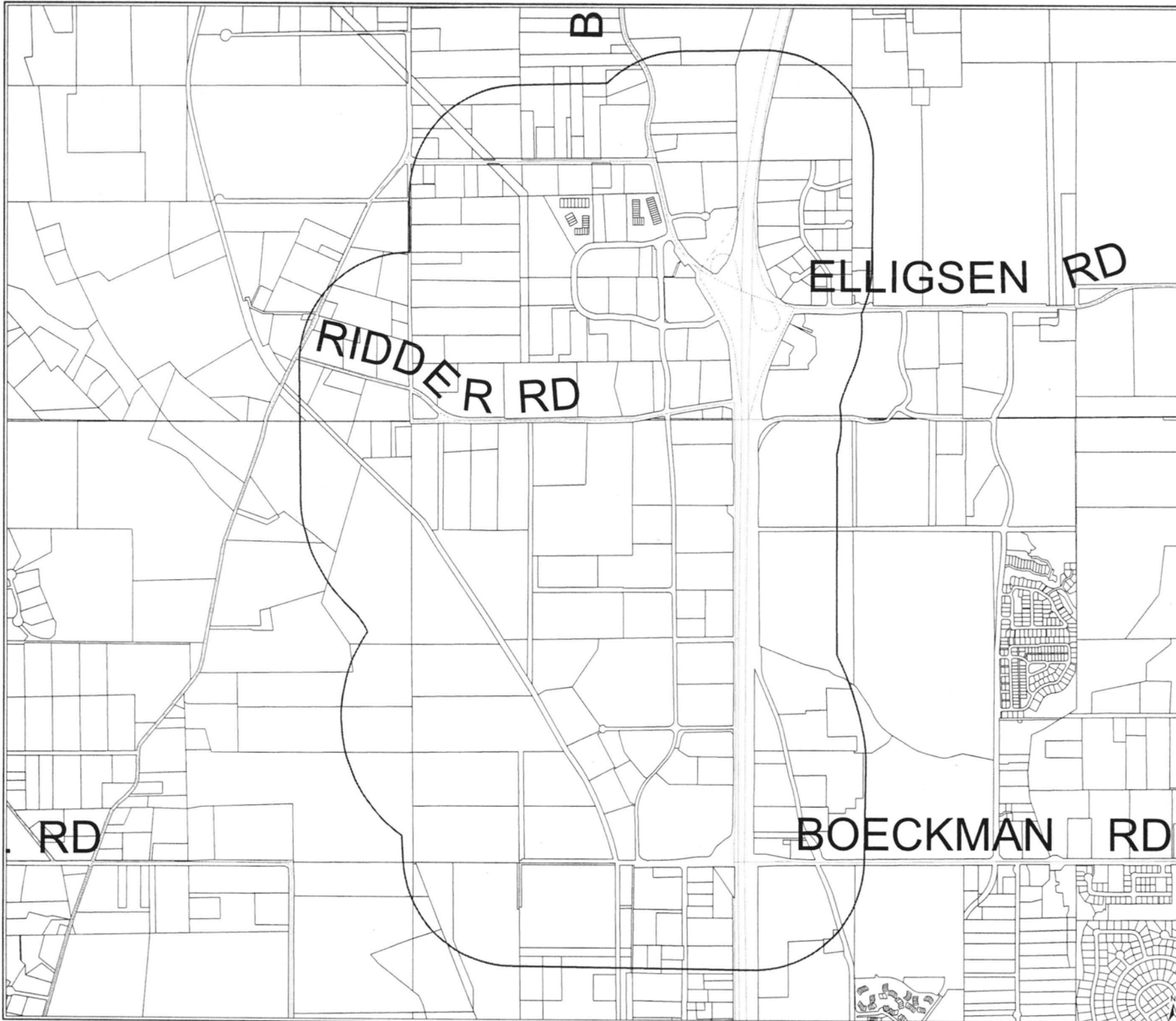
1 inch equals 0.1 miles



Location Map



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Buildable Lots
50 Acres or Greater

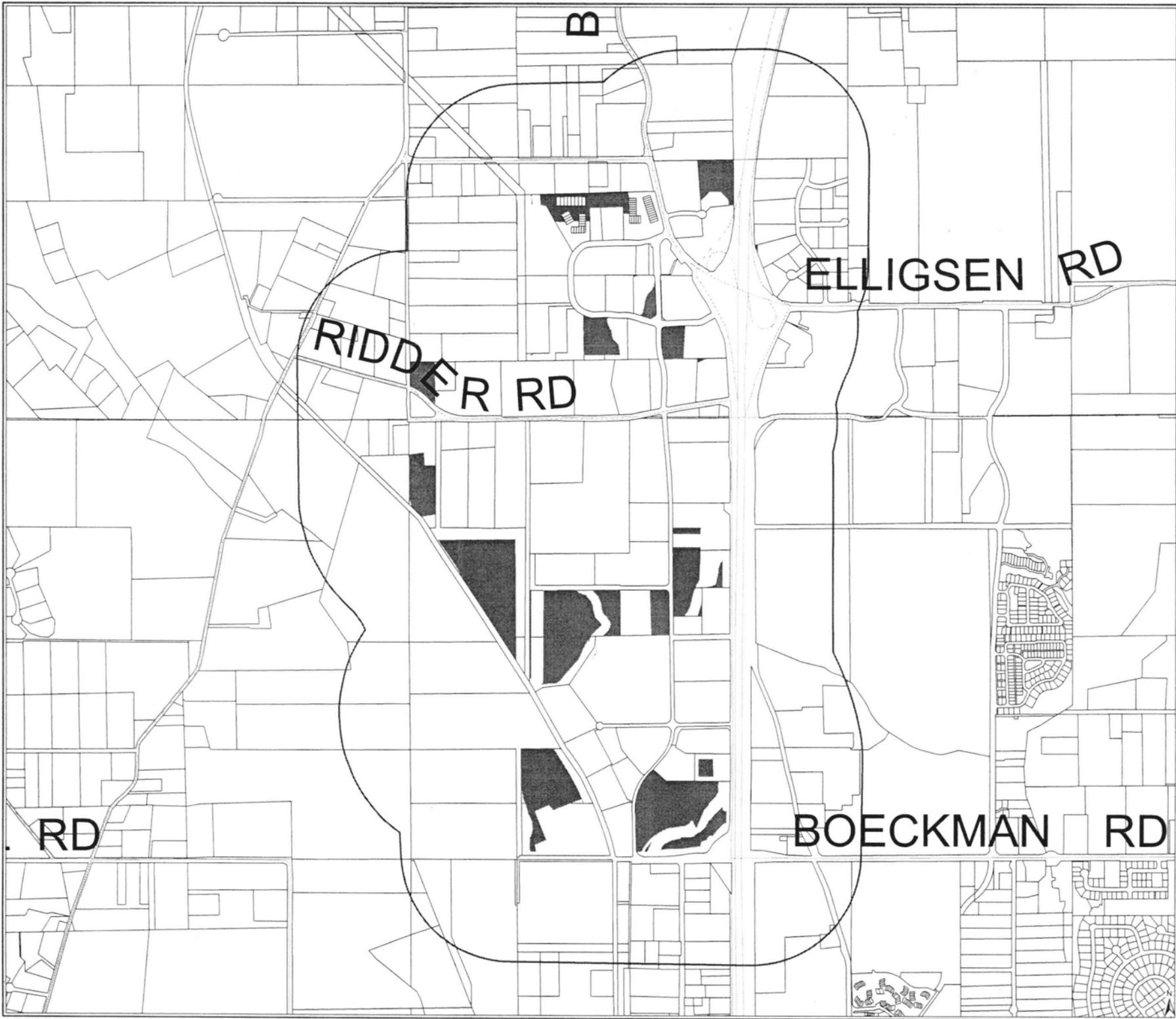
Study Area 9

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1 inch equals 360 feet



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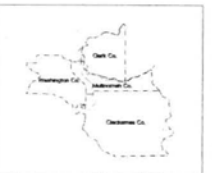


Buildable Title 4
Industrial Land

Study Area 9

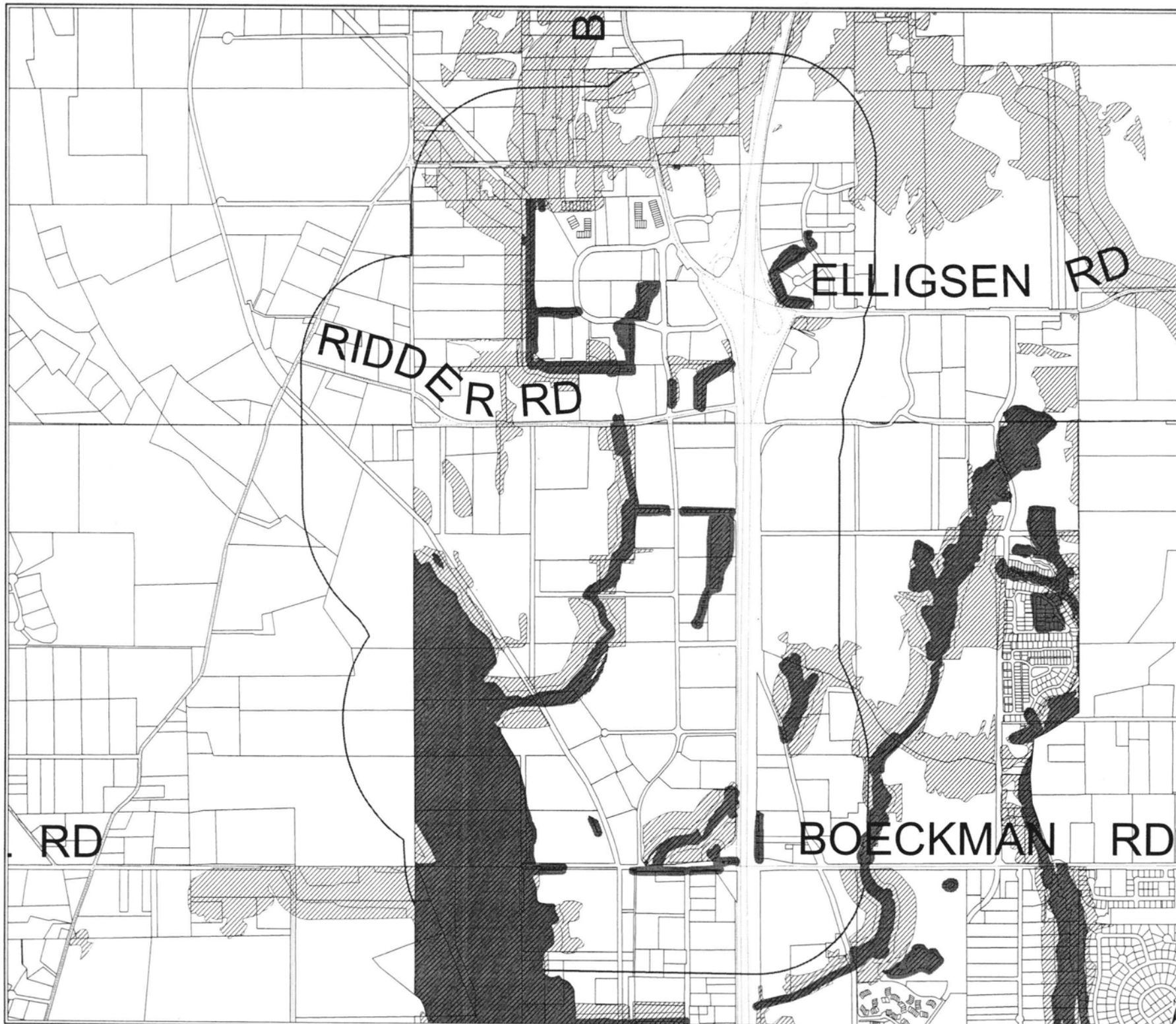
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1 inch equals 300 feet



Location Map





R I D G

REGIONAL LAND INFORMATION SYSTEM

Constrained Land

Study Area 9

Goal 5

Title 3

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1 inch equals 300 feet

0 300 750 1,500 Feet

Location Map

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Printed: 10/15/2010 10:15:00 AM. Path: C:\Users\jdoyle\Documents\Study Area 9.mxd

Please recycle this report.

WILSONVILLE'S REGIONALLY SIGNIFICANT INDUSTRIAL AREA ANALYSIS

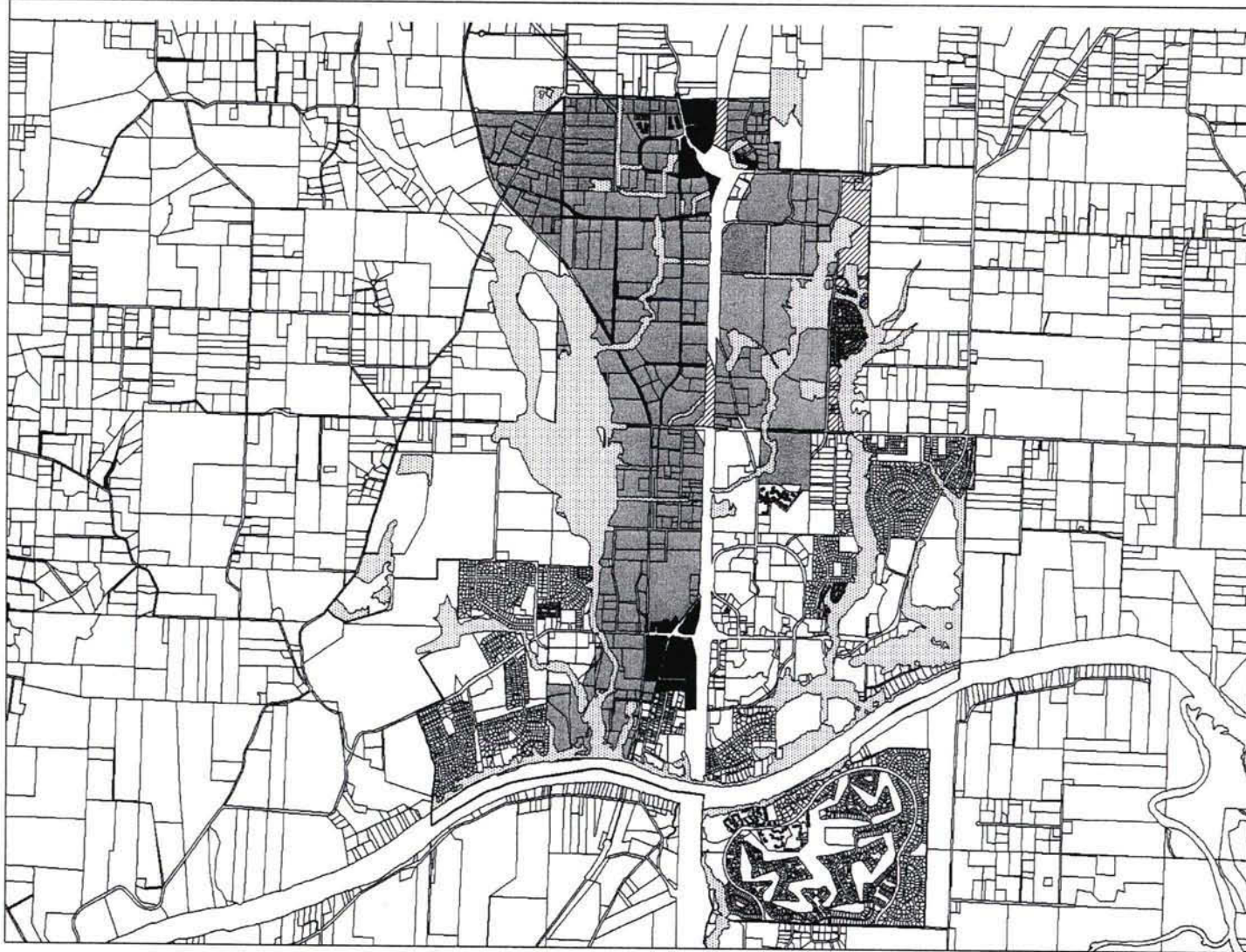
Per Exhibit F to Metro Ordinance No. 02-969B (Revisions to Title 4 of the Urban Growth Management Functional Plan), the City of Wilsonville has analyzed the requirements of Title 4 in regards to the City responsibility to identify lands that could be considered Regionally Significant Industrial Areas (RSIA). The City has developed a two-tier system for evaluating potential RSIA:

Tier 1 areas are undeveloped parcels, of a size to permit reasonable industrial use, served by public facilities (with the possible exception of transportation facilities), and adjacent to other industrial campuses. Required revisions to the City's Development Code would provide these properties with the protections required per section 3.07.420 of the UGMFP:

- Subject to specific plan designation and zoning district boundary
- Subject to limitations on uses other than industrial
- Subject to limitations on further subdivision of property

Tier 2 areas are comprised of enclaves of existing industrial developments within the City. The City is not proposing these properties be given the RSIA designation at this time. These properties have City land use approval, including positive findings for concurrency. In some cases, this approval has allowed commercial development within these industrial areas. These areas were also chosen for potential RSIA designation due to their job generation potential, their value-adding potential, and the diversity of industrial uses they represent. While industries currently operating on these lands may not provide family wage jobs desired by Title 4, it is the potential for these types of jobs that brought these areas into the consideration. Required revisions to the City's Development Code would provide these properties with the protections required per section 3.07.430 of the UGMFP, which include limitations on new and expanding retail commercial uses.

The City will need to develop Development Code language to enact the required Title 4 protections for RSIA.



Wilsonville RSIA Analysis

Area 10 – Tualatin Industrial Area

General Description

The Tualatin industrial area begins west of 95th along Tualatin Sherwood Rd. north to Tualatin road and just south of Tualatin Sherwood Rd. to 120th. This is a very dense industrial area that is well served with internal road connections. The access points to Hwy 99W and I-5 are congested.

Acreage Information

- Total Acres: 4,261
- Acres of Buildable Land: 730
- Acres zoned Industrial (Title 4): 2,504
- Average Parcel Size: 1.3 Acres
- 2000 Vacant Taxlots Larger than 50 Acres: 3
- Percentage of Study Area Covered by Title 3: 11 percent

Factor Analysis

Distribution

- This area does not serve as a support facility for the regional transportation facilities.

Services

- Basic services are available. Unknown if specialty gases or redundant electric power is available.

Access

- The area is within 3 miles of I-5

Proximity

- The area is not connected to other industrial areas. This area is bordered on the north and southwest by residential development. Directly to the west is downtown Tualatin and to the south is the UGB.

Use

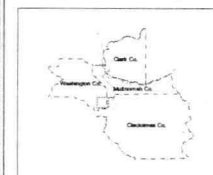
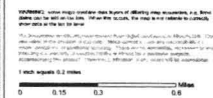
- A range of local industrial uses is located in this area. The uses include a UPS facility, Air Liquide facility, Hansen Pipe, Lile Moving and Storage, Pacific Foods, Milgard Windows and machine parts fabrication.

Summary

The connection to I-5 is less than 3 miles but is congested. Because of the congestion at the access points to I-5 and 99W the area will not function as warehousing and distribution district. What exists now is general manufacturing. Hedges Creek, north of Tualatin Sherwood Rd. runs through the only vacant 50+-acre parcel in the area. At present this area is locally significant but not regionally significant.

The Council brought the Tigard Sand and Gravel site into the UGB in 2002. To south of the existing industrial area and adjacent to the quarry there are rural lands that would meet the criteria for industrial uses. Additional vacant land and the Highway 99W-I5 connector improving access to this area and north Wilsonville could result in connecting the two industrial areas and providing a Regional Significant Industrial Area that would anchor the south end of the region.

Study Area 10 & 11



Location Map



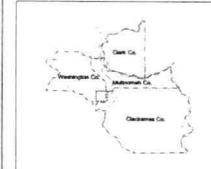
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drc@metro.dmr.or.us www.metro-nrgen.org

Study Areas 10 and 11



1 inch equals 345 feet

Age Group	Number of people (approx.)
13-17	500
18-24	4,500
25-34	3,500
35-44	3,000
45-54	2,500
55-64	2,000
65-74	1,500
75-84	1,000
85+	500



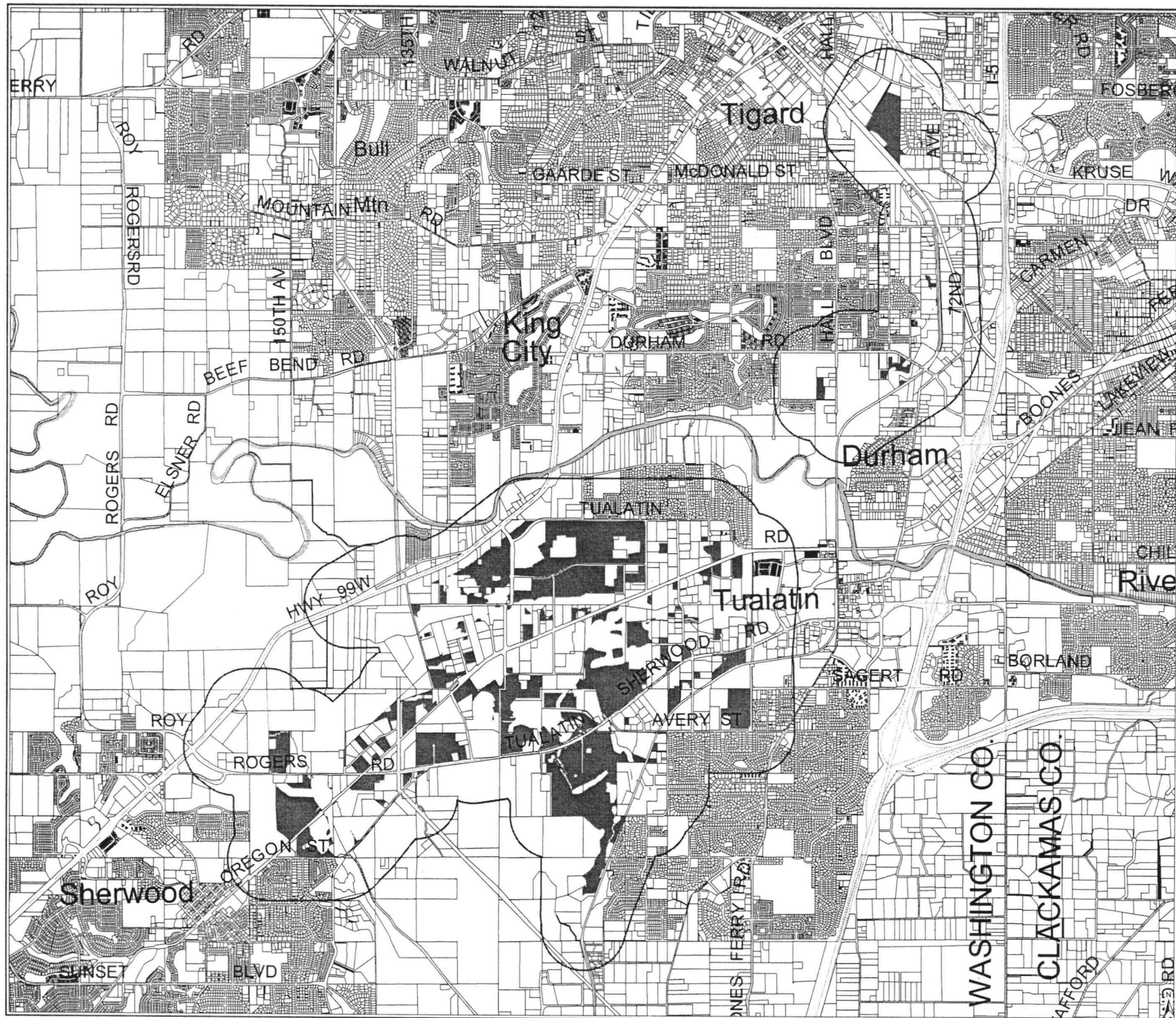
Location Map



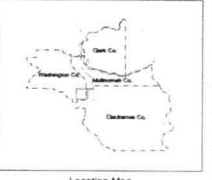
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Buildable Title 4 Industrial Land

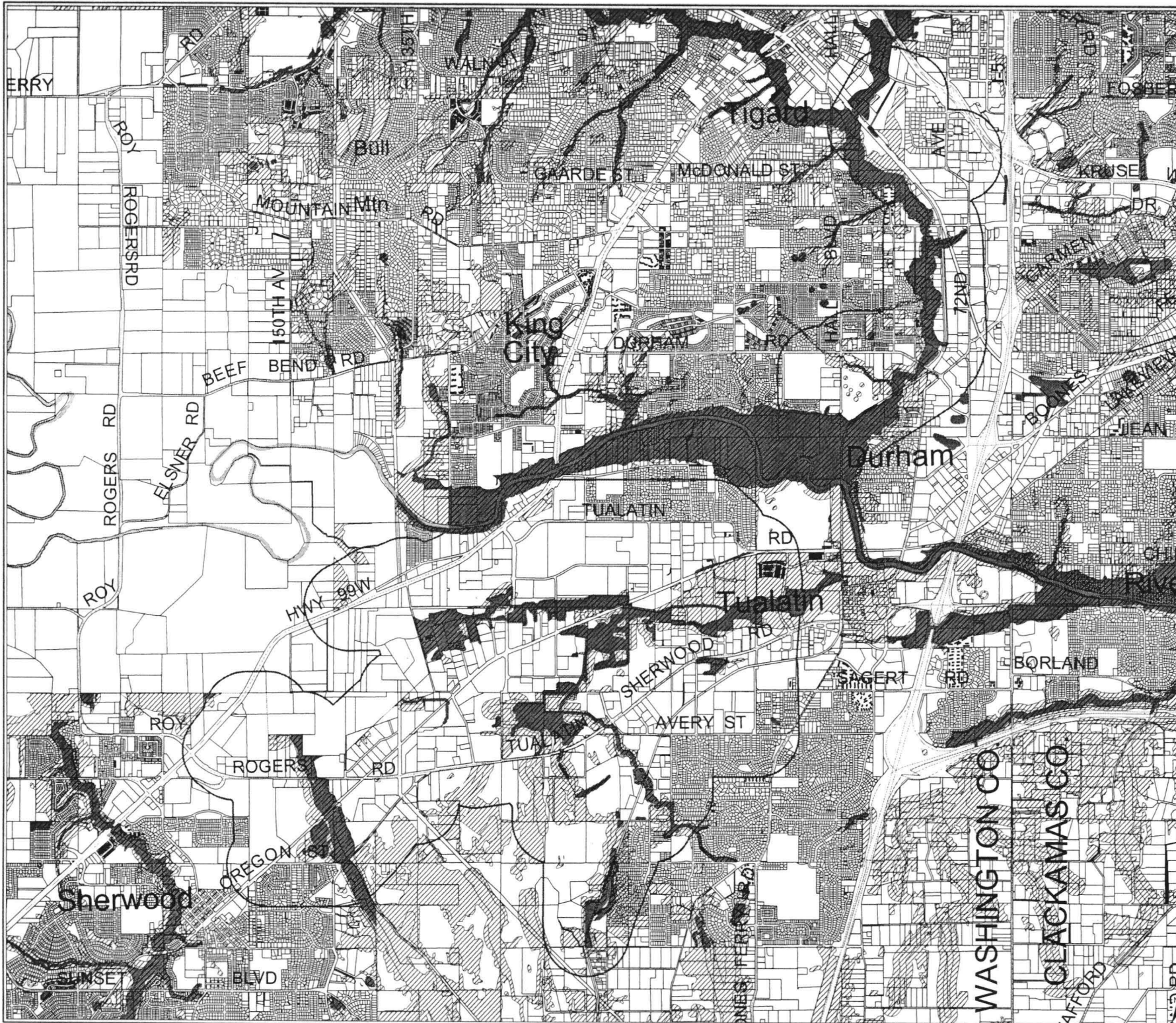
Study Areas
10 and 11



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REGIONAL LAND INFORMATION SYSTEM

Constrained Land

Study Areas 10 and 11

 **Goal 5**
 **Title 3**

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0 1,000 2,000 4,000 Feet
 0 1,000 2,000 4,000 Meters

Location Map



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City of Durham

17160 SW Upper Boones Ferry Rd.
P.O. Box 23483, Durham, Oregon 97281
Roel C. Lundquist - Administrator/Recorder

e-mail: durhamcity@aol.com
(503) 639-6851 Fax (503) 598-8595
Linda Smith, Administrative Assistant

September 9, 2003

Tim O'Brien, AICP
Associate Regional Planner
Metro Regional Planning Division
600 NE Grand Avenue
Portland, OR 97232

Re: Metro's Proposed Inclusion of Durham in Area 11 of Industrial Lands (Title 4)

Dear Tim:

I noticed that you were called upon to review the draft map on Identifying 2003 Industrial Land Alternatives Analysis Study Areas at the July 9th MPAC meeting. I was wondering if this relates to the *Potential Regionally Significant Industrial Areas* map that was adopted by Metro Ordinance NO. 02-969B. If so, you might be a resource person related to my concerns that the southern section of Area 11 on the map totally engulfs Durham. Of course, this is incorrect.

Based on the March 11th letter from Andy Cotugno, I realize that this *Generalized* map will be refined. My concern is that properties in Durham will not be incorrectly included on a more defined final inventory map.

Please advise if you are the proper contact person for this topic.

Sincerely,

Roel C. Lundquist
City Administrator

C: K.J. Won, City Planner

July 18, 2003

Marci LaBerge, AICP
Growth Management Services
Metro
600 NE Grand Ave.
Portland, OR 97232-2736



RE; RSIA's

To follow up on our meeting today, the factors need to be clearly stated and understandable. As written, they are left to interpretation. The list of "Reasons not to designate an industrial area as a RSIA" should also include: It does not meet one or more of the factors for designating an area as a RSIA.

With regard to the designated RSIA map, there were several points discussed. First of all, the entire area is built out with a few remaining vacant lots which are hindered by natural resources (Fanno Creek). The remaining vacant parcels of substantial size (2S1010000800 and 2S1010001100) include steep slopes making the property questionable for large industrial uses. For those reasons, we recommend removing this designation from the entire area.

The final point discussed addressed Title 4 and the employment area designation. As designated, the employment area centers on SW 72nd Avenue. The area is highly parcelized and developed. A majority of activities are relatively new and will not redevelop for several years at best. Current zoning for the area has been in effect prior to January 1, 2003. Otherwise, there would be numerous non-conforming uses. Also, Tigard is listed on Table 3.07-4 and is therefore exempted from Title 4 protection.

Thank you for meeting with us. Should you have any questions, please feel free to contact me.

Sincerely,


JAMES N.P. HENDRYX
Director of Community Development

Area 11- Tigard-Durham Industrial Areas

General Description

Hunziker Road borders area 11 to the north, Boones Ferry Road to the south and east, and Hall Boulevard to the west. It is composed of three islands of Title 4 industrial land arranged in a loose column, with a small section on the top referred to as "A", a long narrow section in the middle "B" and a small section on the bottom of the grouping "C." Area A has a mixture of zoning around it including light industrial, residential and commercial. Area B has light and mixed-use industrial on the east and single and multifamily on the west. Area C is surrounded by a mixture of office commercial, light industrial and single and multifamily residential zoning.

Acreage Information

- Total Acres: 1,194
- Acres of Buildable Land: 44
- Acres zoned Industrial (Title 4): 173
- Average Parcel Size: 0.8 Acres
- 2000 Vacant Taxlots Larger than 50 Acres: 0
- Percentage of Study Area Covered by Title 3: 22 percent

Factor Analysis

Distribution

- This area does not serve as support industrial land for major regional transportation facilities.

Services

- Basic services are available.

Access

- This area is within 3 miles of I-5.

Proximity

- This area is not located within close proximity of like uses. The uses around it are varied-commercial, residential, light industrial-they are not solely industrial in nature.

Use

- This area has general industrial uses and office parks. The uses are predominantly industrial.

Summary

Area 11 is flanked by residential and commercial uses, and employment land on the east. It is a constrained linear area with office parks and other industrial uses. The three islands of Title 4 industrial land that comprise Area 11 are not in close proximity to each other, so it is unlikely the area will expand or be maintained over time due to the mosaic of zoning around it. The area does not serve to support industrial land for regional transportation facilities, it does not have specialized utilities and services, and it is not within close proximity to like uses due to the presence of residential and commercial zones. Area 11 in the City of Tigard primarily functions as a local industrial area and would not be appropriate as a RSIA. Comments from the City of Tigard and the City of Durham area attached.

Metro staff concurs with the City's recommendation not to designate this area as a RSIA.

Areas 12 and 16- Clackamas County Industrial

Area 12 – 212/224 distribution area

The sub-section of area 12 being considered by Clackamas County staff for RSIA designation is located along Highway 212/224, north of the Clackamas River, between I-205 and 135th Avenue. The area consists of light industrial and general industrial zoning.

Acreage Information

- Total Acres: 4,207
- Acres of Buildable Land: 323
- Acres zoned Industrial (Title 4): 1,699
- Average Parcel Size: 1.4 Acres
- 2000 Vacant Taxlots Larger than 50 Acres: 2
- Percentage of Study Area Covered by Title 3: 11 percent

Factor Analysis

Distribution

- The Southern Pacific Railroad serves land south of Highway 212/224. The area is within 20 minutes of Portland International Airport.

Services

- The area is provided with full urban services. The analysis does not indicate whether specialty services are available.

Access

- This area is approximately a quarter mile from I-205 and directly south of Highway 212/224.

Proximity

- The area is in close proximity to light and general Industrial lands.

Use

- This area is predominantly industrial.

Area 16- Harney Road/Johnson Creek Area

Area 16 is bordered by Harney/Clatsop on the north, Johnson Creek/Brookside/Firwood/Overland on the south, 78th on the east and 40th on the west. On the north, south and west sides of area 16 the majority of land is zoned residential, on the east the zoning is multifamily and mixed use.

Acreage Information

- Total Acres: 1,080
- Acres of Buildable Land: 25
- Acres zoned Industrial (Title 4): 161
- Average Parcel Size: 0.3 Acres
- 2000 Vacant Taxlots Larger than 50 Acres: 0
- Percentage of Study Area Covered by Title 3: 12 percent

Factor Analysis

Distribution

- This area does not serve as support industrial land for major regional transportation facilities such as marine terminals, airports and rail yards.

Services

- This area does not have availability and access to specialized utilities.

Access

- This area is within 3 miles of I-205.

Proximity

- This area is not located within close proximity to existing like uses; it is surrounded by residential uses.

Use

- This area has predominantly industrial uses.

Summary: Area 12 & 16

Clackamas County prepared an assessment of Areas 12 and 16. The County found that area 12, south of Highway 212/224 functioned as a distribution area, provided full urban services and most of the uses are associated with warehousing and distribution activities. It is recommended by staff that the areas south be designated as a RSIA. The area north of Highway 212/224 was a mix of commercial, residential and industrial uses. The area north would also be impacted by construction of the Sunrise Facility. It is not recommended for designation as a RSIA.

Area 16 in the Johnson Creek area is served by rail and within 20 minutes of the airport. All lands surrounding the boundaries of Area 16 are developed with residential land uses and the area is completely developed with a variety of small manufacturing uses. Area 16 is not appropriate to be designated as a RSIA.

Metro Staff concurs with the County's analysis. More detailed information from the County is attached to this memorandum.

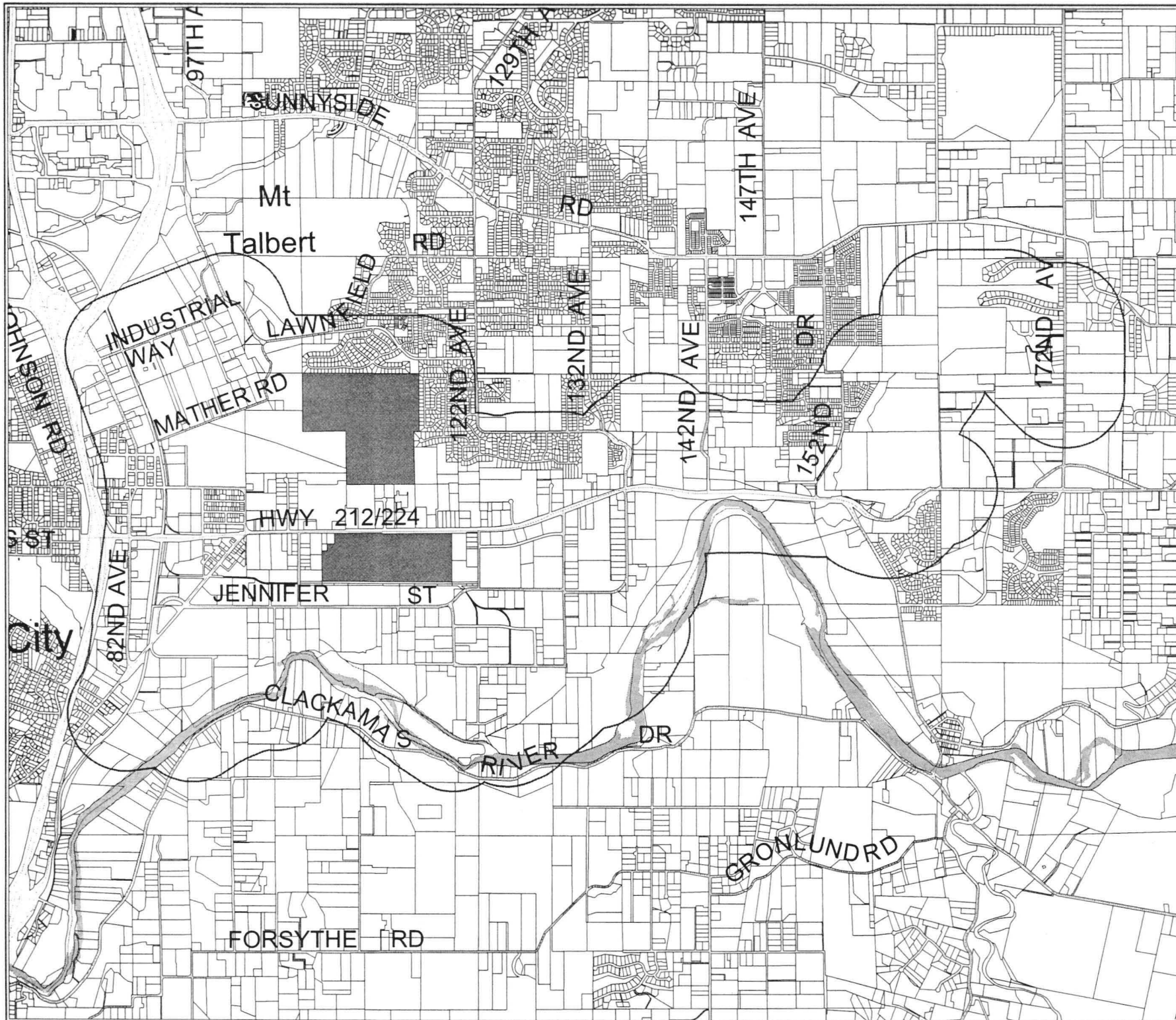
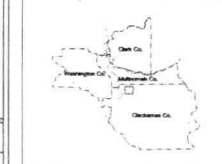
Study Area 12



1 inch equals 0.1 miles



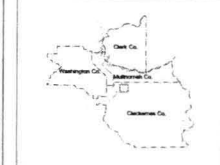
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Location Map



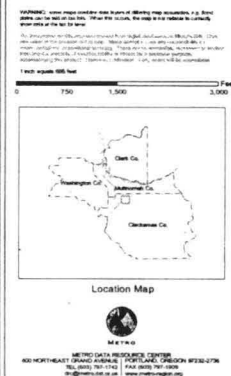
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Location Map



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October 9, 2003

TO: Mary Weber, Manager Community Development

FROM: Lorraine Gonzales, Planner; Doug McClain, Planning Director 

RE: Title 4 Regionally Significant Industrial Areas

This memorandum is Clackamas County staff's response to Metro's request to identify Regionally Significant Industrial Areas (RSIA) within Clackamas County. Metro identified three candidate areas within the "old" UGB. We understand that the RSIA's in Damascus, recently added to the UGB, will be refined as part of the concept planning process. We believe the area south of Highway 212, generally known as the Clackamas Industrial Area, should be designated as a RSIA. Included with this memorandum is a map depicting our recommendation, and several aerial photographs that reveal the development pattern for the areas. The rationale for our recommendation follows.

Area Descriptions

Area 1 (Hwy 212/224):

This area is located along Hwy 212/224 north of the Clackamas River, between Hwy I-205 and 135th Avenue. Area 1 has 865.67 acres of Light Industrial (I-2) and 492.39 acres of General Industrial (I-3) land.

Area 2 (Johnson Creek Industrial Area):

This area is located along Johnson Creek Blvd. between the 55th Avenue and SE Luther Ave. This area has 129.71 acres of Light Industrial (I-2) land and 129.69 acres of General Industrial (I-3) land.

Area 3 (Lake Road Industrial Area):

This area is located north between Hwy. 224 and Lake Road and the railroad tracks, between I-205 and Harmony Road. This area has 22.00 acres of Light Industrial (I-2) land and 104.31 acres of General Industrial (I-3) land.

Evaluation

Our evaluation is based on Policies 1.4.1 and 1.4.2 of Title 4, and the "recommended

factors” provided by Metro staff in a June 30, 2003, memo to MTAC. Our evaluation follows the outline of recommended factors set forth in the Metro staff memo.

Distribution:

Area 1: Land south of Hwy 212/224 is served by the Southern Pacific Railroad. The area is within 20 minutes of Portland International Airport.

Area 2: The Southern Pacific Railroad intersects this area. This area also is within 20 minutes of Portland International Airport.

Area 3: This area is served by rail, located on the northern boundary of the industrially-zoned properties. It is within 20 minutes of the Portland International Airport.

Services:

All areas are provided with full urban services.

Access:

Areas 1: This area is approximately a quarter mile from I-205 and directly south of Hwy 212/224.

Area 2: Hwy 224 is directly south and abutting the area and I-205 is approximately ½ mile east of this area.

Area 3: I-205 is approximately one mile east. The area is located adjacent to SE Johnson Creek Blvd., a minor arterial.

Proximity and Use

Areas 1: Land uses north of this area include additional I-2 and I-3 industrial lands. However, the north side of Hwy 212 has a mixture of residential and industrial zoning. The industrially-zoned area north of the Highway includes several small parcels, with a mix of industrial and non-conforming commercial uses. This area north of the Hwy 21/224 also will be impacted by construction of the Sunrise Facility. Further north, separated by a residential area and large mobile home park, is Camp Withycombe. North of Camp Withycombe is an area zoned I-2, that is developed with smaller manufacturing businesses.

The recommended RSIA area is bounded on the south by a bluff overlooking the Clackamas River; this bluff serves as a natural boundary. Zoning south of this bluff is Exclusive Farm Use (EFU), Open Space (OSM) and Residential (R-20). The rail line provides a boundary west. The area between I-205 and the industrial area is developed with general commercial uses, consistent with the zoning. The area to the east at 135th Ave. is zoned Community Commercial, a designation providing for commercial uses supportive of the industrial area. Two mobile home parks also are located east of the

recommended RSIA.

Land uses in the area recommended for designation as RSIA are predominately industrial. Many are associated with warehouse and distribution activities, although there are other general manufacturing activities also located in this area. There are very few residential uses in the area. As the aerial photos show, most of the area is developed. There are two surface mining sites in this area which may eventually be redeveloped.

Area 2: Lands north of the site are designated as Open Space Management (OSM) and are in public ownership. Most of the area adjacent on the north is in the floodplain of Mt. Scott Creek. The City of Milwaukie is located to the east, across SE Harmony Rd. The area within the City has a mix of commercial, office and industrial uses. The City is not intending to recommend the RSIA designation for this adjacent area. Land uses east of the site include a mix of commercial and industrial uses, reflecting the zoning pattern for the area. Hwy 224 is the southern boundary of this area; the area south of Hwy 224 is generally residential. The property within this area is completely developed with industrial uses.

Area 3: All lands surrounding the boundaries of Area 3 are developed with residential land uses. The industrially-zoned area is almost completely developed with a variety of small manufacturing uses.

Reasons not to designate an industrial area as a RSIA.

The Metro memorandum dated June 30, 2003 gave the following four examples as reasons not to designate industrial land as a RSIA:

- The industrial site/area is surrounded on several sides by residential uses. In this case it is unlikely that the area will be expanded or maintained over time because of the conflicts with residential uses.
- Existing non-conforming uses located within the area make it unlikely that the conflict between uses will diminish and that over time the area might be better zoned for employment uses or mixed uses.
- Flexibility of employment uses on the site is important for redevelopment to occur.
- Is located in a high demand area for residential use and would be well served by transit if a transition was to occur.

The industrial lands north of Hwy 212/224 in Area 1 is not suitable for designation as a RSIA. These industrially-zoned properties are located within proximity to residential uses (the areas zoned R-7), and have an assortment of existing non-conforming uses on small parcels. These lands are not considered to be well-suited for large-scale industrial developments.

Area 2 should not be designated a RSIA. A majority of the lands within Area 2 are fully developed and do not allow flexibility for future regionally-scaled industrial development. This area also is small and isolated. If the area within the City of Milwaukie, on the west, was suitable for designation as a RSIA, it might make sense to include Area 2. Discussions with the City establish that this area is not suitable for such a designation.

Area 3 does not meet the standards for designation as a RSIA based on adjacent east, west, north and south residential developments. This area is small in size, characterized by small businesses located on small parcels, and is isolated by these surrounding residential uses.

Conclusion:

We recommend designating the industrially-zoned area south of Highway 212/224 as a RSIA. The appropriate area is shown on the attached map.

Area 13 – Forest Grove Industrial Areas

General Description

Area 13 is in the City of Forest Grove. The industrial land is roughly bordered by NW Verboort on the north, Tualatin Valley Highway on the south, NW Cornelius-Schefflin Road on the east, and NW Sunset Drive on the west. The majority of the industrial land is on the north side of Pacific Avenue that cuts through the center of Forest Grove. This area is adjacent to agricultural land to the north and residential uses to the south including mobile home parks. The smaller portion of industrial land to the south is also adjacent to agricultural land. The area consists primarily of light and heavy industrial zoning.

Acreage Information

- Total Acres: 2,630
- Acres of Buildable Land: 207
- Acres zoned Industrial (Title 4): 457
- Average Parcel Size: 0.7 Acres
- 2000 Vacant Taxlots Larger than 50 Acres: 1
- Percentage of Study Area Covered by Title 3: 7 percent

Factor Analysis

Distribution

- This area does not serve as support industrial land for major regional transportation facilities such as marine terminals or rail yards. The railroad runs through the area, but is not a major link. The Hillsboro airport is approximately 6 miles away.

Services

- Basic services are available.

Access

- This area is not within 3 miles of I-5, I-205 or I-84.

Proximity

- This area is in close proximity to high-tech uses in Forest Grove's employment areas.

Use

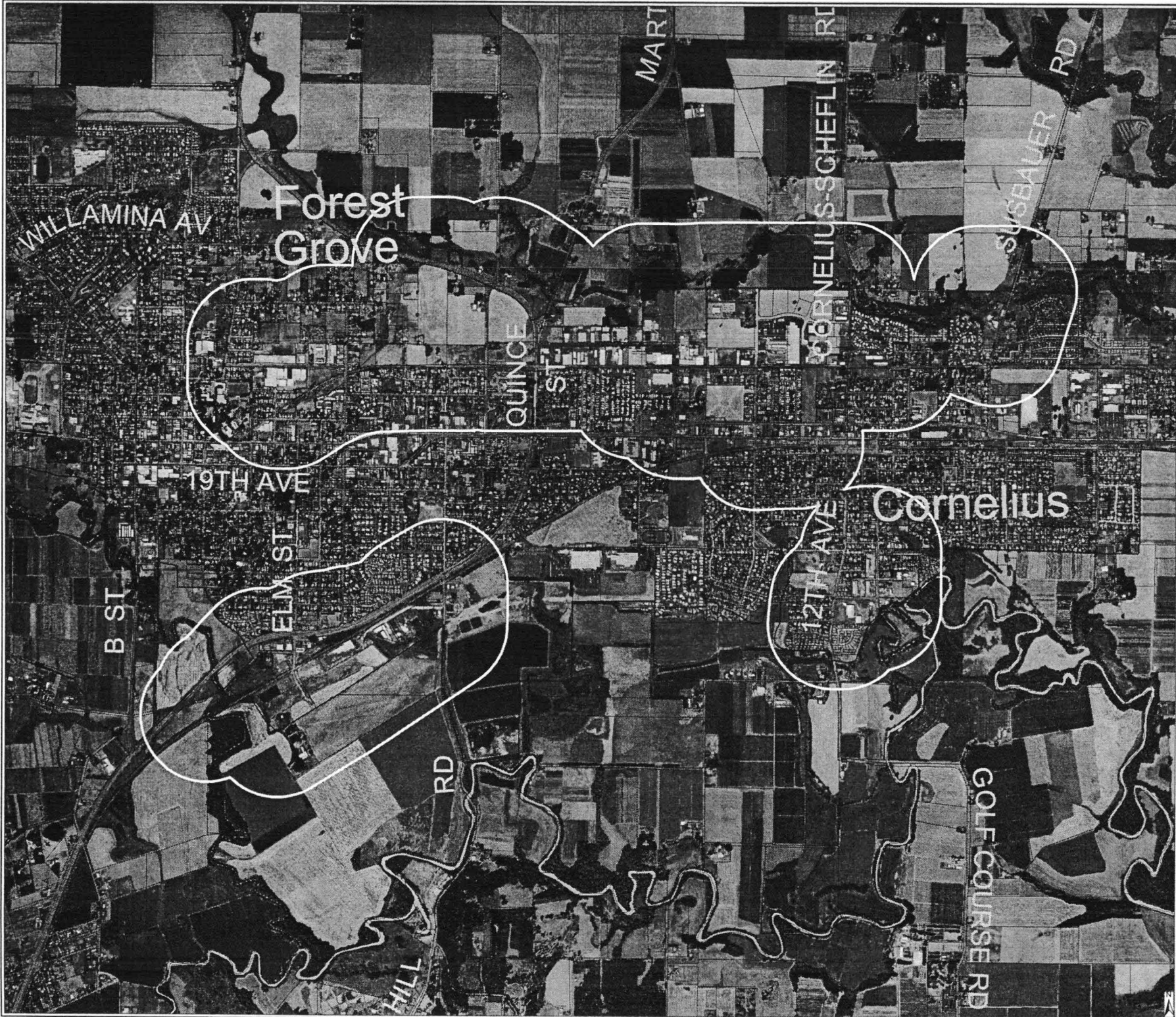
- The area is predominantly industrial with the exception of the undeveloped area south of Highway 47, which has some residential and non-conforming uses.

Summary

Forest Grove does not recommend this area for RSIA designation because it does not serve as support industrial for major regional transportation facilities; it lacks specialized utilities and has poor access to major transportation infrastructure. Area 13 functions as a local industrial area, but would not be appropriate for RSIA designation. Metro staff does not recommend this area for designation as a RSIA.

Study Area 13

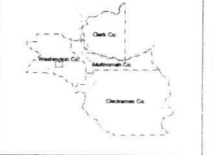
Study Area 13



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1 inch equals 0.1 miles

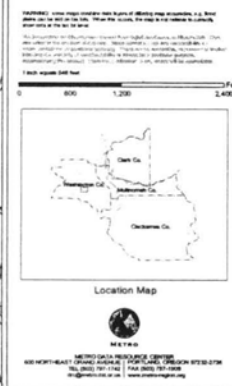
0 0.125 0.25 0.5 Miles



Location Map

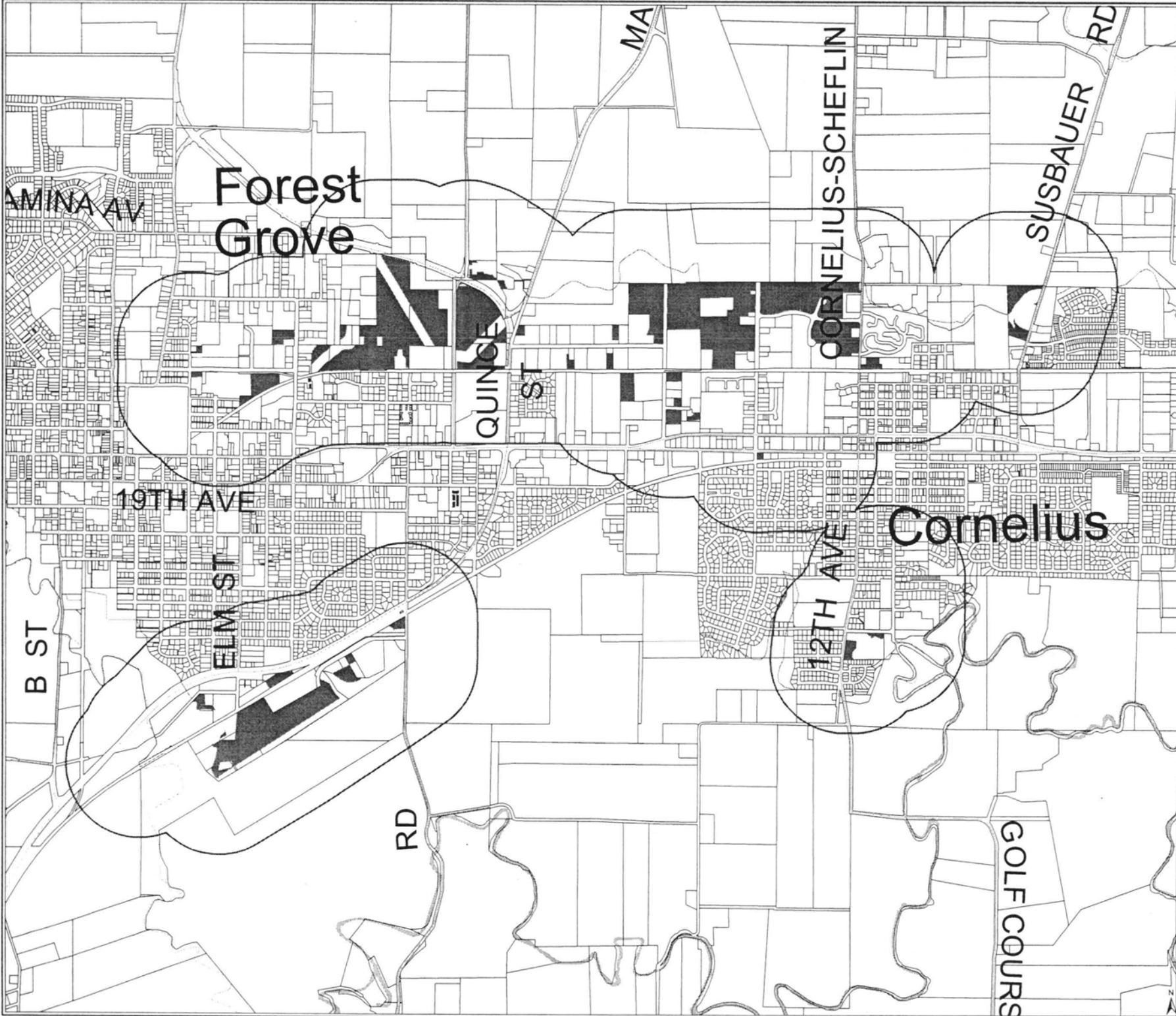


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 100 NORTHHEART DRIVE, SUITE 100, FORT LAUDERDALE, FL 33304
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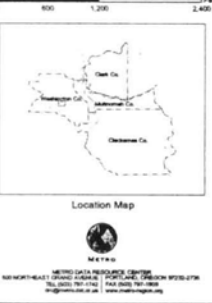


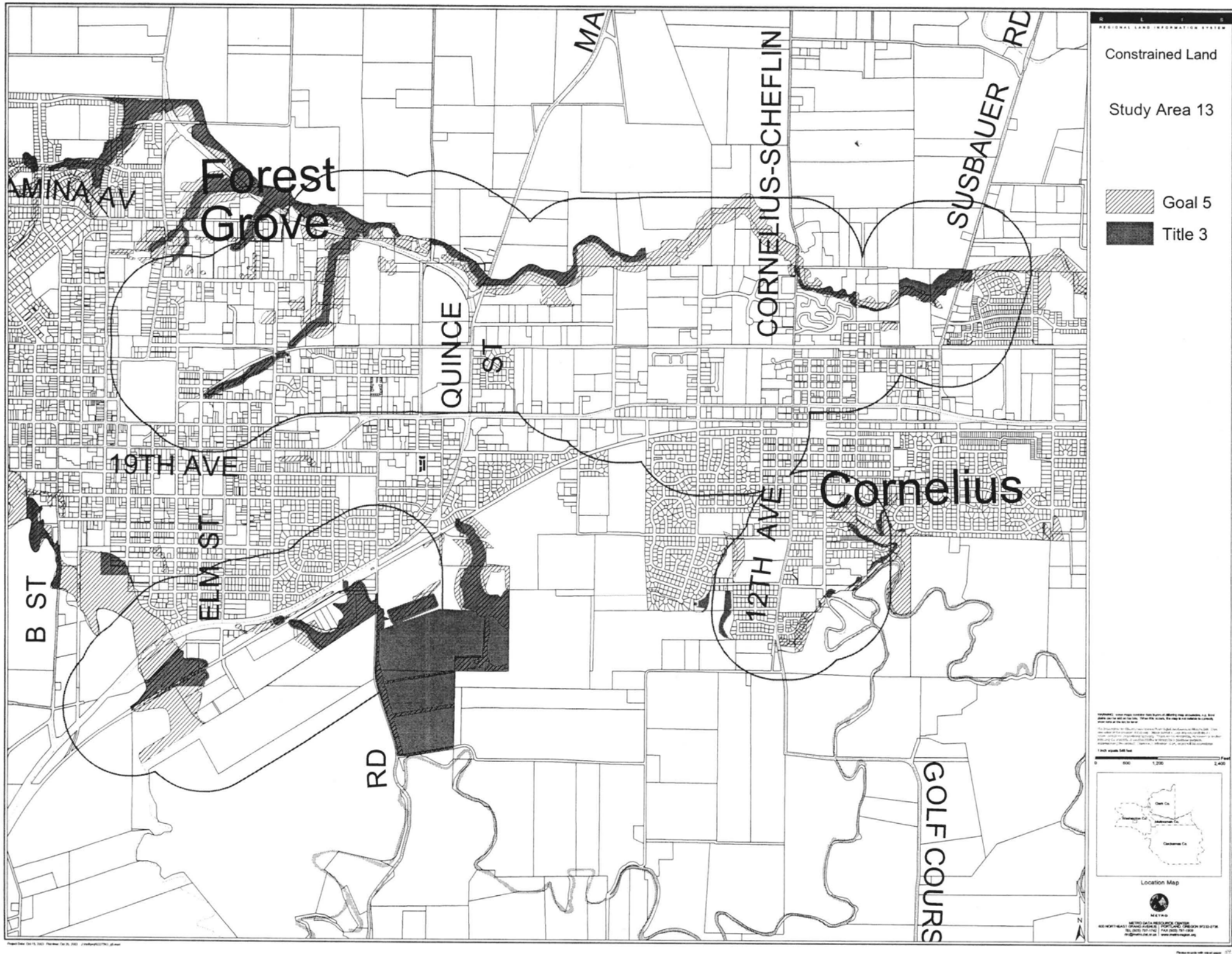
Buildable Title 4
Industrial Land

Study Area 13



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Area 15 - East County Industrial Areas

General Description

Area 15 is comprised of four “islands” of land that are physically separate and located in four jurisdictions: Fairview, Gresham, Troutdale and Wood Village. The islands share few characteristics in common so are described individually.

Island A is bordered by Burnside on the north, Division on the south, Wallula on the east and 182nd on the west. It is located in the city of Gresham. The zoning in the area consists of multifamily and heavy and mixed-use industrial on the north, single family residential with mixed-use, and industrial on the south and mostly single and multifamily residential on the west.

Island B is bordered by Halsey on the north, Stark on the south, 242nd/Hogan on the east, and 210/202 on the west. It is located in the cities of Fairview and Gresham. The zoning in this area consists of park and open space and mixed use on the north, mixed use industrial on the east, single family residential and commercial on the south, and mixed use industrial on the west.

Island C is bordered by Stark on the north, Cochran on the south, Troutdale on the east, and Kane on the west. It is located in Troutdale. The zoning consists of multifamily residential and commercial on the north, rural residential with agricultural uses on the south, single family residential and a small amount of commercial on the east, and Mount Hood Community College on the west. Island C is undeveloped land.

Island D is bordered by Roberts/Palmquist on the north, Telford on the south, Palmblad on the east and Hogan/Cedar on the west. It is located in Gresham. The zoning in the area consists of multifamily on the north, single family and rural residential on the south, single family on the east, and industrial and single family on the west.

Acreage Information

- Total Acres: 2,581
- Acres of Buildable Land: 204
- Acres zoned Industrial (Title 4): 452
- Average Parcel Size: 0.6 Acres
- 2000 Vacant Taxlots Larger than 50 Acres: 1
- Percentage of Study Area Covered by Title 3: 11 percent

Factor Analysis

Distribution

- This area (A-D) does not serve as support industrial land for major regional transportation facilities such as marine terminals, airports or rail yards.

Services

- Micro Chip Technology Inc. and/or LSI Logic Corp, may have specialized utilities on island B. No specialized utilities on island C. It is doubtful that islands A and D have specialized utilities.

Access

- This area is within 3 miles of I-84.

Proximity

- Islands A, C and D are not within close proximity to existing like uses; they are surrounded by residential and institutional uses. Island B contains Micro Chip Technology Inc. and LSI Logic Corp which hold large parcels of land. This factor would apply to island B.

Use

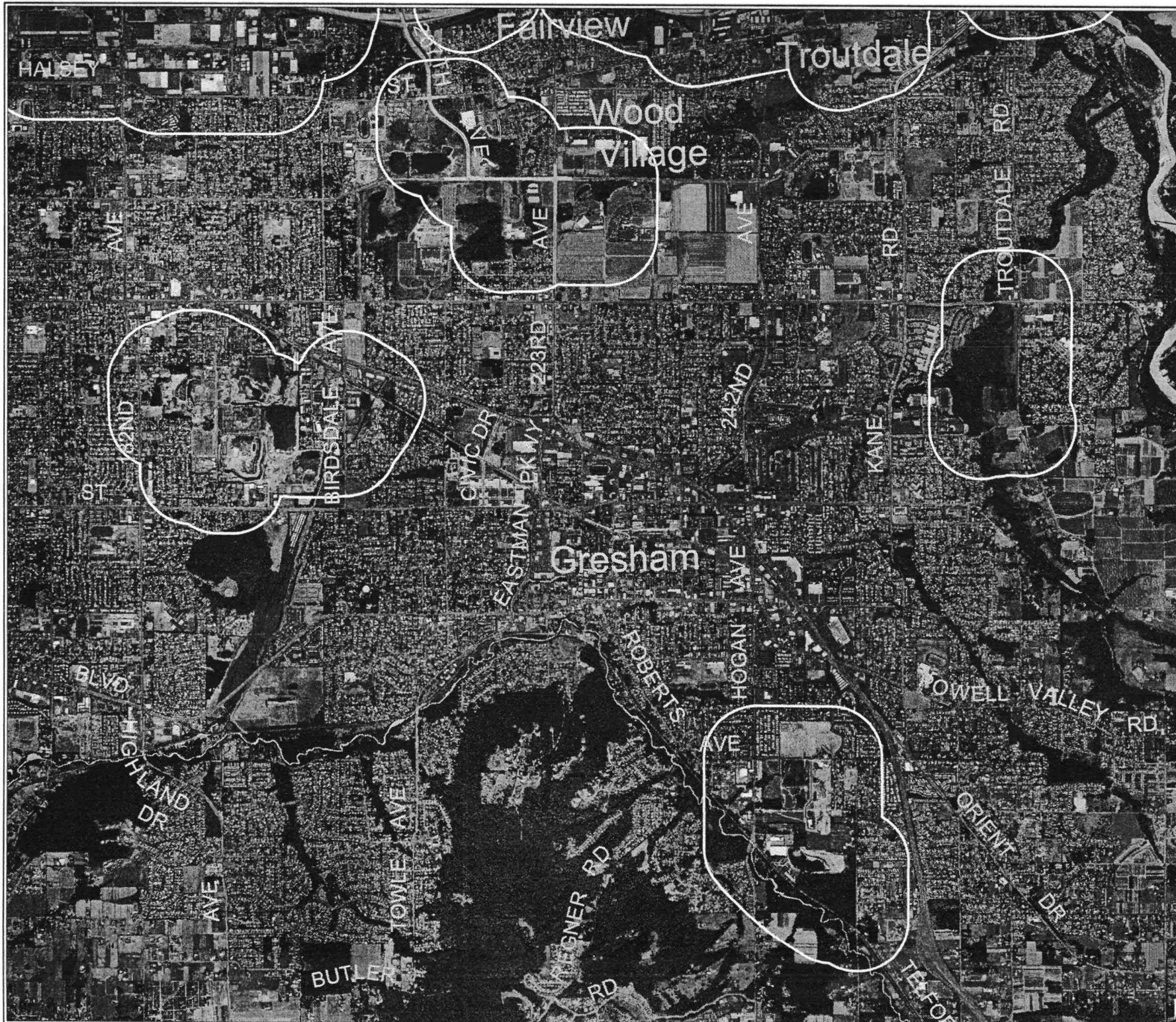
- Islands A, B and D have primarily industrial uses. Island C is undeveloped land with an extensive tree canopy. This factor would not apply to island C.

Summary

Area 15 is too geographically dispersed to function as a cohesive industrial district. Area 15 does not serve as support industrial land for major regional transportation facilities, but is within 3 miles of I-84. Islands examined individually also show little potential for RSIA designation. Islands A and D are surrounded on several sides by residential uses and it is unlikely that these areas will expand or be maintained over time as industrial due to conflicts with residential uses. Island C is undeveloped and flanked by a college on one side and housing on the other. The land will most likely develop as an accessory use to the college. Island B, with very little Title 4 industrial land, is flanked on the east and west by Title 4 employment land held in large parcels by Micro Chip Technology Inc. and LSI Logic Corp.

Metro staff does not recommend this area for designation as a RSIA.

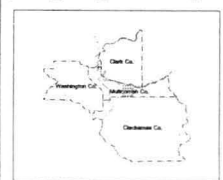
Study Area 15



Study Area 15

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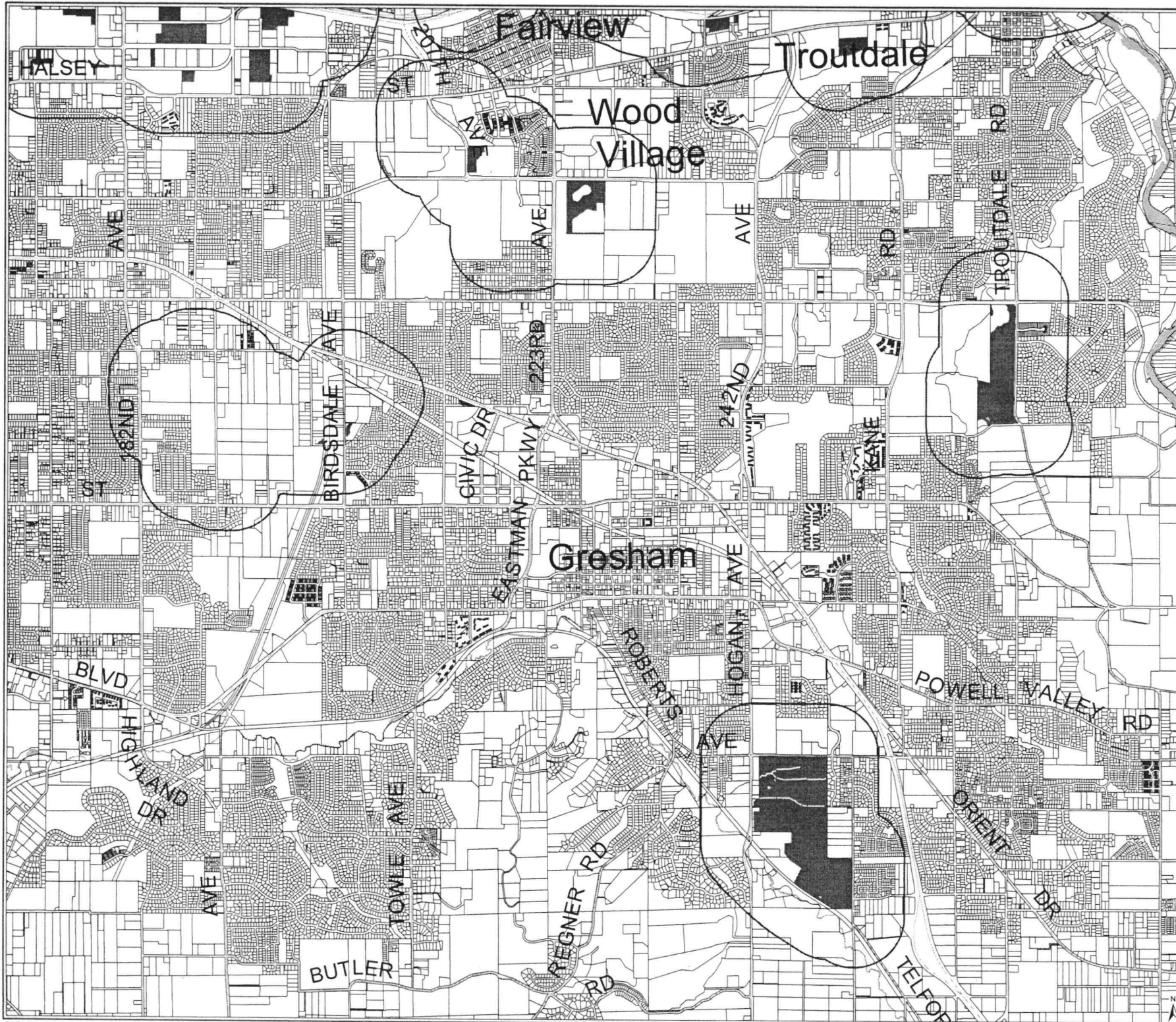
1 inch equals 0.7 miles



Location Map

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info@metro.or.us www.metro-or.us



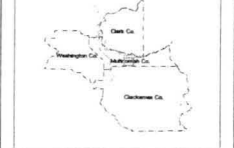
Buildable Title 4 Industrial Land

Study Area 15

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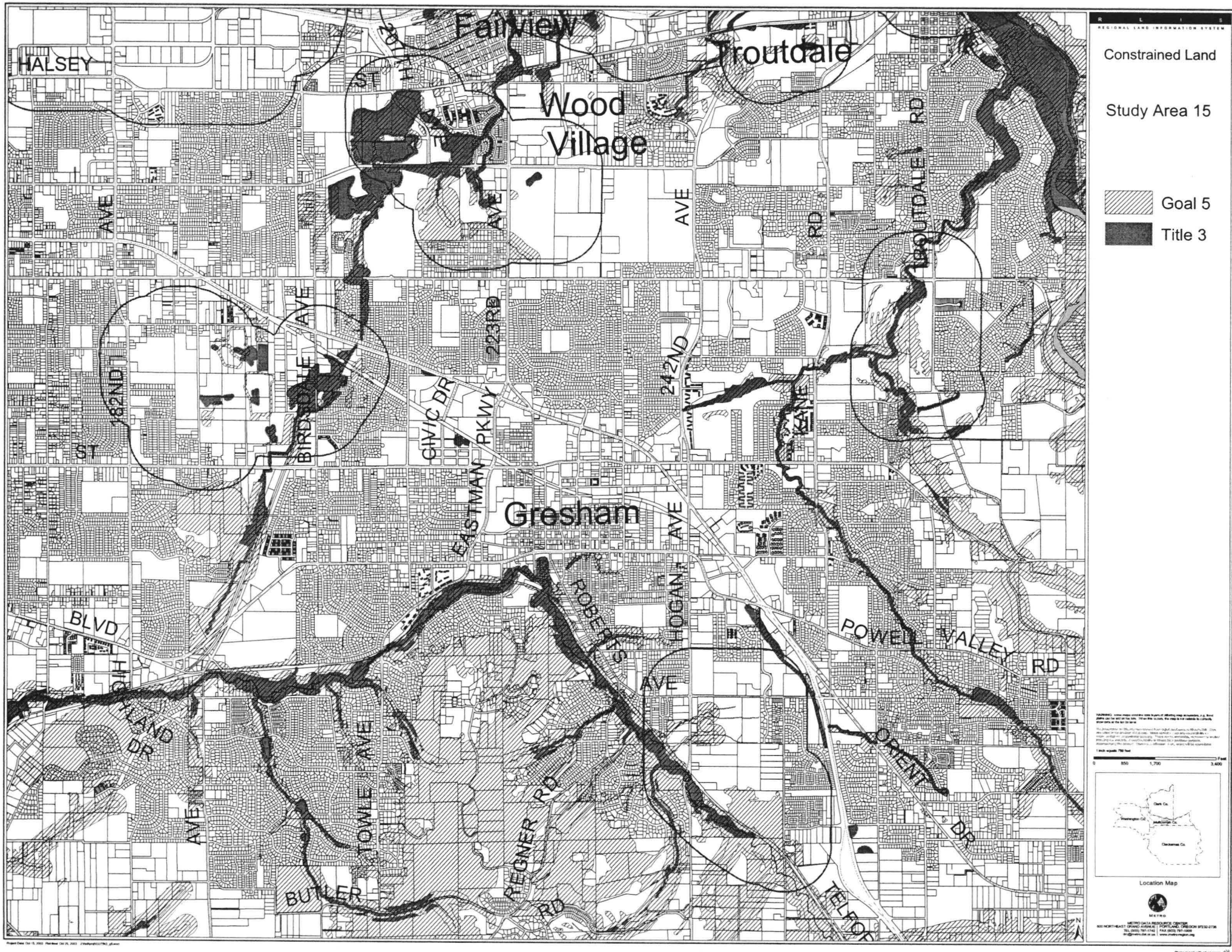
1 inch equals 750 feet

0 500 1,000 3,000 Feet



Location Map

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503.281.1000
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Area 17- Highway 217

General Description

This area is bordered by Beaverton-Hillsdale Highway on the north, Scholls Ferry on the east, Lombard on the west and Hall Boulevard on the south. The zoning in the area is characterized by single family residential on the east and west with multifamily along Allen Boulevard. There are commercial and mixed-use zones on the north, and industrial and single family residential on the south.

Acreage Information

- Total Acres: 1,382
- Acres of Buildable Land: 24
- Acres zoned Industrial (Title 4): 375
- Average Parcel Size: 0.5 Acres
- 2000 Vacant Taxlots Larger than 50 Acres: 0
- Percentage of Study Area Covered by Title 3: 16 percent

Factor Analysis

Distribution

- This area does not serve as support industrial land for major regional transportation facilities such as marine terminals, airports or rail yards.

Services

- Basic services are available.

Access

- This area is not within 3 miles of I-5, I-205 or I-84.

Proximity

- This area is near an industrial area on the south, but is surrounded by residential, mixed use, and commercial uses.

Use

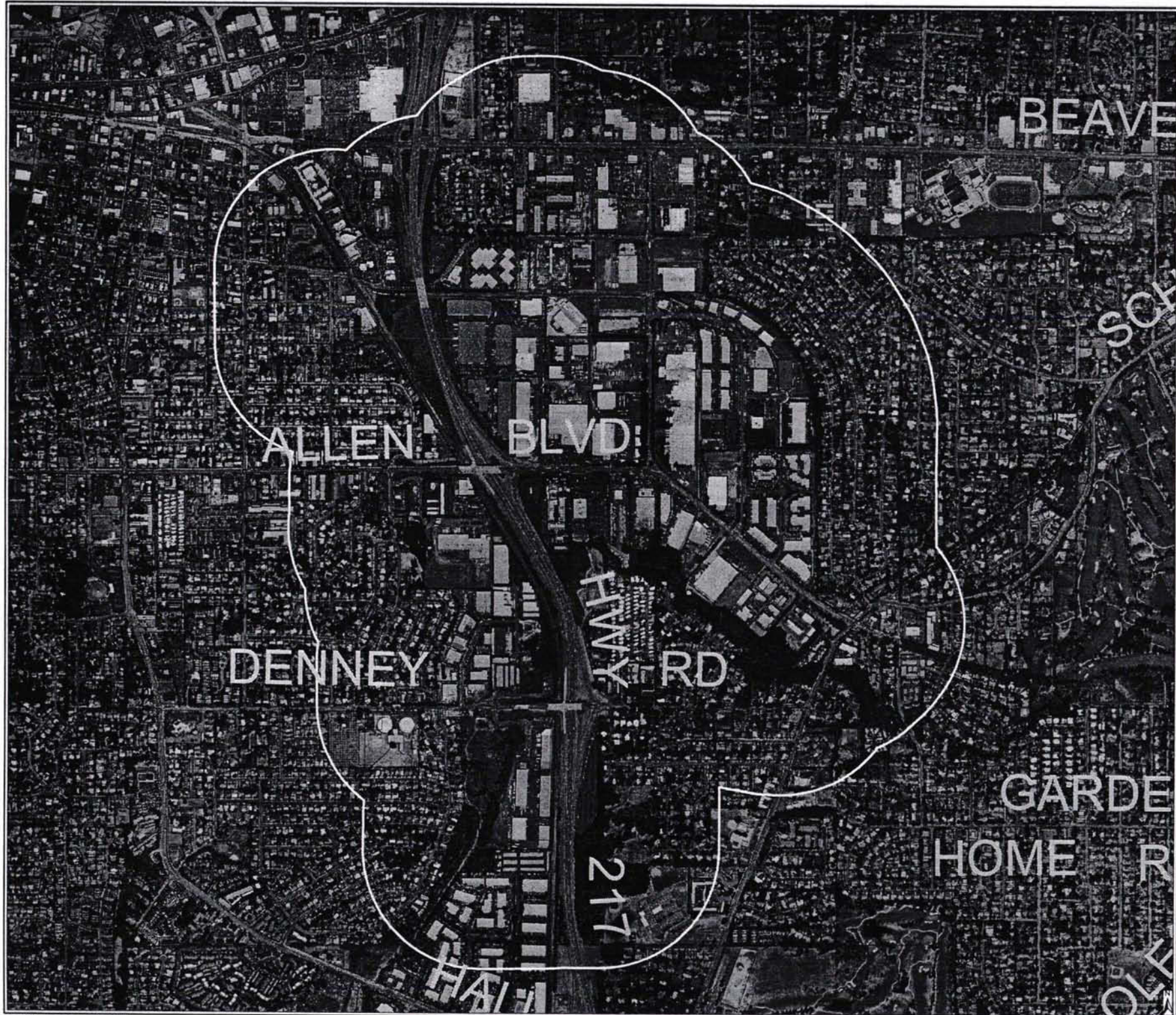
- This industrial area is converting to other uses that are not purely industrial. Many parcels are vacant or underutilized. Although it is changing, currently it is a viable industrial area.

Summary

Area 17 is surrounded on several sides by residential uses. In this case it is unlikely that the industrial nature of this area will expand or be maintained over time because of conflicts with residential uses. It is not a good warehouse location due to poor truck access to major transportation facilities and lacks room for turning movement. It is not a purely industrial area and is going through a conversion to other uses, some of which are only temporary in nature. For example, there are vacant and underutilized lots, many of which are used to store cars by local automobile agencies. Area 17 works as a local industrial area, but is appropriate for designation as a RSIA.

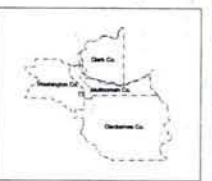
Study Area 17

Study Area 17



NOTES:
1. This map is a representation of the data as of the date of the aerial photograph. It is not a guarantee of accuracy.
2. The boundaries of the study area are shown in white. The boundaries of the city are shown in black.
3. The map is not to scale. The scale is approximate.
4. The map is not to be used for any purpose other than the one for which it was prepared.
5. The map is not to be used for any purpose other than the one for which it was prepared.

Scale: 1 inch = 0.5 miles
0 0.5 1 1.5



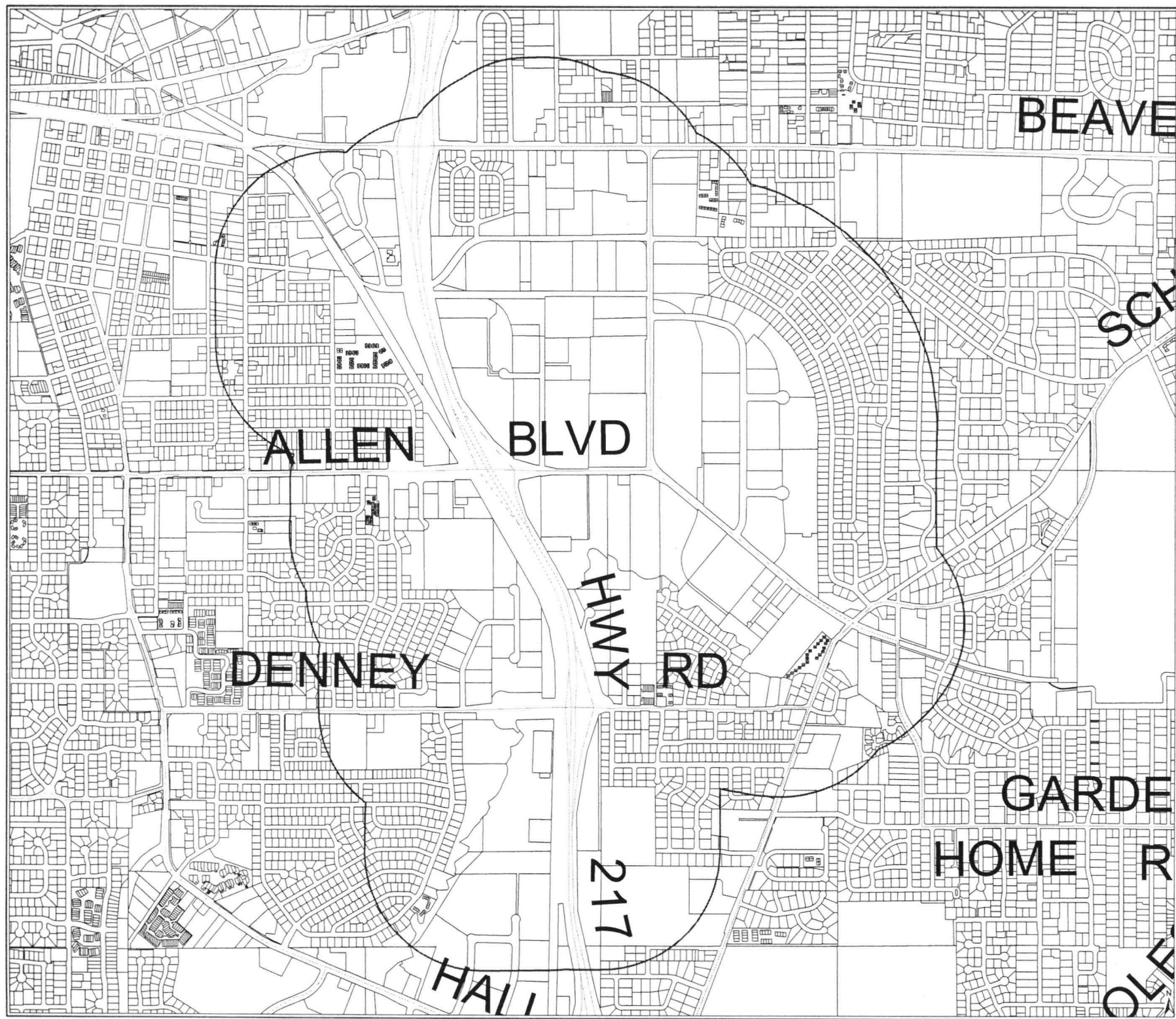
Location Map



NEVADA STATE PLANNING COUNCIL
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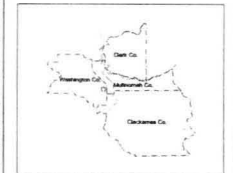
Buildable Lots 50 Acres or Greater

Study Area 17



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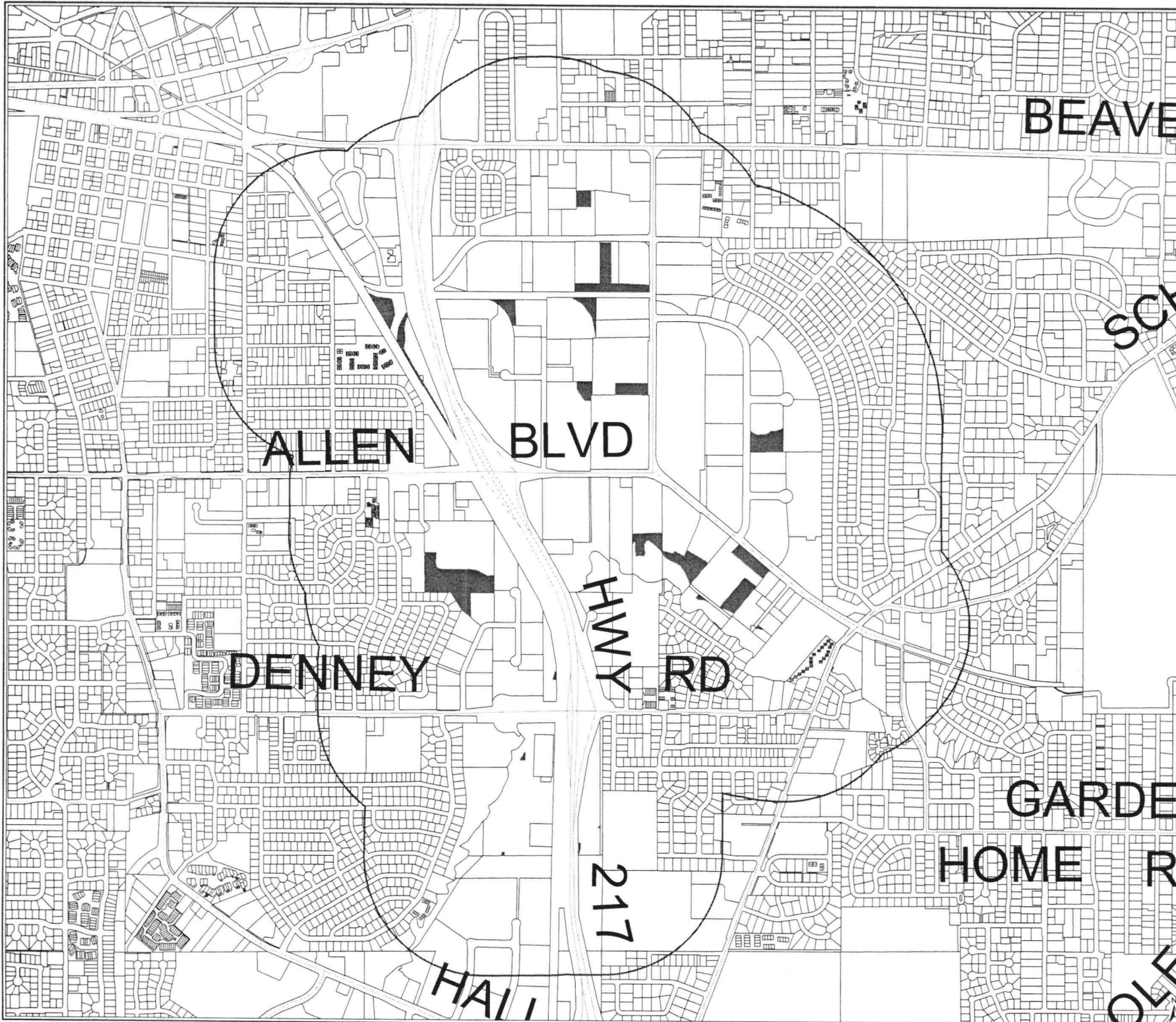
1 inch equals 337 feet



Location Map

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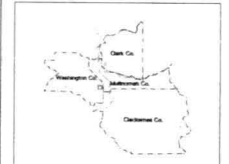
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Buildable Title 4 Industrial Land

Study Area 17

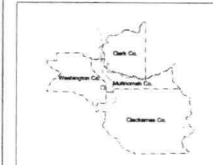
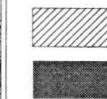
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Location Map

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HALL



Area 18 – Central Eastside Industrial District

General Description

Area 18 is bordered by I-84 on the north, Powell on the south, 12th on the east and the Willamette River on the west. On the north side of Area 18 the land is zoned mixed use, on the south it is zoned commercial and residential, on the east the zoning is residential and on the west are the Willamette River and Portland's Central Business District.

Acreage Information (same as Area 14)

- Total Acres: 2,578
- Acres of Buildable Land: 16
- Acres zoned Industrial (Title 4): 1,444
- Average Parcel Size: 0.2 Acres
- 2000 Vacant Taxlots Larger than 50 Acres: 1
- Percentage of Study Area Covered by Title 3: 4 percent

Factor Analysis

Distribution

- This area does not serve as support industrial land for major regional transportation facilities such as marine terminals, airports and rail yards.

Services

- This area does not have availability and access to specialized utilities.

Access

- This area is within 3 miles of I-5 and I-84.

Proximity

- This area is not located within close proximity to existing like uses; it is surrounded by residential uses.

Use

- This area has a mixture of uses both commercial and industrial, but it is predominantly industrial in nature.

Summary

Area 18 is also known as the Central Eastside Industrial District. It is an old industrial area with short blocks that constrain truck-turning movement. Although it is located near freeway facilities access is limited by a one-way couplet. The Willamette River on the west and residential uses on the east border for the length of the area. It is unlikely that the area will expand or be maintained for industrial uses over time because of the conflicts with residential and commercial uses. The area is located in a high demand area for residential development. The City is currently exploring opportunities to adjust the industrial zoning code to facilitate growth of industrial service firms, (e.g. engineering) and industrial like service firms (e.g. creative services and software development) that would conflict with the professional office limitation in Title 4. Metro staff concurs with the City of Portland's recommendation that this area is not appropriate for designation as a RSIA.

Study Area 18

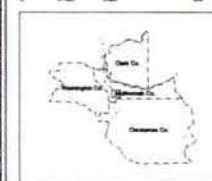
Study Area 18



Source: Aerial photograph from the Bureau of Aeronautics, U.S. Navy, 1945. Digitized by the National Map Accuracy Council, 1980.

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Scale: 1 inch equals 0.5 miles

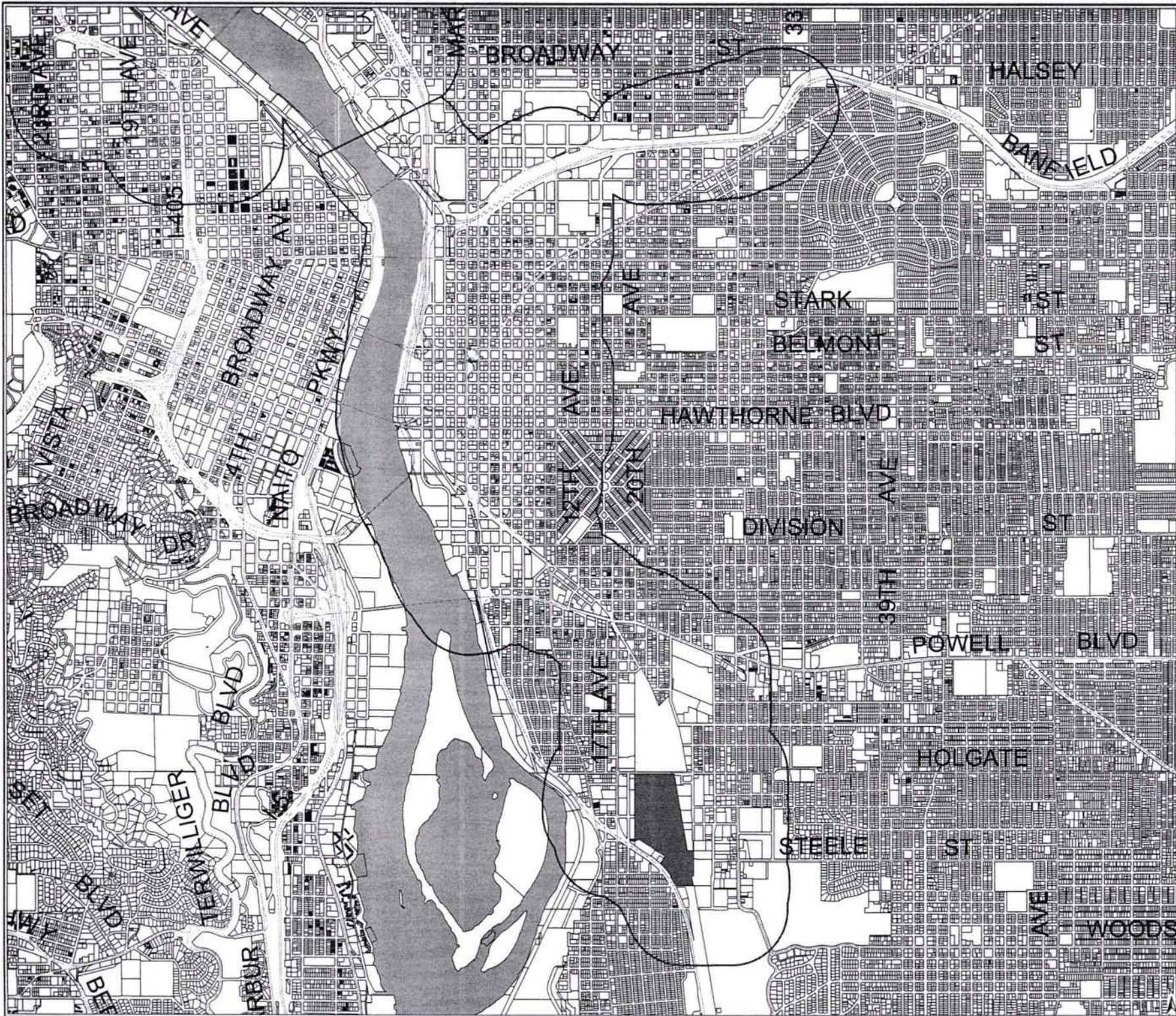


Location Map

Source: Aerial photograph from the Bureau of Aeronautics, U.S. Navy, 1945. Digitized by the National Map Accuracy Council, 1980.

**Buildable Lots
50 Acres or Greater**

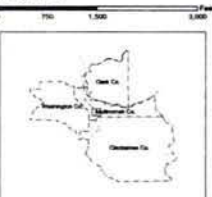
Study Area 18



UNDESIGNED: These areas contain lots of 50 acres or greater, but they are not yet designed. They are shown in black on this map. They may be subject to change.

DESIGNED: These areas contain lots of 50 acres or greater, and they have been designed. They are shown in white on this map. They may be subject to change.

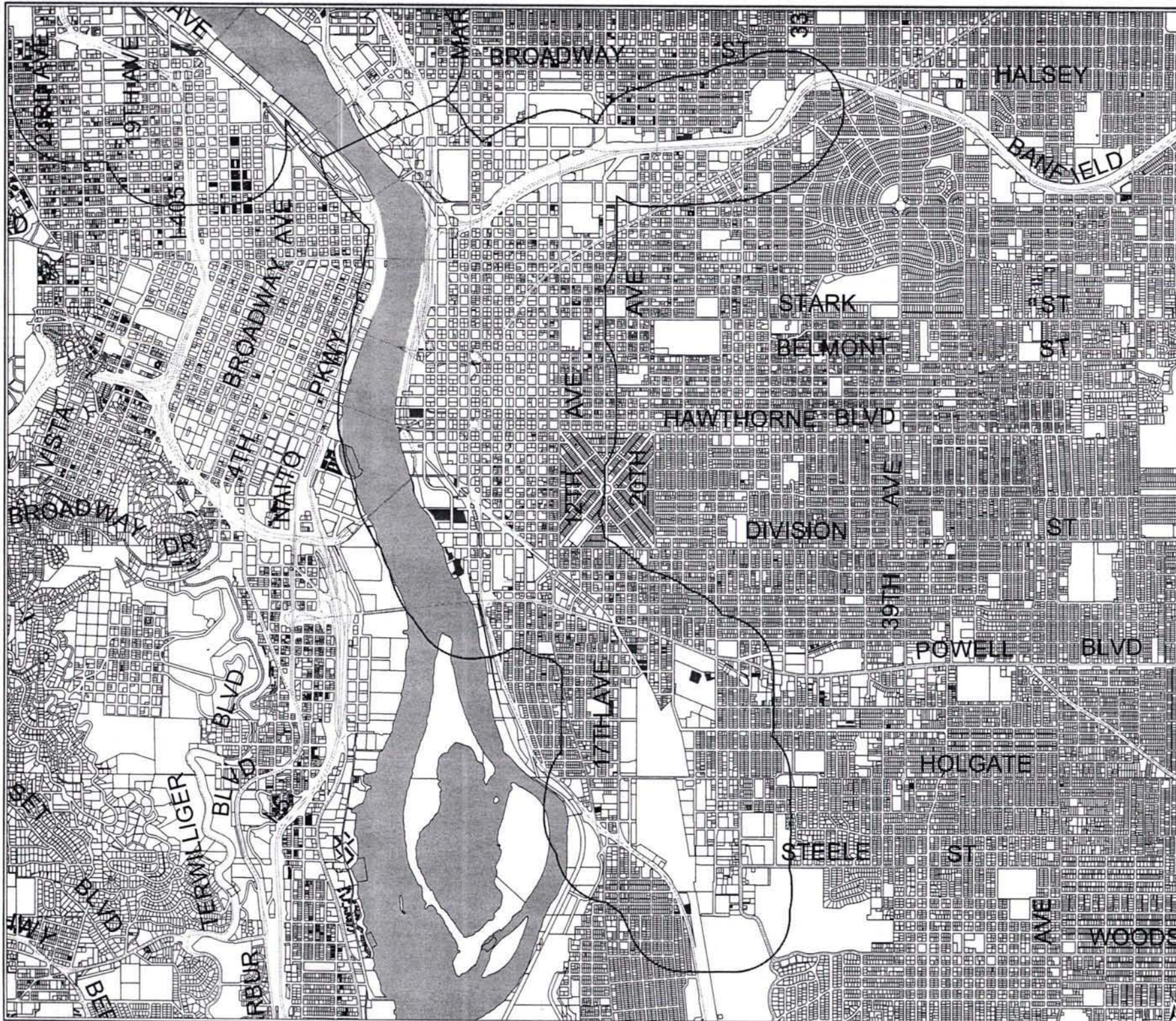
1 inch equals 100 feet



Location Map

Metro

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REGIONAL LAND INFORMATION SYSTEM

Buildable Title 4 Industrial Land

Study Area 18

1 inch equals 500 feet

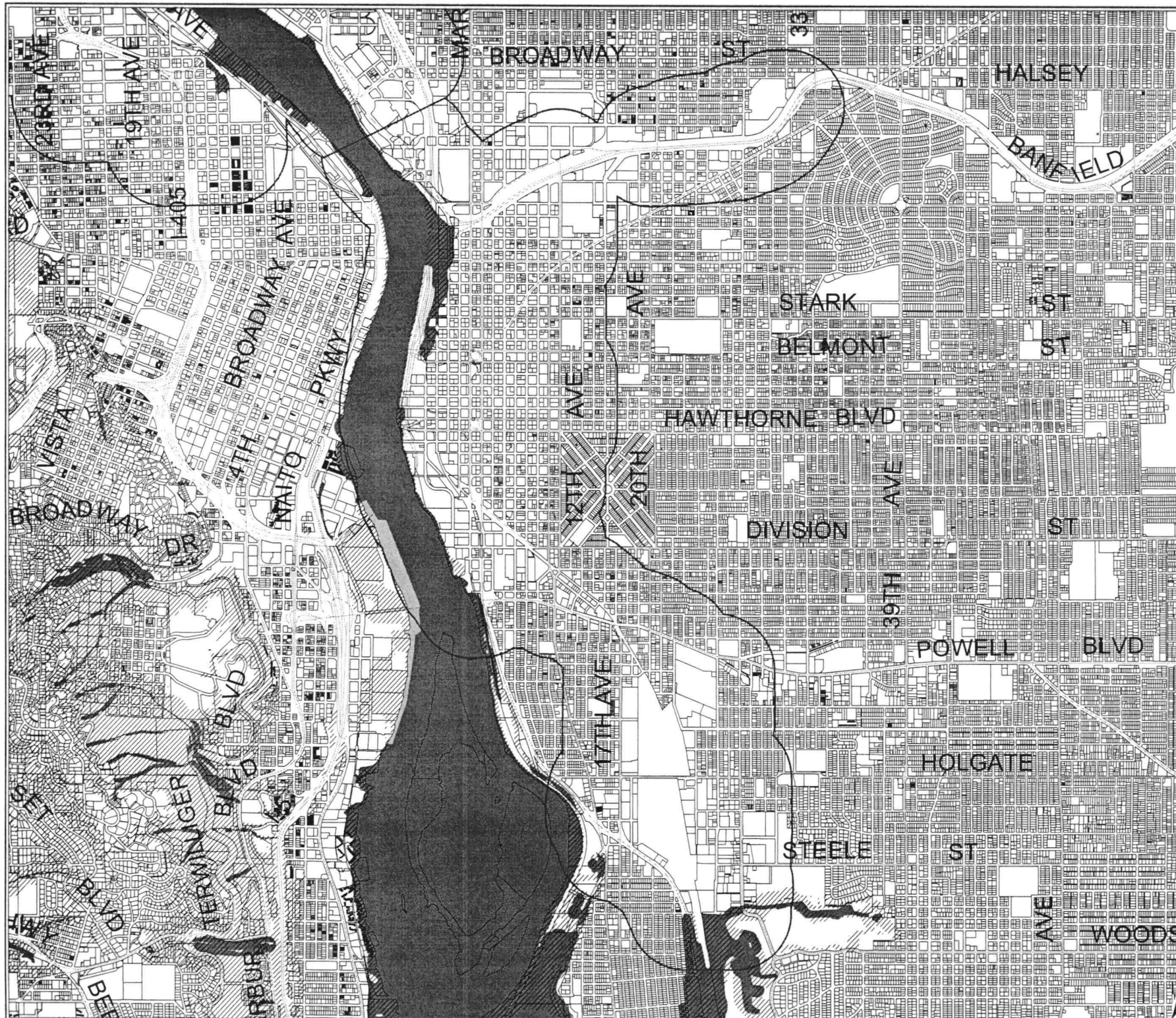
0 500 1,000 2,000

Location Map

Map of the region showing the location of the study area within the larger context of the region.

Map of the region showing the location of the study area within the larger context of the region.

Map of the region showing the location of the study area within the larger context of the region.



Location Map



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