



MEMORANDUM

DATE: August 5, 2020

TO: Dan Goodman | Freres Building Supply

FROM: Lacy Brown, Ph.D., P.E. | DKS Associates
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EXPIRES: DEC. 31, 2021

SUBJECT: Freres Building Supply Rezone Transportation Planning Rule Analysis Project #P20102-000

This memorandum presents the findings of an evaluation of potential traffic impacts associated with a proposed zone change for two parcels (Tax Lot 6300 and 6500, totaling 1.03 acres) in Stayton, Oregon. The lots are currently both zoned as High Density Residential (HD) and the applicant desires to change the zoning to Commercial Retail (CR) to allow for the expansion of warehouse and storage space for Freres Building Supply. The two lots will not be combined. The proposed zone change must be in accordance with Oregon Administrative Rule (OAR) 660-012-0060, the Transportation Planning Rule (TPR). The intent of the TPR (OAR 660-12-0060) is to ensure that future land use and traffic growth is consistent with transportation system planning and does not create a significant effect on the surrounding transportation system beyond currently allowed uses. The definition of a significant effect varies by jurisdiction and no such definition is provided in the City of Stayton code. According to the Oregon Highway Plan (OHP), a net increase of 400 daily trips qualifies as a significant effect. While the OHP is not applicable to city streets, it provides a reasonable estimate of a significant effect for TPR analysis purposes.

This memorandum documents the expected trip generation of the reasonable worst-case development potential under existing and proposed zoning, and whether the proposed zone change will create a significant effect on the transportation system.

EXISTING ZONING (HD) TRIP GENERATION

Under the current High Density Residential (HD) zoning, residential land uses such as multi-family housing is allowed as well as family day care facilities.¹ A summary of the trip generation rates for the different allowable land uses permitted under the existing HD zoning is presented in Table 1.²

TABLE 1: TRIP GENERATION RATES FOR SELECTED ALLOWED LAND USES UNDER HD ZONING

LAND USE (ITE CODE)	UNITS	WEEKDAY TRIP GENERATION RATES		
		DAILY	AM PEAK HOUR	PM PEAK HOUR
MULTI-FAMILY HOUSING (LOW RISE) (220)	DU ^a	7.32	0.46	0.56
DAY CARE FACILITY (565)	KSF ^b	47.62	11.00	11.12

^a DU = Dwelling Unit

^b KSF = Thousand Square Feet

The two lots are currently occupied by single family homes. In accordance with Stayton Land Use and Development code, a 60% lot coverage was assumed for multi-family developments. For proposed retail or commercial development, a 30% lot coverage was assumed. As a result, the maximum building footprint that could be developed on Tax Lot 6300 is 10,400 square feet and Tax Lot 6500 is 4,800 square feet.³

For the reasonable worst-case development under existing zoning, multifamily housing was assumed for both Tax Lots, 6300 and 6500. There is no maximum unit density listed for High Density Residential zoning. It was assumed that the multi-family buildings could be two-story, which would double the building square footage possible with a 60% lot coverage. An average apartment size of 750 square feet was assumed. Table 2 on the following shows the reasonable worst-case trip generation for existing HD zoning. As shown, the Tax Lot 6300 parcel could generate up to 375 daily trips and the Tax Lot 6500 parcel could generate up to 148 daily trips.

¹ A list of permitted land uses for HD zoning can be found in the Stayton Land Use and Development Code, Chapter 17.16.

² Trip generation estimates calculated using average rates from ITE Trip Generation Manual, 10th Edition

³ Stayton Land Use and Development Code, Table 17.20.190.2.a.

TABLE 2: REASONABLE WORST-CASE LAND USE AND TRIP GENERATION FOR EXISTING HD ZONING

LAND USE (ITE CODE)	SIZE	WEEKDAY TRIP GENERATION		
		DAILY	AM PEAK HOUR	PM PEAK HOUR
TAX LOT 6300				
MULTI-FAMILY HOUSING (LOW RISE) (220)	55 DU ^a	375	27	35
Total		375	27	35
TAX LOT 6500				
MULTI-FAMILY HOUSING (LOW RISE) (220)	25 DU ^a	148	13	17
Total		148	13	17

^a DU = Dwelling Unit

PROPOSED ZONING (CR) TRIP GENERATION

Under the proposed Commercial Retail (CR) zoning, a variety of permitted land uses could be developed on the property.⁴ For the purposes of identifying the reasonable worst case trip generation for the proposed CR zoning, only the highest trip generation land uses are shown:

- Small Office Building
- Day Care Center
- Recreational Community Center
- Shopping Center
- High Turnover (sit down) Restaurant
- Building Materials and Lumber Store

A summary of the trip generation rates for different land uses permitted under the proposed CR zoning are presented in Table 3 on the following page.⁵

⁴ A list of permitted land uses for CR zoning can be found in the Stayton Land Use and Development Code, Chapter 17.16.

⁵ Trip generation estimates calculated using average rates from ITE Trip Generation Manual, 10th Edition

TABLE 3: TRIP GENERATION RATES FOR SELECTED ALLOWED LAND USES UNDER CR ZONING

LAND USE (ITE CODE)	UNITS	WEEKDAY TRIP GENERATION RATES		
		DAILY	AM PEAK HOUR	PM PEAK HOUR
SMALL OFFICE BUILDING (712)	KSF ^a	16.19	1.92	2.45
DAY CARE CENTER (565)	KSF ^a	47.62	11.00	11.12
RECREATIONAL COMMUNITY CENTER (495)	KSF ^a	28.82	1.76	2.31
SHOPPING CENTER (820)	KSF ^a	37.75	0.94	3.81
HIGH TURNOVER (SIT DOWN) RESTAURANT (932)	KSF ^a	112.18	9.94	9.77
BUILDING MATERIALS AND LUMBER STORE (812)	KSF ^a	18.05	1.57	2.06

^a KSF = 1,000 square-feet

Reasonable assumptions for land use are limited by the relatively small parcel sizes, surrounding development types, and limited access and street frontage for Tax Lot 6300. The reasonable worst-case development potential is a small office building and a day care center on Tax Lot 6300 and a small restaurant on Tax Lot 6500. Table 4 on the following page summarizes the trip generation estimates for these land uses.

TABLE 4: REASONABLE WORST-CASE LAND USE AND TRIP GENERATION FOR PROPOSED CR ZONING

LAND USE (ITE CODE)	SIZE	WEEKDAY TRIP GENERATION		
		DAILY	AM PEAK HOUR	PM PEAK HOUR
TAX LOT 6300				
SMALL OFFICE BUILDING (712)	5.4 KSF ^a	87	10	13
DAY CARE CENTER (565)	5.0 KSF ^a	238	55	56
Total Proposed (CR Zoning) Trips		325	65	69
Total Existing (HD zoning) Trips		375	27	35
Net Increase (Proposed – Existing)		-50	+38	+34
TAX LOT 6500				
HIGH TURNOVER (SIT DOWN) RESTAURANT (932)	4.8 KSF ^a	539	48	47
<i>Restaurant Pass-By Reduction (15%)^b</i>		<i>-81</i>	<i>-7</i>	<i>-7</i>
Total Proposed (CR Zoning) Trips		458	41	41
Total Existing (HD zoning) Trips		148	13	17
Net Increase (Proposed – Pass-By – Existing)		+310	+28	+24

^a KSF = 1,000 square-feet

^b Restaurants typically have a pass-by rate in excess of 40%. However, because the subject property is located on a low-volume street, it is unlikely to experience a pass-by rate that high. A conservative assumption of 15% was applied.

As shown, full buildout of the Tax Lot 6300 property under the proposed CR zoning could generate up to 50 fewer net daily trips, but an increase of 38 and 34 net new trips for the AM and PM peak hours, respectively. On the Tax Lot 6500 property, 310 net new daily trips could be generated, as well as 28 and 24 net new trips for the AM and PM peak hours, respectively. These values represent the reasonable worst-case trip generation produced by land uses allowed under the proposed CR zoning.

TRANSPORTATION PLANNING RULE FINDINGS

After evaluating the reasonable worst-case development potential of both the existing (HD) and proposed (CR) zoning, the proposed zone change will result in a maximum net increase of 310 trips per day on the Tax Lot 6500 property, and a net decrease of 50 trips per day on the Tax Lot 6300 property. For both properties, the expected worst-case net increase in daily trips is less than 400, which is a reasonable estimate of the threshold for a “significant effect”. As such, the proposed zone change is not expected to have a significant effect on the surrounding transportation system and the Transportation Planning Rule requirements satisfied.

PLANNED DEVELOPMENT TRIP GENERATION

The applicant is planning to utilize both Tax Lot 6300 and Tax Lot 6500 to expand indoor and outdoor storage space for Freres Building supply, which is adjacent to both lots. Table 5 shows the estimated trip generation for the planned development⁶. As shown, the trip generation associated with the planned development is equal to or less than the reasonable worst-case on both parcels, and is also well below the reasonable worst-case development under existing zoning.

TABLE 5: PLANNED DEVELOPMENT TRIP GENERATION

LAND USE (ITE CODE)	WEEKDAY TRIP GENERATION		
	DAILY	AM PEAK HOUR	PM PEAK HOUR
TAX LOT 6300			
Planned Development (Building Materials Store)	188	16	21
Worst-Case Under Existing Zoning (HD)	375	27	35
Worst-Case Under Proposed Zoning (CR)	325	65	69
TAX LOT 6500			
Planned Development (Building Materials Store)	87	8	10
Worst-Case Under Existing Zoning (HD)	148	13	17
Worst Case Under Proposed Zoning (CR)	458	41	41

⁶ The planned expansion of Freres Building Supply will include only storage space and no additional retail sales space; The trip generation estimates are based on equivalent square footage of a building materials store (ITE LU 812, which includes both storage and retail), and therefore provides a very conservative estimate of the trips that will actually be generated by the planned expansion.

SUMMARY AND RECOMMENDATION

The applicant is requesting a zone change on two parcels, totaling 1.03 acres, in Stayton, Oregon located on Tax Lots 6300 and 6500. The proposed change in zoning from High Density Residential (HD) to Commercial Retail (CR) would result in an estimated reasonable worst-case daily trip decrease of 50 trips on Tax Lot 6300 and an increase of 310 net new daily trips on Tax Lot 6500.

The requirements of Oregon Administrative Rule (OAR) 660-012-0060, the Transportation Planning Rule (TPR), must be met for proposed changes in land use zoning. The intent of the TPR (OAR 660-12-0060) is to ensure that future land use and traffic growth is consistent with transportation system planning and does not create a significant effect on the surrounding transportation system beyond currently allowed uses.

Based on the reasonable worst-case trip generation evaluation, the proposed zone change would result in a daily increase of less than 400 trips on each parcel. Therefore, even under the most conservative assumptions of potential development, it can be concluded that the proposed zone change will not significantly impact and would cause “no further degradation” to the City of Stayton transportation system. The number of additional daily and peak hour trips due to the proposed zone change is not anticipated to significantly impact transportation facilities near the project site and therefore, this application complies with TPR requirements.

Please let me know if you have any questions or comments.