

MEMORANDUM

Date: November 15, 2018

Project #: 3998

To: Dan Fleishman - Planning and Development Director
City of Stayton
362 N Third Avenue
Stayton, OR 97383

From: Patrick Marnell, PE & Susan Wright, PE

Project: Hillyer Ford Development Review

Subject: Annexation and Zone Change TPR Compliance

This memo summarizes a review of a TPR letter titled *TPR Analysis for Stayton, Oregon Site* and a supplemental memorandum of explanation which are both dated November 5th, 2018. The TPR letter and supplemental memorandum were prepared by Associate Transportation Engineering and Planning Inc. in support of a development application for the Hillyer Ford automobile dealership. The development proposal includes the annexation of an 8-acer parcel from Marion County into the City of Stayton. The subject parcel is currently zoned Urban Transition is proposed to be rezoned as General Commercial. *The TPR letter and memorandum are included as Attachment A.*

Background

Policy 1F of the 1999 Oregon Highway Plan (OHP - Reference 1) provides guidance on evaluating the impacts of land uses changes pursuant to Oregon's Transportation Planning Rule (OAR¹ 660-12-060). As quoted below, Action 1F.5 of the OHP identifies the need understand the impacts of land use amendments at the planning horizon. The planning horizon is typically identified in a local planning document or assumed to be 20 year from present date.

"If an amendment subject to OAR 660-012-0060 increases the volume to capacity ratio further, or degrades the performance of a facility so that it does not meet an adopted mobility target at the planning horizon, it will significantly affect the facility unless it falls within the thresholds listed below for a small increase in traffic."

...

"The threshold for a small increase in traffic between the existing plan and the proposed amendment is defined in terms of the increase in total average daily trip volumes as follows:

¹ Oregon Administrative Rule

- Any proposed amendment that does not increase the average daily trips by more than 400.
- Any proposed amendment that increases the average daily trips by more than 400 but less than 1001 for state facilities where:
 - The annual average daily traffic is less than 5,000 for a two-lane highway
 - The annual average daily traffic is less than 15,000 for a three-lane highway
 - The annual average daily traffic is less than 10,000 for a four-lane highway
 - The annual average daily traffic is less than 25,000 for a five-lane highway

Review of TPR Letter

The subject site is currently located along a Marion County road. After the proposed annexation the City of Stayton could take over jurisdiction of the road. Because the subject site is not located on a state facility, an increase of less than 400 daily trips would be considered a small increase in traffic.

The TPR letter proposes that a trip generation cap of 1,000 trips per day can be allowed “without significantly affecting” the transportation system. Per OHP Action 1F.5, an increase of 1,000 would not be considered a “small increase” in traffic. The TPR letter does not provide sufficient evidence to conclude that the proposed annexation and zone change will not significantly affect the surrounding transportation network.

Conclusion

The proposed annexation and zone change may have a significant effect on the surrounding transportation network.


- A trip cap of 400 trips per day would be considered a “small increase” in traffic and could allow the annexation and zone change to proceed without further analysis.
- If more than 400 trips per day are desired, a planning horizon year analysis should be completed to determine what, if any, impacts the zone change may have to the surrounding transportation network.
 - The planning horizon analysis could account for a reasonable worst case scenario allowed under the proposed zoning or could be based on a desired trip cap.
 - The City of Stayton is currently updating its Transportation System Plan. *Technical Memorandum #3 - Existing and Future Conditions* (Reference 2) from the City’s Transportation System Plan Update may provide useful information for conducting a planning horizon analysis.

If you have any questions, please contact us at 503.228.5230.

References

- 1) 1999 Oregon Highway Plan, Oregon Department of Transportations, Amendment Through May 2015. <https://www.oregon.gov/ODOT/Planning/Documents/OHP.pdf>
- 2) Stayton Transportation System Plan Update, *Technical Memorandum #3 - Existing and Future Conditions*, 2018. <http://sites.kittelson.com/staytontsp/Downloads/47340>

Attachment A
*TPR Letter and
Memorandum*

Date: November 5, 2018
 To: Mr. Leo Hillyer, Hillyer Ford
 From: Karl Birky, PE, PTOE 
 Re: TPR Analysis for Stayton, OR site



Mr. Hillyer:

This letter addresses Transportation Planning Rule aspects of your request to the City of Stayton to change the Comprehensive Plan map designation and the zoning for Tax Lot 1400 of Tax Map 9S1W03B. The parcel is zoned Urban Transition in Marion County. Your request to the City of Stayton is to annex the parcels, change the Comprehensive Plan Map and the zoning to General Commercial. The site abuts Golf Lane about 1/4 mile from its intersection with Cascade Hwy. It is on the southwest side of Golf Lane.

The Oregon Transportation Planning Rule (TPR) requires an estimate of the effects a land use action will have on the transportation system in certain instances. This annexation and zoning change request is one of those instances. The change can be allowed if there is no "significant" effect on the transportation system.

The Urban Transition zone in Marion County is intended "for future urban residential development, but may also be used to protect lands designated for future commercial, industrial or public uses." (MCC 16.13.000)

The parcel is 8 acres in size and the new auto dealership you plan to construct will be about 26,800 sq. ft (26.8ksf) of gross floor area. There is a signed 2003 Memorandum of Understanding (MOU) between the City of Stayton and Marion County. It includes:

The CITY will cause the realignment of the east end of Golf Lane... to intersect Cascade Highway at such time Golf Lane warrants signalization if Golf Lane fails to meet COUNTY standards for safety and/or operations and as funds become available.

Traffic engineers use the Institute of Transportation Engineers (ITE) Trip Generation Manual to estimate the trip generation potential of a variety of uses. Several uses germane to this analysis are shown in the following table.

ITE Designation	Use	AM trip rate	PM trip rate	ADT rate
ITE 210	Single Family Home	0.74/home	0.99/home	9.44/home
ITE 840	Automobile Sales - New	1.87/ksf	2.43/ksf	27.84/ksf
ITE 934	Fast Food Rest w Drive Thru	2.95/ksf	78.74/ksf	1094.74/ksf

ksf is 1000 sq. ft. of floor space

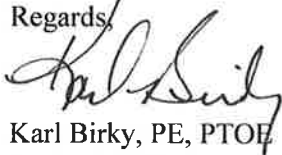
The site is a parcel that could be developed in Marion County with a home on it. The home would generate 9.4 trips per day. When the parcel is annexed into the City, it can be developed with a much higher residential density and therefore generate more traffic. The proposed 26.8 ksf automobile sales dealership would generate 746 trips per day, 50 trips in the AM Peak hour and 65 trips in the PM Peak hour.

The City of Stayton identified Golf Lane as a Future Collector in the current (2004) Transportation System Plan (TSP). Collector streets are intended to connect neighborhoods with arterials

and highways. Collector streets are considered to have an average daily capacity of 1,000 to 10,000 trips per day. They often have businesses locate along them, because of the higher volume of traffic they convey. However, there are some commercial uses that could generate large volumes of traffic the City might not want to allow locating on the site. It is my recommendation that the request be approved with a trip generation cap of 1000 trips per day from development of a parcel.

It is my opinion that the requested zoning can be approved with a 1000 ADT / parcel trip generation cap from a traffic engineering perspective without "significantly affecting" the transportation system. If there is any additional information you or the City would like or find helpful, please do not hesitate to request it. I can be reached at 503-364-5066.

Regards,



Karl Birky, PE, PTOE
Associated Transportation Engineering & Planning, Inc.



12/31/2019

Memo

Date: November 5, 2018
To: Mr. Dan Fleishman, City of Stayton
From: Karl Birky, PE, PTOE
Re: Hillyer Ford Traffic



Dan:

Let me use this memo to answer the questions you ask in your email of this morning. As we discussed over the phone, some things about the project have changed in the past couple of months and there is some clarification needed to the TPR letter and the TIA I completed.

I believe you are correct that only tax lot 1400 is being annexed and developed. It is 8 acres in area and is zoned Urban Transition in Marion County. The plans that have been submitted show a total of 31,000 sq. ft. (31 ksf) buildings, but in my conversations with Ron Ped, Architect, he consistently tells me the area is 26.8 ksf. I believe the notation on the site plan is incorrect and will check with Ron again.

The development will be an Automobile Sales (New) - ITE 840. The 10th edition of the ITE Manual rearranged some classifications and added a few new ones. I continue to believe ITE 840 is the classification that should be used. As I mentioned on the phone, the ITE uses studies from the past and when I completed a trip generation study for a dealership in Salem several years ago, the trip generation rate was significantly less than in the trip generation manual. The dealer was correct in his belief people do not look at cars before buying. They seem to be doing research online instead of "kicking tires".

I am not sure what the trip cap should be for a business on Golf Lane. I believe adding 1000 trips per day is reasonable (I assumed 2 parcels adding 500 trips each day would permit 1000 trips each day and would be reasonable). It is not a busy road and adding 65 PM Peak hour trips to the roadway will add about 1 vehicle each minute to the intersection of Golf Lane at Cascade Highway. In the TIA, I found there is capacity for this traffic at the intersection. You are correct the proposed dealership will add about 750 (746) trips per day. I believe firmly this estimate is high based on previous work I have done, but the City needs to decide what is reasonable and acceptable. Sometimes people misunderstand what a "trip" is. For instance, if an employee comes to work, leaves the site for lunch and returns and then goes home, that is counted as 4 trips. The mail carrier and trash hauler are each two trips. Every customer that visits is counted as two trips, one coming and one leaving.

I will incorporate these changes in the October 30 TPR letter for your use. I thank you for asking these important questions. My sense is the crash data indicates concern about eastbound traffic exiting Highway 22 failing to slow and stop. However, traffic on Golf Lane does not affect this. The intersection at the westbound ramps at Cascade Hwy is also not working as well as it should, but that seems a distance from the proposed site. I continue to believe the City of Stayton will want and benefit from the proposed dealership. Traffic should not be the issue that prevents the project from moving forward.

I can be reached at 503-364-5066 if you want additional information.

Cc: Ron Ped, Architect