

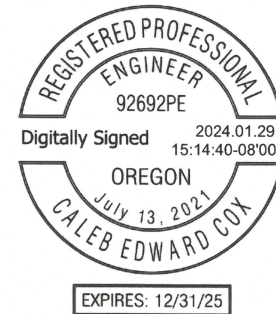
MEMORANDUM

January 29, 2024

Project# 3998.033

To: Jennifer Siciliano, Community & Economic Development Director
City of Stayton
362 N. Third Avenue
Stayton, OR 97383

From: Caleb Cox, PE, Diego Arguea, PE, Michael Ruiz-Leon
Project: Dollar General Development (101 Whitney Street)
Subject: Zoning Text Amendment – Transportation Analysis



The City of Stayton (City) received an application to revise City of Stayton Municipal Code Table 17.16.070.1 to allow "General Merchandise Stores" within the Interchange Development (ID) zone. The applicant proposes the change to be designated as "S," defined as *Permitted Use after Site Plan Review for new construction or expansion of an existing structure*.

To comply with Oregon's Transportation Planning Rule (TPR), as documented in Oregon Administrative Rule 660-012-060, the text amendment must not result in a significant effect on the transportation system. To test for a significant effect, the reasonable maximum build-out trip generation was compared for land uses allowed under the existing and proposed designations. Based on the analyses presented in this memorandum the revision of the text amendment will not result in a significant effect and no additional technical transportation analyses are needed to support the TPR findings. The remainder of this memorandum documents the trip generation assumptions and analyses.

Background

The applicant proposes to build a retail store on the subject property located at 101 Whitney Street, which is one of four existing parcels with the ID designation. There are currently four parcels zoned ID within the City of Stayton, totaling 6.42 acres that will all be impacted by the code amendment proposal. These parcels are generally located in the northeast and southeast quadrant of the Cascade Highway/ Whitney Street intersection and are identified below for reference.

- 101 Whitney Street (Tax Lot number: 091W03DB00400): 1.49-acres and currently vacant.
- 201 Whitney Street (Tax Lot number: 091W03DB00500): 2.90-acres and currently vacant.
- 100 Whitney Street (Tax Lot number: 091W03DC01900): 1.12-acres and currently occupied by a fuel station and convenience store.
- 101 Martin Drive (Tax Lot number: 091W03DC02000): 0.91-acres and currently occupied by a fast-food restaurant with a drive-through.

Of the 6.42 acres listed above, the following lots are vacant and designated as developable.

- 101 Whitney Street (Tax Lot number: 091W03DB00400): 1.49-acres and currently vacant.
- 201 Whitney Street (Tax Lot number: 091W03DB00500): 2.90-acres and currently vacant.

The following sections detail the trip generation estimates for each of the parcels under existing and proposed allowable uses, assuming adoption of the proposed code amendment.

Trip Generation

For the purposes of addressing the Transportation Planning Rule, a trip generation estimate was prepared that represents a *reasonable maximum build-out* development scenario under the existing and proposed zoning. For the purposes of this analysis, no wetlands or otherwise unbuildable lands have been identified. The trip generation estimate for the existing zoning is developed based on approximately 6.42 acres of ID zoning. Site development trip estimates under the existing and proposed zoning were calculated using trip rates obtained from *Trip Generation, 11th Edition*. The trip generation of the existing zoning is compared with the proposed zoning in the following sections.

EXISTING ZONING TRIP GENERATION

Existing allowable land uses under the ID zoning (City of Stayton Municipal Code Table 17.16.070.1) were reviewed to identify a reasonable maximum build-out scenario for the undeveloped lands (4.39 acres). Based on a review of existing developed ID-designated lands and allowable land uses per Table 17.16.070.1, the following maximum build out land uses were assumed under the existing zoning:

- 14-fueling position gasoline/service station; and,
- Two 4,000 square foot fast food restaurants with drive-through.

The existing trip generation for the developed parcels assumes the current built scenario to represent the maximum buildout scenario. As described previously, the built conditions at these parcels are as follows:

- 100 Whitney Street (Tax Lot number: 091W03DC01900): 1.12-acres and currently occupied by a 12-position fuel station and 4,500 square-foot convenience store.
- 101 Martin Drive (Tax Lot number: 091W03DC02000): 0.91-aces and currently occupied by an approximately 3,300 square-foot fast-food restaurant with a drive-through.

The reasonable maximum trip generation associated with the existing zoning scenario is shown in Table 1.

Table 1. Existing ID Zoning Reasonable Maximum Build-Out Trip Generation

Land Use	ITE Code	Size	Daily Trips	Weekday AM Peak Hour			Weekday PM Peak Hour		
				Total	In	Out	Total	In	Out
Northern Parcels									
Gasoline/ Service Station	944	14 vehicle fueling positions	2,408	144	72	72	195	97	98
<i>Pass-by Trips</i> (63% AM, 57% PM)			(1,373) ¹	(91)	(46)	(45)	(111)	(56)	(55)
Net New Trips			1,035	53	26	27	84	41	43
Fast Food Restaurant with Drive-Through	934	8,000 sq ft	3,740	357	182	175	264	137	127
<i>Pass-by Trips</i> (50% AM, 55% PM)			(1,870) ¹	(179)	(90)	(89)	(145)	(73)	(72)
Net New Trips			1,870	178	92	86	119	59	60
Southern Parcels									
Gasoline/ Service Station	944	12 vehicle fueling positions	2,064	123	62	61	167	83	84
<i>Pass-by Trips</i> (63% AM, 57% PM)			(1,176) ¹	(77)	(39)	(38)	(95)	(48)	(47)
Net New Trips			888	46	23	23	72	35	37
Fast Food Restaurant with Drive-Through	934	3,300 sq ft	1,543	147	75	72	109	57	52
<i>Pass-by Trips</i> (50% AM, 55% PM)			(772) ¹	(74)	(37)	(37)	(60)	(30)	(30)
Net New Trips			771	73	38	35	49	27	22
Total External Trips			9,755	771	391	380	735	369	366
Total Pass-By Trips			(5,191)	(421)	(212)	(209)	(411)	(207)	(204)
Total Net New Trips			4,564	350	179	171	324	162	162

¹ Pass-by trip rates are not provided for weekday daily. The lower pass-by trip percentage of weekday AM peak hour and weekday PM peak hour were applied.

PROPOSED ZONING TRIP GENERATION

A floor-area ratio (FAR) of 0.25 was applied to the 4.39 acres to estimate a reasonable build-out scenario for the proposed General Merchandise Stores land use, resulting in approximately 47,807 square feet of potential building area for the adjacent parcels located north of Whitney Street. For the remaining 2.03

acres (also adjacent to each other), 0.25 FAR results in approximately 22,107 square feet of General Merchandise Stores land use for those parcels south of Whitney Street.

A review of the highest potential trip-generating land uses within the proposed General Merchandise Stores land use reveals a variety of potential retail land uses. Consistent with the proposed ID zoning land use category, the ITE land use most similar to General Merchandise Stores and reflecting the highest trip generator for a reasonable maximum build-out scenario is Free-Standing Discount Store (ITE LUC 815).

Based on the assumed 0.25 FAR and resulting developable area, the trip generation for a 47,807 square-foot discount store (northern parcels) and a 22,107 square-foot discount store (southern parcels) is provided below in Table 2.

Table 2. Proposed ID Zoning Reasonable Maximum Build-Out Trip Generation

Land Use	ITE Code	Size	Daily Trips	Weekday AM Peak Hour			Weekday PM Peak Hour		
				Total	In	Out	Total	In	Out
Northern Parcels									
Free-Standing Discount Store	815	47,807 sq ft	2,576	56	39	17	232	128	104
<i>Pass-by Trips (0% weekday AM, 20% weekday PM)</i>			(515) ¹	0	0	0	(46)	(23)	(23)
Net New Trips			2,061	56	39	17	186	105	81
Southern Parcels									
Free-Standing Discount Store	815	22,107 sq ft	1,191	26	18	8	107	54	53
<i>Pass-by Trips (0% weekday AM, 20% weekday PM)</i>			(238) ¹	0	0	0	(21)	(11)	(10)
Net New Trips			953	26	18	8	86	43	43
Total External Trips			3,767	82	57	25	339	182	157
Total Pass-By Trips			(753)	0	0	0	(67)	(34)	(33)
Total Net New Trips			3,014	82	57	25	272	148	124

¹ Pass-by trip rates are not provided for weekday daily. The pass-by trip percentage of the weekday PM peak hour were applied.

Proposed Zoning Compared with Existing Zoning

Table 3 below summarizes the existing and proposed zoning trip generation estimates from Table 1 and Table 2.

Table 3. Proposed Zoning Compared with Existing Zoning Trip Generation

Land Use	Weekday Daily Trips	Weekday AM Peak Hour Trips			Weekday PM Peak Hour Trips		
		Total	In	Out	Total	In	Out
Existing Zoning Trips	4,564	350	179	171	324	162	162
Proposed Zoning Trips	3,014	82	57	25	272	148	124
Difference in Trips (Proposed – Existing)	-1,550	-268	-122	-146	-52	-14	-38

As shown in Table 4, a reasonable maximum build-out scenario under the proposed zoning results in fewer net new daily, weekday AM peak hour, and weekday PM peak hour trips when compared to that under existing zoning. It should be further noted that the existing and proposed zoning scenarios represent a combination of land uses at a much higher density than would likely be developed on this site. For these reasons, we conclude that the proposed rezoning would not represent a significant effect on the transportation system as defined by the TPR. As such, no additional transportation analyses should be needed to support the zone change for the purposes of the Transportation Planning Rule.

Transportation Planning Rule Findings

The Transportation Planning Rule (TPR, Oregon Administrative Rule (OAR) 660-012-0060 – Reference 2) analysis identifies how the study area’s transportation system would operate under the current zoning and the proposed zoning with the code amendment. OAR 660-012-0060(1) assesses an amendment’s potential transportation impact by comparing the trip generation potential of the site assuming a reasonable maximum build-out development scenario under the existing and proposed zoning.

OAR Section 660-12-0060 of the TPR sets forth the relative criteria for evaluating plan and land use regulation amendments. Table 4 summarizes the criteria in Section 660-012-0060 and the applicability to the proposed zoning designation change application.

Table 4. Summary of Criteria in OAR 660-012-0060

Section	Criteria	Applicable?
1	Describes how to determine if a proposed land use action results in a significant effect.	Yes
2	Describes measures for complying with Criteria #1 where a significant effect is determined.	No
3	Describes measures for complying with Criteria #1 and #2 without assuring that the allowed land uses are consistent with the function, capacity and performance standards of the facility.	No
4	Determinations under Criteria #1, #2, and #3 are coordinated with other local agencies.	No
5	Indicates that the presence of a transportation facility shall not be the basis for an exception to allow development on rural lands.	No
6	Indicates that local agencies should credit developments that provide a reduction in trips.	No
7	Outlines requirements for a local street plan, access management plan, or future street plan.	No
8	Defines a mixed-use, pedestrian-friendly neighborhood.	No
9	A significant effect may not occur if the rezone is identified on the City's Comprehensive Plan and assumed in the adopted Transportation System Plan.	No
10	Agencies may consider measures other than vehicular capacity if within an identified multimodal mixed-use area (MMA).	No
11	Allows agencies to override the finding of a significant effect if the application meets the balancing test.	No

As shown in Table 4, there are eleven criteria that apply to Plan and Land Use Regulation Amendments. Of these, Criteria 1 is applicable to the proposed land use action. The relevant criteria are provided below in italics with our response shown in standard font.

CRITERIA 1

(1) If an amendment to a functional plan, an acknowledged comprehensive plan, or a land use regulation (including a zoning map) would significantly affect an existing or planned transportation facility, then the local government must put in place measures as provided in section (2) of this rule, unless the amendment is allowed under section (3), (9) or (10) of this rule. A plan or land use regulation amendment significantly affects a transportation facility if it would:

- (a) Change the functional classification of an existing or planned transportation facility (exclusive of correction of map errors in an adopted plan);
- (b) Change standards implementing a functional classification system; or

(c) Result in any of the effects listed in paragraphs (A) through (C) of this subsection based on projected conditions measured at the end of the planning period identified in the adopted TSP. As part of evaluating projected conditions, the amount of traffic projected to be generated within the area of the amendment may be reduced if the amendment includes an enforceable, ongoing requirement that would demonstrably limit traffic generation, including, but not limited to, transportation demand management. This reduction may diminish or completely eliminate the significant effect of the amendment.

(A) Types or levels of travel or access that are inconsistent with the functional classification of an existing or planned transportation facility;

(B) Degrade the performance of an existing or planned transportation facility such that it would not meet the performance standards identified in the TSP or comprehensive plan; or

(C) Degrade the performance of an existing or planned transportation facility that is otherwise projected to not meet the performance standards identified in the TSP or comprehensive plan.

Response: The proposed zoning code amendment reasonable maximum build-out trip generation scenario is forecast to generate fewer trips than the existing zoning. As such, the proposed zone change will not result in a significant effect to the transportation system per Criteria 1.

Summary of Findings

The proposed text amendment to City of Stayton Municipal Code Table 17.16.070.1 to allow “General Merchandise Stores” within the Interchange Development (ID) zone was found to comply with Oregon’s Transportation Planning Rule (TPR), as documented in Oregon Administrative Rule 660-012-060. Based on the trip generation analyses presented in this memorandum, the revision of the text amendment will not result in a significant effect to the transportation system, as such, no additional technical transportation analyses have been provided to support the TPR findings. We defer to the City of Stayton to apply these findings to the proposed amendment to allow “General Merchandise Stores” within the ID zone. Please let us know if you have any questions.

References

1. Institute of Transportation Engineers. *Trip Generation Manual, 11th Edition*. September 2017.
2. Oregon Secretary of State. *Oregon Administrative Rule, Land Conservation and Development, Chapter 660, Division 12: Transportation Planning*. 2006.

